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Strategy for a Sustainable Region

Association of Bay Area Governments

Metropolitan Transportation Commission

Transit Operating and Capital Needs and Revenue Assessment

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Transit Operating and Capital Needs and Revenue Assessment

MTC analyzed how much funding is needed to operate and maintain existing transit services over the 28-year plan period from FY2012-13 to FY2039-40. On the cost side, the analysis has two components: (a) operating and maintenance costs, and (b) capital replacement and rehabilitation costs. On the revenue side, the analysis also has two components: (a) revenues that are committed to transit operating or capital costs by law or MTC or transit agency policy, and (b) discretionary funds that are allocated to transit operating or capital needs by MTC or Congestion Management Agencies (CMAs).

Transit Operating Needs and Revenues

The cost to operate and maintain existing service levels was projected by the transit operators. MTC requested a cost breakdown of expenses by mode (bus, paratransit, rail, etc.) and systemwide non-operating expenses including debt service by year-of-expenditure. All projections were checked for consistency against cost projections provided in operators' Transportation Development Act (TDA) claims, which cover an audited historical year, as well as budgeted projections for the current and approaching fiscal years. Projections also were checked for reasonableness and consistency against cost projections included in *Transportation 2035 Plan for the San Francisco Bay Area*. Inflation assumptions were checked for reasonableness across similar expense categories. The cost impact of projected changes in service levels during the plan period was accounted for only in instances where those changes are a result of the transit operators' policy directives. The operating cost projections include existing service levels and cost projections for committed expansion projects. Where there were questions on the assumptions, MTC generally worked with the transit operator to get clarification and used information deemed most accurate by the transit operator. Estimates of transit operators' annual costs to operate the Clipper® system, were added to operators' annual projected costs. Lastly, beginning in FY 2017-18, a five-percent cost savings reduced annual cost projections for the seven largest transit operators, consistent with the MTC's Transit Sustainability Project (TSP) performance measure implementation.

Dedicated local funds that are controlled by the operators include fares, non-fare revenue (such as general fund contributions or revenue from advertising), other revenue (such as those from charter service), and county sales tax for operating and maintenance needs. Operating revenues were projected by the transit operators, and were again checked for consistency with revenue projections provided in the operators' most recently submitted TDA claim. The 28-year fare revenue projections were used as provided by the operators, with most projected to keep pace with inflation. Revenues from county sales tax measures were projected only up to the sunset date of the measure, and were projected to increase consistently with growth rates estimated by the county sales tax authorities. Revenues from Alameda County's proposed sales tax measure, a ½-cent augmentation to an existing measure, was included in the revenue projections beginning in FY 2017-18.

Revenues that pass through or are typically estimated by MTC include federal grants, State Transit Assistance (STA) funds, Transportation Development Act (TDA) funds, and bridge tolls for operating and maintenance needs (refer to the Financial Assumptions supplemental report for information on the projections for these sources). The revenues were assigned to each of the operators on an annual basis using MTC adopted formulas and any other applicable restrictions on the use of those funds. Some fund sources are restricted by either statute or policy to either operations or capital uses, while some fund sources are flexible. MTC staff generally assumed that all flexible transit revenues would first cover operating expenses; and then additional revenue, if any, were assigned to capital replacement if there was an identified need.

The projections resulted in 28-year total operating expenses for all operators combined of $114.3 billion, and operating revenues of $110.4 billion, leaving $3.9 billion of operating costs remaining to be funded. The remaining operating costs were addressed with $2.1 billion in regional discretionary funds and $1.7 billion in CMA discretionary funds (numbers do not add to $3.9 billion due to rounding). Projected operating service levels, expenses, and revenues are summarized in Table 1, and projected operating revenues are presented in greater detail in Table 2.

Transit Capital Replacement and Rehabilitation Needs and Revenues

The transit capital replacement and rehabilitation need projections are based on data in the Regional Transit Capital Inventory (RTCI), a database of all of the region's transit capital assets, such as buses, railcars, ferries, track, bridges, tunnels, train control and traction power systems, stations, maintenance facilities, and communications systems. The objective of the RTCI is to collect consistent and comparable data on the region's transit capital assets and replacement and rehabilitation costs for each transit operator.

In addition to an inventory of assets, the RTCI includes replacement and rehabilitation lifecycle costs for each type of asset. Asset data for the RTCI was developed by each operator, using multiple sources, such as maintenance management systems, fleet plans, condition assessments, and fixed asset accounting systems. Industry standard replacement and rehabilitation cycles and costs for each asset type were developed based on a national inventory maintained by the Federal Transit Administration (FTA) and other sources. The industry standard costs and lifecycles were used for assets for which the operator did not have complete data. The RTCI data was initially collected in 2007, and updated with data on new and retired assets, as well as refined cost and lifecycle information, in 2011.

Transit capital needs were defined as the cost of replacing all assets at the end of their useful lives, and performing all capital rehabilitation work in accordance with the recommended rehabilitation cycle for the asset type. This includes eliminating the existing $5.0 billion backlog of deferred replacement and rehabilitation projects over the first ten years of the planning period. In some cases, particularly for long-lived assets such as stations or tunnels, major components were assumed to be replaced, rather than the entire asset. Clipper® equipment replacement and upgrade costs were projected by Clipper® staff and included in a centralized Clipper® line item.

Transit revenues that are currently committed to capital replacement and rehabilitation by statute or policy were assumed to continue to be dedicated to capital over the 28-year planning period. These sources include FTA Urbanized Area Formula (Section 5307), and Fixed Guideway Modernization (Section 5309 FG) funds, AB 664 and 2 percent bridge tolls, certain county transportation sales taxes, local and state bond proceeds for seismic work, and, as noted above, projected operating surpluses, if any. The MAP-21 federal transportation authorization made several changes to FTA funding programs, including replacing the Fixed Guideway Modernization with a new State of Good Repair (Section 5337) program, and creating a new Bus & Bus Facilities (Section 5339) program. However, the total FTA funding for the region under MAP-21 remains generally consistent with the projections used for Plan Bay Area, so the projections were not revised based on MAP-21's program changes.

FTA revenue projections were based on actual apportionments with assumed 3.0 percent annual growth. The FTA and bridge toll revenues for each operator were projected by using the current programming policies for those sources applied to the projected needs. The 10 percent ADA Operating Set-Aside funds in the FTA 5307 program were assumed to be used as operating revenues. The remaining 90 percent of projected 5307 funds, as well as the other FTA formula funds, were assigned to operators using the Transit Capital Priorities Project Apportionment Model used for annual programming of the FTA funds. The FTA funds come into the region through 12 urbanized areas, and each operator is eligible for funding from one or more urbanized areas. The Project Apportionment Model assigns funds to projects based on urbanized area eligibility and project score. Refer to the Financial Assumptions supplemental report for information on projections of other revenue sources.

Projected committed capital revenues totaled $20.9 billion before the assignment of Plan Bay Area discretionary revenues. The projected capital needs totaled $46.5 billion, resulting in $25.6 billion of remaining needs before adding the discretionary revenues. For projects that are high-scoring (Score 16) under the region's Transit Capital Priorities policy – revenue vehicle replacement, fixed guideway rehabilitation, and major systems – projected needs totaled $32.7 billion, with $13.3 billion of the Score 16 needs remaining unfunded after applying the eligible committed funds.

The Commission directed $8.3 billion of the region's projected discretionary revenues to address transit capital rehabilitation and replacement shortfalls, and CMAs contributed another $950 million. These actions reduced the amount of remaining transit maintenance needs to achieve the Plan Bay Area performance target to $16.4 billion.

Plan Bay Area prioritizes the region's revenue vehicle replacement needs, followed by other Score 16 needs, such as fixed guideway and major systems. Of the $9.3 billion total discretionary revenues (Commission and CMA), approximately $700 million was directed to meet the remaining revenue vehicle needs, and $8.6 billion for other Score 16 needs. The $8.6 billion for other Score 16 needs was allocated to individual transit operators in proportion to each operator's share of the remaining other Score 16 needs.

The $30.2 billion total project revenues for transit capital rehabilitation – committed, Commission discretionary and CMA discretionary – are sufficient to cover 100% of projected vehicle replacement needs, 76% of other Score 16 needs, and 65% of all capital needs.

It is important to note that these Plan Bay Area funding assignments are based on projections of aggregate need over 28 years; actual programming will vary year to year and will take into account actual project eligibility and readiness. Projected transit capital rehabilitation and replacement needs and revenues for all projects are summarized in Table 3. The distribution of Plan Bay Area discretionary revenues for transit capital rehabilitation and replacement is detailed in Table 4. Projected revenues for transit capital rehabilitation and replacement, including committed revenues and the discretionary revenues assigned to these needs, are summarized in Table 5.

Table 1. Plan Bay Area 28-Year Transit Operating Needs & Revenues for Existing and Committed Service Levels

(In Escalated $ Millions)

Operator	FY 2013 Revenue Vehicle Hours (1,000s)	Operating Expenses	Committed Operations Funds	Regional Discretionary Funds	CMA Discretionary Funds	Total Operating Revenue	Remaining Needs
Large Operators							
AC Transit	1,624	$12,572	$11,080	$0	$1,491	$12,572	$0
BART	2,000	27,044	26,948	0	96	27,044	0
Caltrain	30	4,325	3,896	429	0	4,325	0
GGBHTD	406	3,010	2,470	540	0	3,010	0
SamTrans	880	6,067	5,665	402	0	6,067	0
SFMTA	3,439	36,285	36,110	175	0	36,285	0
VTA	1,803	16,356	16,356	0	0	16,356	0
Subtotal	**10,182**	**$105,659**	**$102,524**	**$1,547**	**$1,587**	**$105,659**	**$0**
Small Operators							
ACE	20	$635	$571	$0	$64	$635	$0
CCCTA	306	1,029	1,029	0	0	1,029	0
ECCTA	98	470	432	38	0	470	0
Fairfield	149	667	539	96	32	667	0
LAVTA	188	356	356	0	0	356	0
Marin County	94	302	302	0	0	302	0
Napa	23	84	84	0	0	84	0
Petaluma	6	32	32	0	0	32	0
Rio Vista	112	621	353	269	0	621	0
Santa Rosa	97	396	396	0	0	396	0
SMART	105	570	496	74	0	570	0
SolTrans	0	817	779	38	0	817	0
Sonoma County	203	730	730	0	0	730	0
Union City	49	154	138	0	16	154	0
Vacaville	30	79	79	0	0	79	0
Westcat	93	446	377	69	0	446	0
WETA	13	1,133	1,101	0	32	1,133	0
Subtotal	**1,585**	**$8,522**	**$7,794**	**$584**	**$144**	**$8,522**	**$0**
Clipper®	N/A	96	96	0	0	96	0
Total	**11,767**	**$114,277**	**$110,415**	**$2,131**	**$1,731**	**$114,277**	**$0**

Notes:

1. The total available revenues may exceed the revenues needed for operations. In that case, the additional revenues were assumed to be available to capital replacement and rehabilitation. See Table 2 for details.
2. Costs and revenues listed under Clipper® are for central, systemwide costs. Clipper® operating costs and revenues attributable to individual operators are included under each operator.
3. Included in the projected operating costs are Caltrain's service frequency improvements with electrification, and BART's service expansion to San Jose.

Table 2. Plan Bay Area Transit Operations 28-Year Cost and Revenue Projections Detail
(In Escalated $ Millions)

Operators	Committed Transit Operating Revenues										Plan Bay Area Regional Disc. Revenues	Plan Bay Area CMA Disc. Revenues	Total Operating Revenues	Operating Revenue Available for Capital Replacement*
	Fares	Non-Fare/ Other Revenues	County Sales Taxes	TDA Revenues	STA Revenues	AB 1107 Sales Taxes	Bridge Tolls	FTA ADA Operating	County Reg. Fees	Total Committed Revenues				
Large Operators														
AC Transit	$2,203	$4,425	$271	$1,925	$854	$1,243	$273	$193	$78	$11,465	$0	$1,491	$12,572	$384
BART	17,586	2,693	0	0	1,253	7,456	0	143	0	29,132	0	96	27,044	2,184
Caltrain	2,221	1,331	0	0	295	0	0	49	0	3,896	429	0	4,325	0
GGBHTD	778	666	0	549	334	0	70	55	19	2,470	540	0	3,010	0
SamTrans	781	558	2,687	1,271	254	0	9	49	56	5,665	402	0	6,067	0
SFMTA	7,933	23,186	96	1,339	2,150	1,243	75	183	37	36,242	175	0	36,285	132
VTA	3,065	1,821	9,376	4,041	909	0	0	168	0	19,380	0	0	16,356	3,024
Subtotal	**$34,567**	**$34,681**	**$12,431**	**$9,126**	**$6,047**	**$9,942**	**$427**	**$839**	**$190**	**$108,249**	**$1,547**	**$1,587**	**$105,659**	**$5,724**
Small Operators														
ACE	$170	$389	$0	$0	$33	$0	$0	$24	$0	$616	$0	$64	$635	$44
CCCTA	159	59	152	608	201	0	4	32	0	1,215	0	0	1,029	186
ECCTA	131	3	37	350	177	0	15	22	0	735	0	0	730	5
Fairfield	79	151	0	133	50	0	20	0	0	432	38	0	470	0
LAVTA	93	29	35	258	82	0	16	14	12	539	96	32	667	0
Marin County	26	197	141	0	0	0	0	0	0	363	0	0	356	7
Napa	41	1	0	262	44	0	11	1	0	361	0	0	302	59
Petaluma	9	1	8	66	17	0	0	0	0	102	0	0	84	17
Rio Vista	2	19	0	10	3	0	0	0	0	34	0	0	32	1
Santa Rosa	67	0	35	194	57	0	0	0	0	353	269	0	621	0
SMART	176	61	542	0	0	0	0	0	0	779	38	0	817	0
SolTrans	105	9	0	188	80	0	34	30	0	446	0	0	396	50
Sonoma County	69	0	30	308	89	0	0	0	0	496	74	0	570	0
Union City	21	0	24	87	23	0	0	0	5	159	0	16	154	21
Vacaville	13	1	0	123	30	0	0	0	0	166	0	0	79	87
Westcat	95	7	52	94	108	0	16	5	0	377	69	0	446	0
WETA	398	295	34	0	0	0	579	0	0	1,307	0	32	1,133	206
Subtotal	**$1,653**	**$1,220**	**$1,090**	**$2,682**	**$992**	**$0**	**$695**	**$129**	**$17**	**$8,479**	**$584**	**$144**	**$8,522**	**$685**
Clipper®	0	96	0	0	0	0	0	0	0	96	0	0	96	0
Total	**$36,220**	**$35,998**	**$13,521**	**$11,807**	**$7,040**	**$9,942**	**$1,122**	**$968**	**$207**	**$116,824**	**$2,131**	**$1,731**	**$114,277**	**$6,409**

* Additional operating revenue available for Capital Replacement or to support other Plan Bay Area projects.

Table 3. Plan Bay Area 28-Year Capital Needs and Revenues Summary for All Projects (All Scores)

(In Escalated $ Millions)

Operators	All Scores Capital Need	Total Committed Revenues	Plan Bay Area Regional Discretionary Revenues	Plan Bay Area CMA Discretionary Revenues	Total Capital Revenues	Remaining Needs* After Discretionary Revenues*
Large Operators						
AC Transit	$3,354	$1,324	$267	$0	$1,591	$1,763
BART	16,473	6,349	3,982	114	10,444	6,028
Caltrain	3,342	358	731	0	1,090	2,252
GGBHTD	1,230	646	132	0	778	452
SamTrans	1,468	461	337	0	797	671
SFMTA	12,712	5,194	2,366	835	8,395	4,317
VTA	4,313	4,313	0	0	4,313	0
Subtotal	**$42,891**	**$18,644**	**$7,815**	**$949**	**$27,408**	**$15,483**
Small Operators						
ACE	$155	$102	$17	$0	$119	$36
CCCTA	415	372	0	0	372	43
Dixon	4	1	2	0	4	0
ECCTA	197	112	61	0	172	25
Fairfield	184	110	0	0	110	74
LAVTA	218	112	67	0	178	40
Marin County	43	32	9	0	41	2
Napa	145	125	0	0	125	21
Petaluma	34	27	0	0	27	7
Rio Vista	10	3	0	0	3	7
Santa Rosa	127	111	0	0	111	16
SMART	241	64	85	0	149	92
SolTrans	409	199	0	0	199	211
Sonoma County	269	78	48	0	126	143
Union City	64	54	5	0	59	4
Vacaville	68	68	0	0	68	0
Westcat	157	60	47	0	107	51
WETA	324	324	0	0	324	0
Subtotal	**$3,065**	**$1,953**	**$341**	**$0**	**$2,293**	**$772**
Clipper®	584	316	157	0	473	111
Total	**$46,540**	**$20,913**	**$8,313**	**$949**	**$30,175**	**$16,365**

* Remaining needs to meet performance target of 0% of assets in service past useful life.

Table 4. Distribution of Regional Discretionary Revenues for Transit Capital Needs
(In Escalated $ Millions)

Operators	Discretionary Funding for Vehicles Based on Vehicle Remaining Need*		Discretionary Funding for Other Score 16 Based on Other Score 16 Remaining Need*		Total Discretionary Funding
	Vehicle Remaining Need	Discretionary Funding	Other 16 Remaining Need	Discretionary Funding	
Large Operators					
AC Transit	$155	$155	$186	$112	$267
BART	0	0	6,601	3,982	3,982
Caltrain	1	1	1,210	730	731
GGBHTD	32	32	166	100	132
SamTrans	283	283	89	54	337
SFMTA	0	0	3,923	2,366	2,366
VTA	0	0	0	0	0
Subtotal	**$471**	**$471**	**$12,176**	**$7,344**	**$7,815**
Small Operators					
ACE	$16	$16	$1	$1	$17
CCCTA	0	0	0	0	0
Dixon	2	2	0	0	2
ECCTA	60	60	2	1	61
Fairfield	0	0	0	0	0
LAVTA	63	63	6	3	67
Marin County	9	9	0	0	9
Napa	0	0	0	0	0
Petaluma	0	0	0	0	0
Rio Vista	0	0	0	0	0
Santa Rosa	0	0	0	0	0
SMART	0	0	140	85	85
SolTrans	0	0	0	0	0
Sonoma County	37	37	18	11	48
Union City	4	4	1	1	5
Vacaville	0	0	0	0	0
Westcat	46	46	1	1	47
WETA	0	0	0	0	0
Subtotal	**$238**	**$238**	**$169**	**$102**	**$341**
Clipper®	0	0	261	157	157
Total	**$709**	**$709**	**$12,606**	**$7,604**	**$8,313**

* Remaining needs to meet performance target of 0% of assets in service past useful life.

Table 5. Plan Bay Area 28-Year Transit Capital Maintenance Revenues Summary

(In Escalated $ Millions)

Operators	Committed Transit Capital Revenues											Plan Bay Area Regional Disc. Revenues	Plan Bay Area CMA Disc. Revenues	Total Capital Revenues
	FTA Formula Funds	County Sales Taxes	AB 664 Bridge Tolls	BART Seismic GO Bonds	Prop 1B Rev-Based	STP Transit Capital Rehab	2% Bridge Tolls	Pop 1B Pop-Based	Operating Funds	Reconcile Adjust.*	Total Committed Revenues			
Large Operators														
AC Transit	$870	$0	$42	$0	$21	$7	$0	$0	$384	$0	$1,324	$267	$0	$1,591
BART	3,635	29	175	215	52	58	0	0	2,184	0	6,349	3,982	114	10,444
Caltrain	321	122	16	0	9	9	0	0	0	(119)	358	731	0	1,090
GGBHTD	633	0	0	0	8	4	0	1	0	0	646	132	0	778
SamTrans	437	0	9	0	11	4	0	0	0	0	461	337	0	797
SFMTA	4,091	776	84	0	69	41	0	0	132	0	5,194	2,366	835	8,395
VTA	2,175	420	0	0	32	14	0	0	3,024	(1,352)	4,313	0	0	4,313
Subtotal	**$12,163**	**$1,348**	**$326**	**$215**	**$202**	**$137**	**$0**	**$1**	**$5,724**	**($1,471)**	**$18,644**	**$7,815**	**$949**	**$27,408**
Small Operators														
ACE	$56	$0	$0	$0	$1	$1	$0	$0	$44	$0	$102	$17	$0	$119
CCCTA	174	0	8	0	1	1	0	1	186	0	372	0	0	372
Dixon	1	0	0	0	0	0	0	0	0	0	1	2	0	4
ECCTA	100	0	5	0	0	1	0	1	5	0	112	61	0	172
Fairfield	109	0	0	0	0	0	0	0	0	0	110	0	0	110
LAVTA	105	0	5	0	0	1	0	1	0	0	112	67	0	178
Marin County	24	0	0	0	0	0	0	0	7	0	32	9	0	41
Napa	65	0	0	0	0	0	0	0	59	0	125	0	0	125
Petaluma	9	0	0	0	0	0	0	0	17	0	27	0	0	27
Rio Vista	1	0	0	0	0	0	0	0	1	0	3	0	0	3
Santa Rosa	110	0	0	0	0	0	0	0	0	0	111	0	0	111
SMART	63	0	0	0	0	1	0	0	0	0	64	85	0	149
SolTrans	139	0	7	0	1	1	0	1	50	0	199	0	0	199
Sonoma County	76	0	0	0	0	1	0	1	0	0	78	48	0	126
Union City	31	0	2	0	0	0	0	0	21	0	54	5	0	59
Vacaville	75	0	0	0	0	0	0	0	87	(94)	68	0	0	68
Westcat	56	0	3	0	1	0	0	0	0	0	60	47	0	107
WETA	222	0	11	0	0	1	29	0	206	(144)	324	0	0	324
Subtotal	**$1,416**	**$0**	**$40**	**$0**	**$6**	**$10**	**$29**	**$6**	**$685**	**($239)**	**$1,953**	**$341**	**$0**	**$2,293**
Clipper®	313	0	0	0	0	3	0	0	0	0	316	157	0	473
Total	**$13,892**	**$1,348**	**$366**	**$215**	**$207**	**$149**	**$29**	**$7**	**$6,409**	**($1,710)**	**$20,913**	**$8,313**	**$949**	**$30,175**

* Revenues for operators with projected capital maintenance surpluses adjusted so total revenues equal amount needed to cover capital needs.

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Alix Bockelman
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