Governance Models for Successful Regional Transit: Who Owns It? Who Pays for It? Who Delivers It?

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February 21, 2019



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Transit Governance that Works Who Plans?
Who Pays?
Who Delivers?
Why Does it Matter?

Michael Schabas speaking at Institute on Municipal Finance and Governance Munk School - University of Toronto

February 21, 2019



Michael Schabas

- Toronto native, TTC rider since 1961, cyclist
- U of T Architecture School, Harvard Kennedy School
- Consultant to governments, transit agencies, private operators, investors, developers, World Bank, constructors and manufacturers, activist groups
- Experience with all kinds of transit in more than 20 cities and 20+ countries
- Transit commuter in Toronto, Vancouver, Honolulu, London, Boston, Frankfurt, Berlin, Beijing
- 1997 2003 shareholder and Director of rail and bus companies in UK,
 Germany, Australia, Estonia
- Author of the Neptis Review of the Big Move (2013) www.neptis.org

Views and opinions are mine and may not represent those of my clients. I speak only for myself.



Policy Objectives

- Efficient, effective public transit
 - Planned to support efficient urban and sustainable development
 - Delivered for low capital and operating costs
 - Fast, frequent service that is competitive and attractive to use (compared with other modes) for the entire population
- Affordable to passengers and taxpayers
 - Fares that do not deter use
 - Subsidies that are not a burden on taxpayers

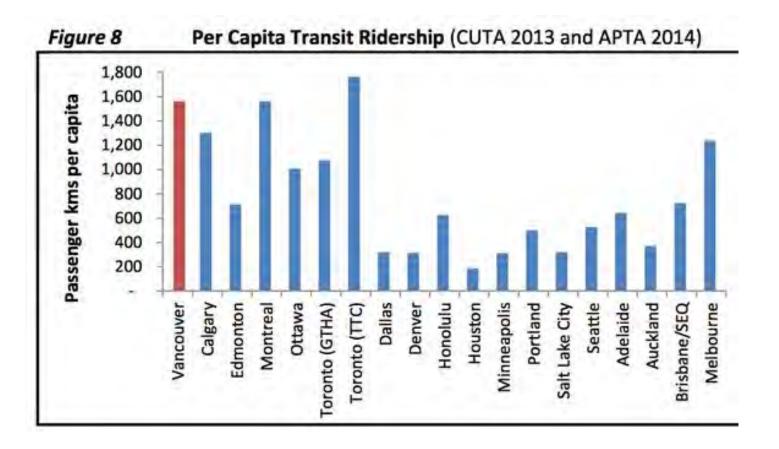


Why is Transit So Difficult?

- Each city has unique characteristics
- Legacy investments constrain technology and service choices
- Geography and development patterns affect cost and viability of different services
- Limited knowledge of own city
- Vague awareness of how cities differ from each other
- Challenges of working in any complex technical area
 - Lack of understanding of issues (unintended consequences)
 - Staff and producers may "capture" the industry leading to inefficient practices – and resistance to innovation
 - Experts may have their own agendas leading to sub-optimal or ineffective investments

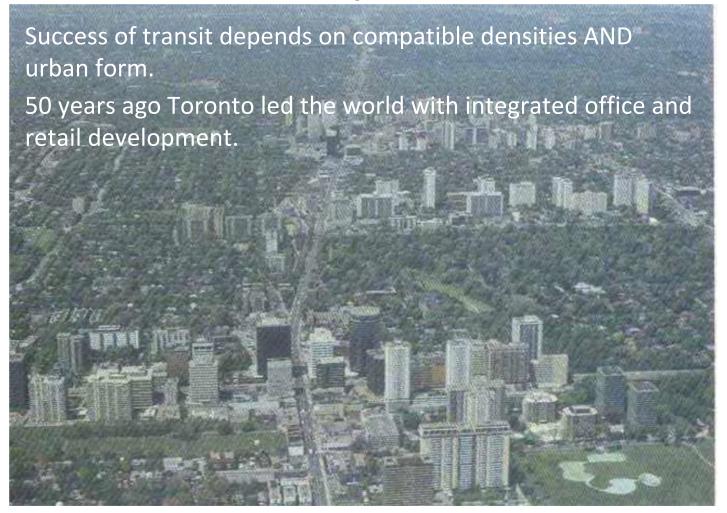


Toronto seems to do pretty well – but why?





Transit-Oriented Development

















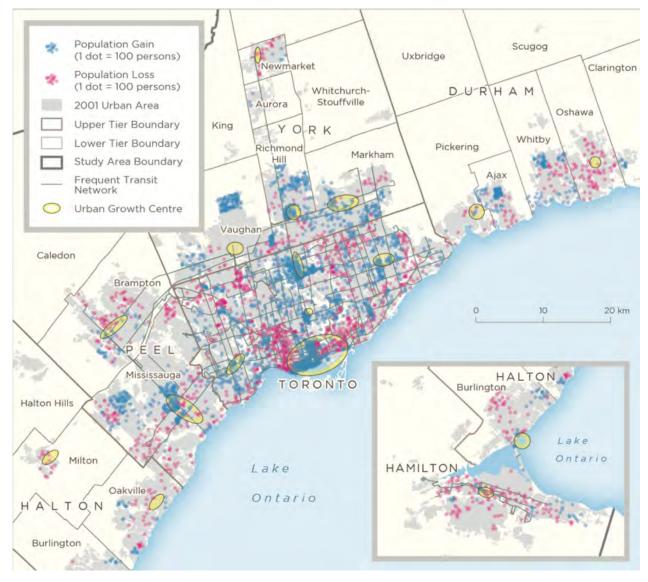




- Low crime rate
- Favourable transit culture
- Good transit network, even in new suburbs
- Municipal governments that actually work
- Growth-driven planning
- In Canada







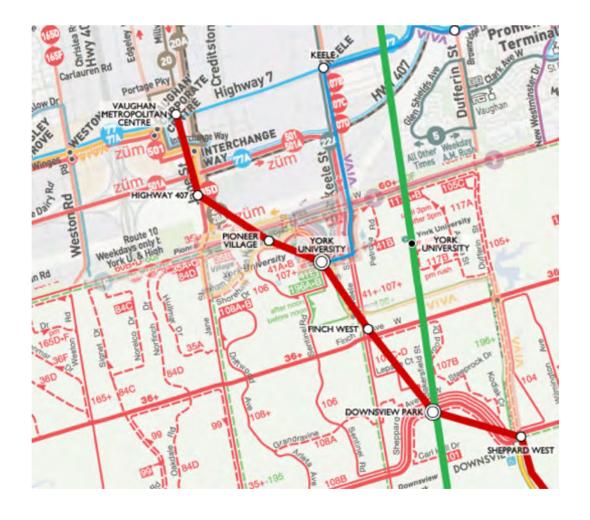


What are the problems?

- Lack of transit development integration
- Limited service integration between municipalities
- Slow transit expansion to the suburbs



Who Planned this?





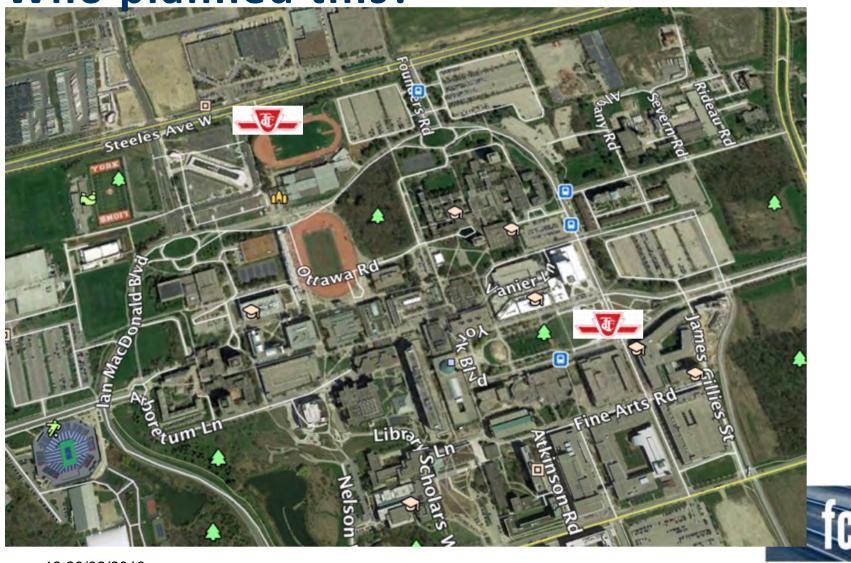
Who Planned this?



Who planned this?



Who planned this?



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Why 10 years to build?



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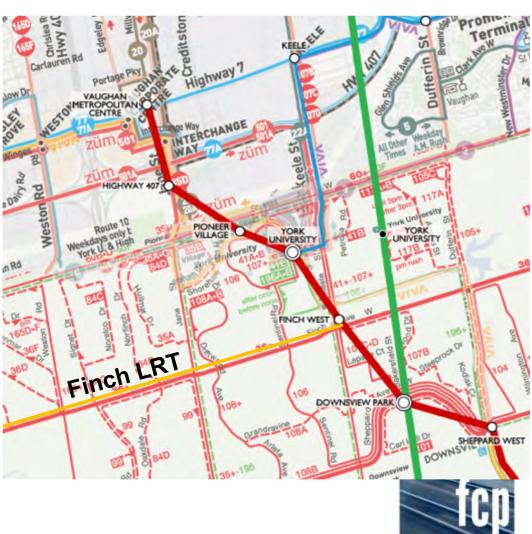
Who planned this?





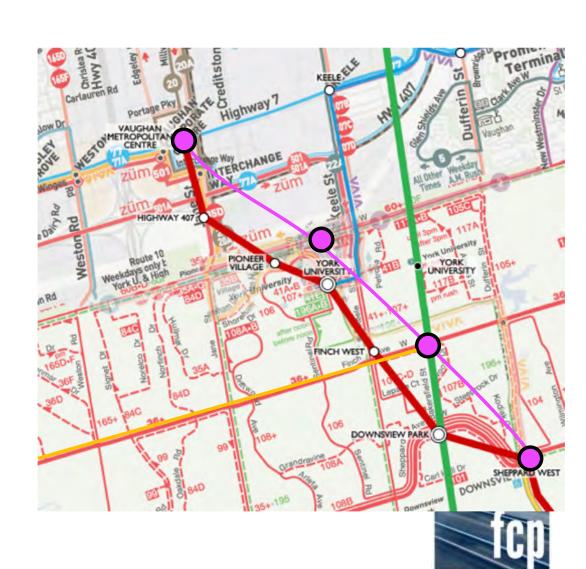
Who Planned this?





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Why not this?



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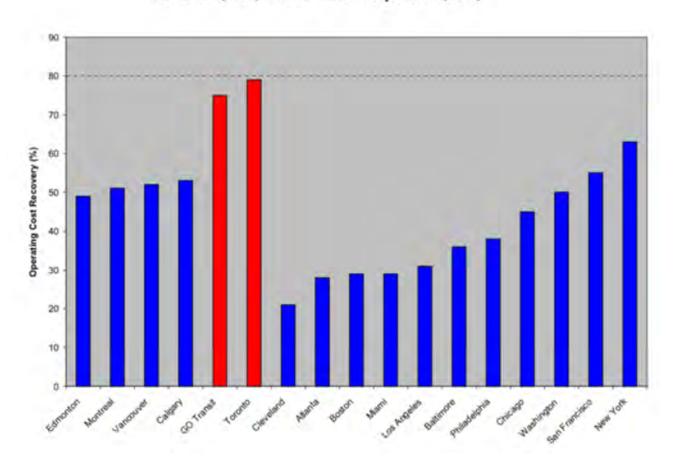
Who pays?

- Why is transit different from water, electricity, telecoms?
- Until 1960, TTC covered all its costs from fares and even paid for subway construction from fares
- But the province spent money on roads and people bought cars –
 but also began to give capital support to subways
- Wages also rose faster than fares
- In 1970, the province abolished the zone fare system and began operating subsidies – setting the target of 70% opex recovery



How does Toronto do?

Figure S.5 Comparison of Cost Recoveries Canadian (1997) and U.S. Transit Operators (1998)

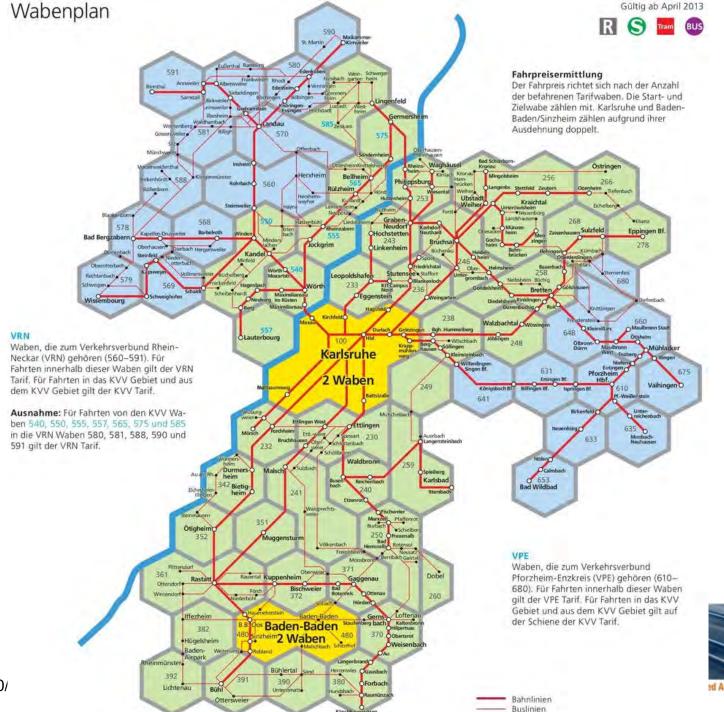




Smarter Fares

- As a Natural Monopoly, fares (prices) should:
 - be above marginal cost to give price signals to users and producers
 - otherwise reflect Ramsay Pricing principles
- Chip card technology enables more efficient, and more complex pricing
- Implications are:
 - High fares for radial commuters to the CBD, by distance. Indirectly paid by CBD property owners
 - Much lower fares for non-radial and off-peak trips, and trips by slower surface modes
 - Much lower fares or free travel for families, students, children, seniors, unemployed
 - Feeder bus and parking charges need to be understood as part of the package







RMV-Preisliste gültig ab 1. Januar 2019, Preise in Euro brutto



		****									#MM-Diarganger	Sinaista		adtpreisstut		fartymet
		Preisstute									MANY.	0.00.2		(Princes)	Frankistsken	
Einzelfahrkarten		1	2	. 3	30	- 4	40	5	6	7 (17')	45	1	. 1	2	3	
Einzelfahrl	Erwachsene	2,10	2,70	3,25	4,10	4,95	6,80	8,60	12,35	16,00	5,90	2,20	2,20	2,60	2,75	2,
	Erwachsene, mit BahnCard ³		4000			-	5,10	6,45	9,25	12,00	5,20		and the same of	-	Sec.	1
	Kinder [®]	1,25	1,60	1,90	2.40	2,90	4,00	5,10	7,30	9,40	4,15	1.35	1,30	1,50	1,55	3,
	Kinder ⁴ , mit BahnGard ³						3,00	3,80	5,45	7.05	3,10					
Kurzstrecke	Erwiichsene											1,35		1.75	1,85	1
2-10-10-10-10-10-10-10-10-10-10-10-10-10-	Kinder ⁴	2.00	264				7.15	2.52	2 12			0,80		1,00	1.05	1
Einzelzuschlag je Fahrt ⁷	Erwachsene und Kinder*	1,50	1,50	1,50	2,00	2,00	3,00	3,50	5,00	6,50	3,50	1,50	1,50	1,50	1,50	1
AST-Komforizuschlag [®]	Erwachsene und Kinder4					1,00/1,	50/2.00						1.0	00/1,50/2,	00	r.
Zeitkarten						-		-	-			-				
Tageskarte	Erwachsene	4,10	5,25	6,35	8,00	9,65	13,25	16,75	24,10	31,20	13,60	4,30	4,30	5,05	5.35	5
400000000000000000000000000000000000000	Kinder ⁴	2,45	3,10	3,70	4,70	5,65	7,80	9,95	14,25	18,35	8,20	2,65	2,55	2,90	3,00	3
Grupp entageskarte	Envachsere und Kinder*, 5 Pers.	7,10	9,10	10,90	13,70	16,60	22,70	28,90	34,50	45,00	24,60	7,80	7,50	8,70	11,30	10
Hessenticket ⁹	Erwichsene und Kinder ⁴ , 5 Pers.	1		2020	1	36,00							1 4444	36,00	20.00	1 0
Wochenkarle	Erwiichsene	13,40	21,00	26,70	33,70	40,70	47,70	54,70	68,40	B2,30	48,30	13,70	13,90	20,90	25,10	24
and the second	Schüler und Auszubildende	10,50	16,40	20,80	26,30	31,70	37,20	42,70	53,40	64,20	37,80	10,70	10,80	16,30	20,40	19
Monatskarte	Erwachsene	45,60	71,50	90,90	114,60	138,40	162,10	185,90	232,70	279,90	165,60	45.70	47,30	71,10	90,40	83
Contraction of	Schüler und Auszubildende	35,60	55,80	70,90	89,40	108,00	126,40	145,00	181,50	218,30	127,00	36,40	36,90	55,50	70,50	64
65-plus-Monatskarte	ab 65 Jahre	37,60	53,60	64,50	79,10	93.80	109.80	125,90	141,90	159,8012		39.70	39,20	53,00	70,90	66
65-Monatskarte Frankfurt	ab 65 Jahre	0.00	2022			200				-	544.00	-	75.74		56,00	
9-Uhr-Monatskarte	Erwachsene	38,80	57,20	72,70	91,70	110,70	121,60	139,40	174,50	209,90	127.00	39.70	40.20	56,90	72,30	66
Jahreskarte ¹⁰	Erwachsene, Abbuchung 12 x	456,00	715,20	909,00	1.146,00	1.384,20	1.621,20	1.858,80	2.325,80	2.799,00	1,656,00	466,80	472,80	711,00	904,20	832
	Erwachsene, Einmalzahlung!	446.90	700,90	690,80	1.123,10	1.356,50	1.588,80	1.621.60	2.280,30	2.743,00	1.622,90	457,50	463,30	696,80	886,10	815
65-plus-Jahreskarte	ab 65 Jahre, Abbuchung 12 x	378,00	535,80	645,00	790,80	937,80	1.098,00	1.258,80	1.419,00	1.597,8017		397.20	391,80	529,80	709,20	666
	ab 65 Jahre, Emmalzehlung11	370,40	525,10	632,10	775,00	919,00	1.076,00	1.233,60	1.390,50	1.565,8012		389,30	384,00	519,20	695,00	652
65-Jahreskarte Frankfurt	ab 65 Jahre, Abbuchung 12 x														559,80	
0.00-10-11-11	ab 65 Jahre, Emmalzahlung 11			West 2.5											548,60	
9-Uhr-Jahreskarle ¹⁸	Erwachsene, Abbuchung 12 x	388,20	571,80	727,20	916,80	1.107,00	1.216,20	1,393,80	1.744,80	2.098,80	1.270,20	397,20	402,00	568,80	723,00	666
*********	Erwachsene, Einmalzahlung!!	380,40	560,40	712,70	898,50	1.084.90	1.191,90	1.365,90	1.709,90	2.056,80	1.244.80	389,30	394,00	557,40	708,50	650
Schülerticket Hessen	Schüler/Azubis, Abbuchung 12 x					372,00								372,00		
20002000	Schüler/Azubis, Einmalzahlung ¹¹					365,00	1				2 500 00			365,00		1
CleverCard ¹³	Schüler/Azubis, Abbuchung 12 x	306,00	479,40	610,20		926,40	_	1.244,40	1.557,60	1.873,80	1,081,80					573
3 40 10 40 10	Schüler/Azubis, Einmalzahlung ¹¹	299,90	469,80	598,00		907,90	21.20	1.219,50	1.526,40	1.836,30	1.060,00		- 244			561
Zuschlagkarte-Woche?	Erwichsene und Kinder ⁴	6,00	9,50	12,00	15,20	18,30	21,50	24,60	30,80	37,00	24,60	6,20	6,30	9,40	11,70	11
-Monal 7	Erwachsene und Kinder*	20,50	32,20	40,90	51,60	62,30	72,90	83,70	104,70	126.00	83,70	21,00	21,30	32.00	40,70	37
-Jahr 7.10	Erw. u. Kinder*, Abbuchung 12 k	205,20	322,20	409,20	516,00	522,60	729,00	837.00	1.047,00	1.260,00	837.00	210,00	213,00	319,80	406,60	373
-	Erw. u. Kinder*, Einmilzahlung**	201,10	315,80	401,00	505,70	610,30	714,40	820,30	1.026,10	1.234,80	820,30	205,80	208,70	313,40	398,70	366
Fernverkehrs-																
Ergänzungskarten Wochenkarte	Erwachsene	8.90	12,60	14,70	18.50	22,40	26,20	30,10				9,10	9,10	12,50	14,40	13
W OCHORNATIO	Schüler und Auszubildende	6,90	9.80	11,50	14,40	17,50	20,40	23,50				7,10	7,10	9.80	11,20	10
Monatskarie	Enwichsene	30,40	42,90	50.00	63,00	76,10	89.20	102,20				31,10	31,10	42.70	49.70	45
monatatatie	Schüler und Auszubildende	23.70	33,50	39.00	49.10	59.40	69.60	79,70				24.30	24,30	33,30	38.80	35
Jahreskarte	Erwachsene, Abbuchung 12 x	304,20	429,00	499,80	630,00	760,80	892,20	1.021,80				310,80	310,80	427,20	495,80	457
Janreakane	Erwachsene, Einmalzahlung 11	298,10	420,40	489,80	617.40	745.60	874.40	1.001.40				304.60	304.60	418.70	486.90	448
Zuschlagkarte-Woche?	Envachsere und Kinder4	4,00	5,70	5,60	B. 40	10,10	11,80	13,50				4,10	4.10	5.60	6,40	6
-Monat7	Erwachsene und Kinder4	13.70	19.30	22,50	28,40	34,30	40.10	46.00				14.00	14.00	19.20	22,40	20
-Jahr 7	Env. und Kinder ⁴ , Abbuchung 12 x	135,80	193,20	225.00	283,80	343.20	400,80	460,20				139,80	139.80	192.00	223,80	205
Jun.	Erw. und Kinder*, Binmatzahlung*1	185155	189.30	220,50	278.10	336,30	392,80	451,00				137,00	137,00	188,20	219.30	201



Adult rate prices: All Tube, DLR, London Overground and TfL Rail services and National Rail services in Z1-9									
		Pay as you	go	Travelcards					
Zone		Caps		Day Anytime	Day Off-peak				
Zone	Daily Anytime	Daily Off-peak	Monday to Sunday (contactless only)			7 Day	Monthly	Annual	
Zone 1 only	£7.00	£7.00	£35.10	£13.10	£13.10	£35.10	£134.80	£1,404	
Zones 1-2	£7.00	£7.00	£35.10	£13.10	£13.10	£35.10	£134.80	£1,404	
Zones 1-3	£8.20	£8.20	£41.20	£13.10	£13.10	£41.20	£158.30	£1,648	
Zones 1-4	£10.10	£10.10	£50.50	£13.10	£13.10	£50.50	£194.00	£2,020	
Zones 1-5	£12.00	£12.00	£60.00	£18.60	£13.10	£60.00	£230.40	£2,400	
Zones 1-6	£12.80	£12.80	£64.20	£18.60	£13.10	£64.20	£246.60	£2,568	
Zones 1-7	£14.00	£12.90	£69.80	£23.50	£13.90	£69.80	£268.10	£2,792	
Zones 1-8	£16.50	£12.90	£82.50	£23.50	£13.90	£82.50	£316.80	£3,300	
Zones 1-9	£18.30	£12.90	£91.50	£23.50	£13.90	£91.50	£351.40	£3,660	
Zones 1-9 + Watford Junction	£24.60	£18.40	£92.00	£24.60	£18.40	£92.00	£353.30	£3,680	
Zones 1-9 + Shenfield	£30.50	£20.50	£109.10	£30.50	£20.50	£109.10	£419.00	£4,364	
Zone 2 only	£7.00	£7.00	£26.30	£13.10	£13.10	£26.30	£101.00	£1,052	
Zones 2-3	£8.20	£8.20	£26.30	£13.10	£13.10	£26.30	£101.00	£1,052	
Zones 2-4	£10.10	£10.10	£29.10	£13.10	£13.10	£29.10	£111.80	£1,164	
Zones 2-5	£12.00	£12.00	£34.90	£18.60	£13.10	£34.90	£134.10	£1,396	
Zones 2-6	£12.80	£12.80	£43.90	£18.60	£13.10	£43.90	£168.60	£1,756	
Zones 2-7	£14.00	£12.90	£45.60	£23.50	£13.90	£45.60	£175.20	£1,824	
Zones 2-8	£16.50	£12.90	£62.00	£23.50	£13.90	£62.00	£238.10	£2,480	
Zones 2-9	£18.30	£12.90	£62.00	£23.50	£13.90	£62.00	£238.10	£2,480	
Zones 2-9 + Watford Junction	£24.60	£18.40	£62.00	£24.60	£18.40	£62.00	£238.10	£2,480	
Zones 2-9 + Shenfield	£30.50	£20.50	£82.80	£30.50	£20.50	£82.80	£318.00	£3,312	
Zone 3 only	£8.20	£8.20	£26.30	£13.10	£13.10	£26.30	£101.00	£1,052	
Zones 3-4	£10.10	£10.10	£26.30	£13.10	£13.10	£26.30	£101.00	£1,052	
Zones 3-5	£12.00	£12.00	£29.10	£18.60	£13.10	£29.10	£111.80	£1,164	
Zones 3-6	£12.80	£12.80	£34.90	£18.60	£13.10	£34.90	£134.10	£1,396	
Zones 3-7	£14.00	£12.90	£45.60	£23.50	£13.90	£45.60	£175.20	£1,824	
Zones 3-8	£16.50	£12.90	£62.00	£23.50	£13.90	£62.00	£238.10	£2,480	

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oyster[®]

expiry date: 15 Nov 22

Apprentice

Amer Inayat

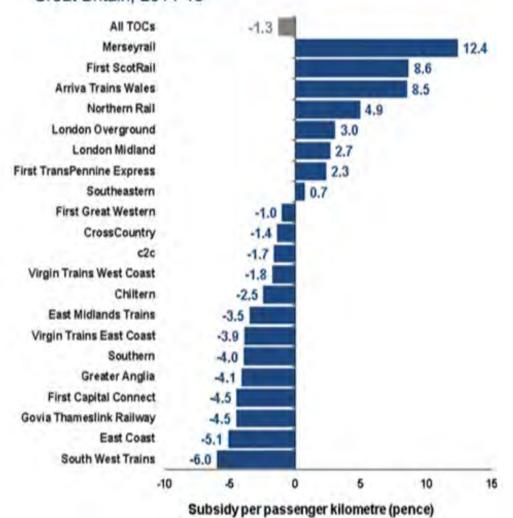
has and subject to conditions - see over





Trusted Advisors in Transport

Government subsidy per passenger kilometre by train operating company - chart² (<u>Table 1.7</u>) Great Britain, 2014-15







Bus Services in Toronto

- High bus ridership on suburban corridors
- Some low floor, articulated, and express routes
- And used by the non-poor . . .
- Could new technology and smarter fares bring revenues above operating costs?





Route		Day	Customers per day	morning	Vehicles in afternoon peak period	Hours per day	Kilometres per day	Note
15	EVAIIS	Sat	1,200		-	ου	000	
15	Evans	Sun	810	-	-	20	450	
104	Faywood	Mo-Fr	3,500	4	4	65	1,300	
104	Faywood	Sat	2,100	-	-	55	1,200	
104	Faywood	Sun	1,600	-	-	35	840	
39	Finch East	Mo-Fr	23,800	34	28	445	10,300	
39	Finch East	Sat	18,100	-	-	235	5,500	
39	Finch East	Sun	17,400	-	-	200	4,800	
199	Finch Rocket	Mo-Fr	19,100	32	22	325	8,300	
199	Finch Rocket	Sat	8,200	-	-	150	4,000	
199	Finch Rocket	Sun	6,600	-	-	100	2,800	
36	Finch West	Mo-Fr	42,500	42	37	565	11,200	
36	Finch West	Sat	26,600	-	-	345	7,400	
36	Finch West	Sun	19,500	-	-	315	7,600	
139	Finch-Don Mills	Mo-Fr	2,000	4	4	35	730	
4/	Lansdowne	Sun	1,200	-	-	115	1,900	
54	Lawrence East	Mo-Fr	33,700	41	37	560	11,600	
54	Lawrence East	Sat	20,900	-	-	305	6,500	
54	Lawrence East	Sun	14,800	-	-	265	5,900	
52	Lawrence West	Mo-Fr	43,900	38	45	635	12,000	
52	Lawrence West	Sat	24,500	-	-	435	8,700	
52	Lawrence West	Sun	17,200	-	-	360	7,500	
162	Lawrence-Donway	Mo-Fr	710	2	2	25	550	



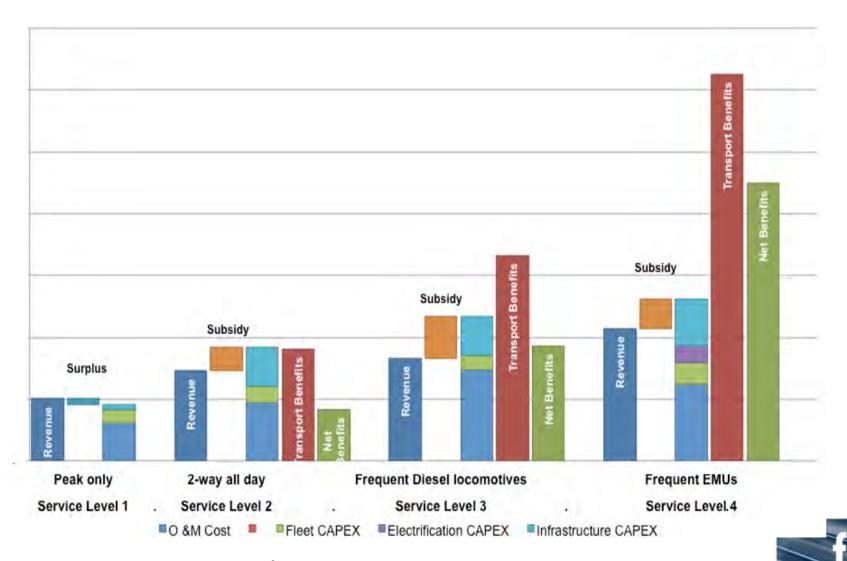
Bus Services in London

- All delivered under gross-cost contracts, competitively tendered
- Most vehicles privately owned
- TfL specifies frequency, capacity, and vehicle quality
- Payments are adjusted based on "excess wait time", calculated automatically
- Unit costs reduced about 40% and ridership DOUBLED
- Many quality and comfort improvements
- Services now operated by companies from Singapore, France, Germany, Netherlands and UK



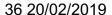


Who Pays for GO Expansion?



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Source: GO RER Initial Business Case



Who Delivers? - Urban Rail

Toronto – Line 1 to Vaughan

- 9km
- 6 stations
- All underground
- Built in 10 years
- 60,000 daily riders
- 2018 \$3.5bn
- 2 crew per train
- 5 minute headways all day
- Multi-contract procurement
- TTC in-house

Vancouver – Canada Line

- 19km
- 16 stations
- Half underground
- Built in 4 years
- 120,000 daily riders
- 2018 \$4bn capex
- Driverless
- 2 minute headways all day
- 30 year DBFOM (Design-Build-Finance-Operate-Maintain) contract

Who Delivers? - Operations (partial list)

Hong Kong MTR (HK SE)

- Stockholm Metro
- London Crossrail
- Beijing Line 4, Shenzhen etc.
- Melbourne M-Trains
- Sydney Metro

Keolis (French Railways + CDPQ)

- London Thameslink
- Lille Metro
- Boston Commuter Rail
- K-W ION
- Montréal REM

RATP Dev (Paris City)

- Johannesburg Gautrain
- Manchester Metrolink
- Manila Metro
- HK Trams
- Algiers Metro
- Washington Tram

DB Arriva (German Railways)

- UK Cross Country
- London Overground
- Denmark regional
- California High Speed Rail



Who Owns? London

	Infrastructure	Vehicles	Operations	Fares
Subway (Underground)	TfL (London Government)	TfL	TfL	TfL
LRT	TfL, some private	TfL	Private – Gross Cost	TfL
Overground Crossrail	Mostly Network Rail (UK Government); some TfL	Private - Leased	Private – Gross Cost	TfL
Bus	Garages: Private	Mostly Private	Private – Gross Cost	TfL
Regional Rail Thameslink	Network Rail (UK Government)	Private - Leased	Private – mostly Net Cost	TfL and Private
Heathrow Express	Heathrow Airport Limited (Private)	Private - Leased	Private	Heathrow Airport

Who Owns? Frankfurt

	Infrastructure	Vehicles	Operations	Fares
Subway (U-Bahn)	Municipalities	Municipalities	Municipalities	Transport Associations
LRT	Municipalities	Municipalities	Municipalities	Transport Associations
City buses	Municipalities	Mix of public and private	Mix of public and private	Transport Associations
Regonal Bus	Mix of public and private	Mix of public and private	Mix of public and private	Transport Associations
Regional Rail	DB Infra (Federal)	Various public and private	Various public and private	Transport Associations and DB Regio



Who Owns? Singapore

	Infrastructure	Vehicles	Operations	Fares
Subway (MRT)	State	State	Private	Independent Regulator
LRT	State	State	Private	Independent Regulator
City buses	Private	Private	Private	Independent Regulator



Who Owns? Hong Kong

	Infrastructure	Vehicles	Operations	Fares
Subway (MTR)	Private	Private	Private	Independent Regulator
LRT	Private	Private	Private	Independent Regulator
City buses	Private	Private	Private	Independent Regulator
Ferries	Private	Private	Private	Independent Regulator



Who should PLAN?

- Regional transit (rail, subways, highways)
 - Should be planned at a regional level or higher
 - integrated with land use planning and regional economic strategies
- Local trains (Bus and Streetcars)
 - Should be planned at local level
 - integrated fares, minimum standards should be set at a regional level, but
 - higher frequency, routes, quality, comfort can be decided (and funded) locally

Who should PAY?

- Regional transit (rail, subways, highways)
 - Smart Fares, using Ramsay principles
 - Indirectly, by business property owners
 - General taxes
 - Transit-oriented development
- Local transit (Bus and Streetcars)
 - "Smart Fares"
 - Local government, where services above regional standards are desired

Who should DELIVER?

- Regional transit (rail, subways, highways)
 - Through performance-based integrated contracts, including capital investment (DBFOM model)
- Local trains (Bus and Streetcars)
 - Through performance-based contracts on 3 5 year contracts





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Governance Models for Successful Regional Transit: Who Owns It? Who Pays for It? Who Delivers It?

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