Better Transit and Transportation for a Better British Columbia

PRE-BUDGET SUBMISSION TO THE SELECT STANDING COMMITTEE ON FINANCE AND GOVERNMENT SERVICES

MAYORS' COUNCIL ON REGIONAL TRANSPORTATION OCTOBER 16, 2017



mayorscouncil.ca

ABOUT TRANSLINK

The South Coast British Columbia Transportation Authority ("TransLink") is Metro Vancouver's regional transportation authority. TransLink is responsible for regional transit, cycling, roads, goods movement and commuting options.

ABOUT THE MAYORS' COUNCIL ON REGIONAL TRANSPORTATION

The Mayors' Council on Regional Transportation represents the collective voice of Metro Vancouver residents on the subject of transit and transportation. Our members include representatives from each of the 21 municipalities in TransLink's service area, as well as Electoral Area 'A' and the Tsawwassen First Nation. We are responsible for approving TransLink's transportation plans, identifying local funding, and negotiating with multiple levels of government to make those plans a reality.

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SUMMARY

In contributing to BC Budget 2018, The Mayors' Council on Regional Transportation has outlined top priorities for addressing congestion on roads and overcrowding on public transit across Metro Vancouver. Congestion is frustrating for local residents and is affecting our economy, affordability, health, environment and quality of life. Only through sustained region-wide investments in public transit, roads and active transportation infrastructure will Metro Vancouver be able to meet the demands of a rapidly growing population and continue to support B.C.'s diversifying economy. There's a lot at stake, and the provincial government has a critical role to play.

A 10-YEAR VISION FOR METRO VANCOUVER

The Mayor's Council developed the 10-Year Vision with the goal to reduce congestion and stimulate movement in the region after years of under-investment in the local transportation network. The 10-Year Vision is the blueprint for the future of Metro Vancouver's transportation system and a comprehensive plan for urgently-needed investments. It will sequence investments across the region over three "phases" and deliver a wide range of improvements, including:

- New rapid transit in Vancouver, Surrey and Langley
- Replacement of the aging Pattullo Bridge
- Upgrades and more service to the existing Expo, Millennium and Canada Lines and West Coast Express
- 25% increase in bus service, including new B-Lines and new service areas
- 30% increase in HandyDART service
- New SeaBus, with service every 10 minutes
- \$200 million for walking and cycling, with 2,700 kilometres of new bike lanes
- \$330 million for road upgrades and seismic investments

See Appendix 1 at the end for a more complete list of improvements delivered by the 10-Year Vision in each of the three phases.

SMART, SUSTAINED INVESTMENT IN BETTER ROADS & TRANSIT

The 10-Year Vision will be rolled out in three phases, each timed to the delivery of new projects and services.

PHASE ONE

Approved – started January 2017

More frequent service on buses, SkyTrain, West Coast Express, SeaBus & HandyDART; road improvements

WE ARE HERE

We can't move forward to Phase Two without commitments from the provincial government

PHASE TWO Starting January 2018

New rapid transit projects in Surrey and Vancouver; replacing the Pattullo Bridge; further expansion of bus, SkyTrain, SeaBus and HandyDART service; more road improvements

PHASE THREE Starting 2020

More bus, rail and HandyDART service; continued improvements to roads, cycling and walking The 10-Year Vision reflects an unprecedented consensus. Developed by the Mayors' Council in 2014, following years of planning and public consultation, the Vision has the support of more than 20 local governments. It's backed by the largest coalition of community, environmental, and business stakeholders in B.C.'s history and it enjoys the support of the Government of Canada, which is prepared to commit more than \$2.5 billion from the Phase 1 and Phase 2 Public Transit Infrastructure Fund (PTIF) towards the plan.

The 10-Year Vision is also supported by all of B.C.'s major political parties. During and since the recent provincial election, all parties have pledged their support for the 10-Year Vision and have promised to work together with the Mayors' Council and TransLink to put the plan into action. All parties recognize the importance of Metro Vancouver's transportation network to support provincial objectives for a strong economy, affordability, clean environment and high quality of life.

The consensus and collaboration is already delivering positive results. TransLink launched the *Phase One Plan of the 10-Year Vision* in January 2017, including the first improvements to bus, SkyTrain, SeaBus and West Coast Express service in almost a decade. As a result, ridership has surged. TransLink finished the first half of 2017 on track for record-breaking ridership – demonstrating the pent up demand for transit service region-wide. For the first three months of 2017 alone, TransLink saw more than 1.26 million average weekday boardings – a 6.3% increase over the same quarter the year before. No other major U.S. or Canadian transit system numbers come close to Metro Vancouver's performance.

TRANSIT RIDERSHIP SURGING IN METRO VANCOUVER

The just released First Quarter 2017 Public Transportation Ridership Report revealed that many transit agencies in Canada and the US experienced a ridership decline in the first quarter of 2017. Comparing TransLink's ridership growth with those of other similar size transit agencies (i.e. average weekday boardings of one million or more) showed that TransLink has the highest ridership growth rate:



Agencies with over 1 Million Average Weekday Boardings, reported by APTA, First Quarter, 2017.

WHAT'S NEEDED NOW

If we fail to meet this increase in demand with adequate new service and infrastructure, the affects will be widespread. Drivers, transit riders, cyclists and pedestrians will all experience travel that is more time-consuming, expensive and frustrating. The economy, which depends on the efficient movement of people and goods, will suffer as a result. Increased congestion will lead to increased air pollution and GHG emissions – and residents will struggle to find affordable places to live that are accessible to work, family and friends.

The Mayors' Council recommends that the Province of British Columbia take action in Budget 2018 to address critical congestion, affordability and sustainability in the region by advancing the next phase of the 10-Year Vision, the "Phase Two Plan".

1. 40% Provincial Capital Contribution

The Mayors' Council asks the Province of British Columbia to include in Budget 2018 **confirmation of 40% provincial capital funding – more than \$2.5 billion¹ – for Phase Two transit, road, bridge, walking and cycling projects.** This will ensure that critical rapid transit projects, which have already secured the \$2.2 billion in federal funding (ie. Millennium Link Broadway Extension in Vancouver, and LRT in Surrey), also have the matching provincial funding they need to proceed.

2. A fair, affordable regional revenue source: Provincial Carbon Tax

Moving forward with Phase Two service improvements also requires regional governments to contribute funding for the remaining capital share, plus 100% of lifecycle operating expenses, of these transit, roads, cycling and walking projects. Even after accounting for over \$100 million in contributions from increased ridership revenue, sale of surplus property and operational savings, this "regional funding gap" is estimated at \$60 to \$80 million annually.^{2,3}



PATTULLO BRIDGE REPLACEMENT PROJECT: AN URGENT PRIORITY REQUIRING IMMEDIATE ACTION

The replacement of the aging Pattullo Bridge is another urgent transportation priority included in the Phase Two Plan, but on an expedited approval track. Replacement work must begin immediately or the existing bridge may have to go out of service before a new one can be built. The Mayors' Council asks the Government of British Columbia to include in **Budget 2018** confirmation the province will contribute 40% of capital costs to replace the Pattullo Bridge plus an ongoing operating contribution in-lieu of the toll revenues originally proposed by the Mayors' Council to finance the remaining costs of the project.

² TransLink has the 2nd highest fare box recovery rate at 55%, in Canada and the US, behind only Toronto.

³ Final estimates of the regional share subject to provincial approval of business cases and TransLink financial analysis, expected this fall.

¹ Final contribution estimates subject to provincial approval of business cases, expected this fall.

Already, Metro Vancouver local governments and taxpayers have contributed close to \$1.5 billion, or 70%, to the \$2.1 billion Phase One Plan approved in November 2016. They are doing so through a combination of transit fare increases, TransLink surplus property sales, and a change to the TransLink property tax. Raising the regional share for Phase Two and later investments requires the Province of B.C. to support a new approach that is fair and affordable to Metro Vancouver residents and businesses.

FUNDING COMMITMENTS NEEDED FOR PHASE TWO PLAN

GOVERNMENT OF CANADA

- Public Transit Infrastructure Fund 2 \$2.2 billion
- National Trade Corridors Fund TBC
- Green Infrastructure Fund TBC

PROVINCE OF B.C.

- Committed to funding 40% of the capital costs of implementing the entire 10-Year Vision
- Work with the Mayors' Council to identify a new, fair, affordable and sustainable transportation funding source to close the regional revenue gap

TRANSLINK

- Over \$100 million annually from increased ridership revenue due to transit service expansion, sale of surplus property and contributions from operational savings
- The current working scope of the Phase Two plan requires \$60-80 million per year in new revenue to be identified from a source other than already planned increases to the TransLink Property Tax and transit fares.

The Mayors' Council asks the Government of British Columbia to dedicate a fair share of incremental Provincial Carbon Tax revenues generated by proposed carbon tax increases over the next four years as the region's funding contribution to the Phase Two transit and transportation investments in Metro Vancouver. This "Metro Vancouver Transit Carbon Tax Transfer" program will close the regional funding gap, without asking residents from outside of Metro Vancouver to contribute provincial tax revenues collected from their regions to our region's transportation network, and would pave the way for Phase Two service improvements to proceed as scheduled.

TransLink's service demands and costs grow with inflation and population growth. Ideally, all of its revenue sources are designed to mirror this annual growth in demand and costs. Because Provincial Carbon Tax revenues are not expected to grow after 2022 (without additional rate increases), the Province of B.C. should design a Metro Vancouver Transit Carbon Tax Transfer program with an annual index so that the transfer grows at 1.5% to 2.5% annually from 2022/23 and beyond, similar to the federal Gas Tax Fund program which includes a 2% index.

A FAIR FUNDING STRATEGY: REINVESTING A PORTION OF THE PROVINCIAL CARBON TAX IN METRO VANCOUVER

Allocating a portion of new Provincial Carbon Tax revenues towards the regional funding gap would provide all the regional funding needed for Phase Two service improvements to begin. This "Metro Vancouver Transit Carbon Tax Transfer" would draw on revenues raised from the proposed annual \$5 increase between 2018 and 2022 that are in proportion to the carbon tax revenues generated by transportation activities in Metro Vancouver. In addition, the program would not ask BC residents from outside Metro Vancouver to contribute to our regions's transportation network; in fact, it would only reinvest the share raised within this region from the transportation sector itself, to improve the transportation network. REGIONAL TRANSPORTATION SHARE OF PROVINCIAL GHG EMISSIONS



KEY FACTS:

- GHG emissions resulting from transportation in the Metro Vancouver region comprises an estimated 11% of total Province-wide GHG emissions.
- Based on analysis of taxable GHG emissions, it is estimated that 30% of total Provincial Carbon Tax revenue is generated within Metro Vancouver, and that at least 36% of Metro Vancouver's regional GHG emissions are resulting from transportation.
- If new Provincial Carbon Tax revenues are allocated across the province according to where GHG emissions are generated, approximately \$19 million of net incremental Carbon Tax revenue could be invested in Metro Vancouver regional transit in 2018/19, increasing to \$90 million by 2021/22 – a level sufficient to close the regional funding gap.



PROPOSED INCREMENTAL CARBON TAX REVENUE FUNDING REGIONAL TRANSIT IN METRO VANCOUVER



Source: "Re-Investing Additional Carbon Tax Revenue in Regional Transportation," Cascadia Partners, September 27, 2017.

BENEFITS TO ALL BRITISH COLUMBIANS

Investing in Metro Vancouver transit and transportation improvements will help the Government of British Columbia achieve its Budget 2018 goals to "make life more affordable, improve services and create a sustainable economy for tomorrow and generations to come."

IMPROVING SERVICES

The Phase One Plan of the 10-Year Vision was approved in November 2016 and began delivering new services to the region in January, 2017. This first phase will deliver approximately the first three years of the 10-Year Vision, including a 10% increase in bus service and 15% increase in HandyDART service, a 20% increase in service on the existing SkyTrain and Canada Line, an increase to SeaBus to sailings every 10 minutes in peak hours, more West Coast Express capacity, and more funding for roads, cycling and walking infrastructure. The Phase One Plan will deliver dramatic increases in bus service in some areas currently under served, including a 55% increase in service in Maple Ridge and Pitt Meadows, and a 11% increase on the North Shore. All delivered over the next three years.

The Phase Two Plan of the 10-Year Vision is on track, assuming provincial support, for approval by early 2018. This phase will deliver a 48% increase to SkyTrain service, including an extension along Broadway, the first stage of a 27 kilometre LRT line in Surrey and Langley, a 6% increase in bus service, more HandyDART service, and continued investments in roads, walking and cycling infrastructure.

In 2020, the final, Phase Three Plan is expected to deliver the remaining projects and services outlined in the 10-Year Vision.



ENSURING B.C. FULLY LEVERAGES FEDERAL INVESTMENT IN PHASE TWO PLAN OF THE 10-YEAR VISION

The Mayors' Council and Province of British Columbia need to reach an agreement on provincial and regional funding in fall 2017 in order to secure the next round of federal transit funding needed to finalize the Phase Two investment plan. TransLink and provincial officials have been meeting weekly to confirm 10-Year Vision project costs, finalize the 40% provincial capital contribution and identify a new fair funding source to close the regional funding gap.

This work must be complete and agreements finalized within weeks in order to pave the way for public announcements and project procurement by the end of the year and early 2018, as scheduled. Delays beyond this time horizon risk further project delays which will add millions unnecessarily to the cost of delivering the 10-Year Vision, and risk federal funding.

CURING CONGESTION

By completing the 10-Year Vision and its full complement of transit service expansion, road, walking and cycling improvements, we could reduce road congestion by up to 20% and save commuters as much as 30 minutes on their daily travels by 2045. For example:

- Driving return from New Westminster to Surrey Centre: ~15 minute savings
- Taking transit return from Maple Ridge to UBC: ~30 minute savings
- Driving return from Langley Centre to Metrotown: ~20 minute savings

MAKING LIFE MORE AFFORDABLE

Metro Vancouver faces many challenges to foster affordable development. Housing and transportation costs in the region comprises a growing share of income. In Metro Vancouver, owners with mortgages paid 40% of their pre-tax income for housing and transportation on average (renters paid 49%), higher than any other major city in Canada. Lower income renter households earning less than \$50,000 can spend up to 67% of their pre-tax income on housing and transportation costs.

Reducing transportation costs by providing greater access to transit is key to our region's affordability crisis. To that end, the 10-Year Vision aligns rapid transit expansion with both existing and planned high-density mixeduse development, allowing households to decrease their share of income spent on transportation. Not only does integrating transit and housing development increase housing supply and slow the growth of housing prices, but it also decreases private transportation costs for residences (e.g. car expenses, fuel, parking, insurance, etc.), making the region more affordable overall.

Aerial View of Metrotown Station in Burnaby, BC Before and After the SkyTrain System



Before SkyTrain (estimated 1983)



After SkyTrain (2016)

By moving forward with the 10-Year Vision, the Province and the Metro Vancouver region also have an important opportunity to leverage transit investments to improve housing choice and affordability in our cities. The Mayors' Council is committed to working in partnership with the provincial government, and in communities with key stakeholders, to pursue strategies for creating new housing around rapid transit corridors and other areas where enhanced transit services are being added as part of the 10-Year Vision.

NEW REGIONAL DEVELOPMENT COST CHARGE FOR TRANSPORTATION

In recognition of the connection between transit and land development, the Phase One Plan included a commitment to generate approximately \$20 million annually from a new Regional Development Cost Charge (DCC) for Transportation to support capital investments in the 10-Year Vision. DCCs are widely used by local governments in British Columbia to partially recover the capital costs of infrastructure associated with growth, such as arterial roads, water and sewer networks. The fees are applied to all new development and are used to support capital investment.

Additional technical analysis and consultation is required to design the structure of the new regional development fee and to set rates. Key policy choices are still to be made, such as where the fee would be levied, which types of development should pay, and whether any forms of development should be exempt (for example, affordable and rental housing). Mayors are committed to setting a modest DCC rate so that housing supply is not constrained, leaving sales prices unaffected. Stakeholders are being engaged in discussion about these policy choices in fall 2017.

The provincial government will have to pass enabling legislation for the regional development fee. For revenue collection to begin in 2020, the legislation should be considered in Spring 2018 so that necessary technical work can be completed and a bylaw adopted.

If the new region-wide development fee is not enabled and confirmed by 2018 for implementation in 2020, a portion of the transit service expansion planned for introduction in 2019 would need to be deferred. This would be in the order of 100,000 to 125,000 annual conventional bus service hours or a combination of transit and transportation improvements of equivalent value.

GOOD JOBS AND A SUSTAINABLE ECONOMY

Job creation

By making investments to reduce congestion, the 10-Year Vision will grow the region's economy and create jobs in British Columbia. The Mayors' Plan will produce net economic benefits of increasing GDP by an average of \$400 million more per year in the first 10 years and \$1 billion more per year in the last 20 years of the plan.⁵ The Mayors' Plan will create a net of 4,500 new jobs in the region by 2025 and 10,000 new jobs by 2045 compared with the status quo prior to the Vision.⁶

The economic benefits of the Mayors' Plan come from reduced transportation costs for households and businesses (saved time and money) and from increased employment through the construction jobs and the supporting service jobs required to build, operate, and manage new transportation infrastructure.

Costs of congestion

The cost of congestion grows exponentially with population and employment density, and is disproportionately high in Metro Vancouver as compared to the rest of B.C., resulting in costs of up to \$700 per resident.⁷ In Vancouver, where 37% of heavy truck traffic is due to our role as a trade gateway, traffic congestion continues to be among the nation's most severe. If unchallenged, Metro Vancouver's traffic congestion, which costs British Columbia as much as \$1.7 billion annually, will continue to rank amongst the nation's most severe.



⁵ in 2015 CDN\$.

⁶ The GDP and jobs figures are net and represent the GDP and jobs generated by new transportation investment and congestion reduction. For full analysis, see these two reports commissioned by TransLink: HDR's "Economic Impact of Implementing Selected Regional Transportation Funding Instruments in Metro Vancouver" (December 2014) and InterVISTAS' "Economic Impact of TransLink's 32-Year Capital Projects Plan 2014-2045" (December 2014).

⁷ HDR, Inc. TransLink Current and Projected Costs of Congestion in Metro Vancouver (2014); C.D. Howe Institute. Tackling Traffic: The Economic Cost of Congestion in Metro Vancouver (2015).

Economic growth

Studies suggest that \$1 invested in urban transit systems may generate \$1.15-\$1.75 in Canadian GDP, and that \$1 invested in a high-catchment urban area like Metro Vancouver provides more access to employment than \$1 invested in smaller catchment area cities. This is particularly true from regions home to many new Canadians like Metro Vancouver who tend to use more on public transit for their commute.

Serving fast-growing population and employment centres

Good transit is not only required to manage existing density, it's also needed to foster future density to support sustainable and affordable development in rapidly growing communities. Supporting affordable and sustainable development is particularly important for Surrey and other communities south of the Fraser River, which are among the fastest growing in Canada. Surrey alone adds an estimated 800 residents per month (2% growth/year). This area is forecast to attract 28% of new jobs in the region, and 26% of its new residents over the coming three decades .



2011 Population and Employment Density

2041 Population and Employment Density



Trade and transportation

Cities with significant port operations must manage non-local heavy truck traffic related to marine-cargo movement. Vancouver's road and rail networks move 27% of Canada's marine-related cargo respectively, meaning that existing road systems must not only accommodate local traffic but also trade-related non-local traffic. As a result, public transit investments and increased transit ridership in Metro Vancouver create disproportionate benefits by freeing up road capacity to support nationally important Gateway trade and goods movement.

As a "gateway" to international trade, Metro Vancouver is home to 27 marine cargo terminals, three Class 1 railroads, and the nation's largest drayage trucking sector. Our ports traded with 170 world economies, and handled 138 million tonnes of cargo in 2015 valued at \$200 billion. This marine-cargo activities has a substantial impact on Metro Vancouver road systems. Approximately 37% of heavy truck traffic in Metro Vancouver is due to our role as a trade gateway (i.e. non-local traffic).

Climate change

The region's overall goal is to reduce GHG emissions from all sources by 33% below 2007 levels by 2020 and 80% below 2007 levels by 2050. Achieving these targets requires a decrease in driving through mode shift to public transit, multiple-occupancy vehicles, cycling and walking, which is made possible through transit infrastructure investment and road usage charging as proposed in the 10-Year Vision.

By reducing congestion by 20%, the 10-Year Vision will save commuters 20-30 minutes per day in travel time on some of the region's most congested corridors. And by reducing congestion and reliance on the private automobile, this plan will also contribute to maintaining air quality in the Lower Mainland in addition to cutting greenhouse gas emissions from road vehicles by 13% or 655Kt CO2e per year.

Completing the 10-Year Vision for Metro Vancouver Transit & Transportation

APPROVED/UNDERWAY REMAINING INVESTMENTS **NOT FUNDED** FUNDED **ENTIRE 10-YEAR VISION** Phase One Phase Two Phase Three • 25% increase • 10% increase 6% increase 9% increase BUS • 12 B-Lines • 5 new B-Lines 2 new B-Lines • 5 new B-Lines SERVICE • 10 new service areas 5 new service areas New service areas to Any remaining new be confirmed service areas 1 new SeaBus 1 new SeaBus SEABUS ٩ • 10-minute peak frequency; 10-minute peak frequency; **SERVICE** 15-minute all day 15-minute all day • 30% increase 15% increase 7% increase • 8% increase HANDYDART SERVICE • 164 Expo/Millennium Line 56 Expo/Millennium Line cars • 108 Expo/Millennium Upgrades to • **SKYTRAIN &** Expo/Millennium Line cars (including cars • 24 Canada Line cars WEST COAST & Canada Line Broadway Extension) • 24 Canada Line cars 2 new + 6 refurbished WCE Stations **EXPRESS** 10 WCE cars • 10 WCE cars + new locomotive locomotives (WCE) Upgrades to Expo/ • Upgrades of power and • Upgrades to Expo/Millennium Millennium & Canada control systems, stations & Canada Line stations Line stations and and systems systems • Millennium Line Pre-construction on • Construction of • Construction of MAJOR **Broadway Extension Broadway Extension Broadway Extension** Stage 2 of SOFRT PROIECTS (Surrey-Langley • South of Fraser Rapid Transit Pre-construction of Stage 1 **Construction of Stage** Line) (SOFRT) of SOFRT (Surrey-Newton-1 of SOFRT (Surrey-Guildford LRT) Newton-Guildford • Potential Pattullo Bridge Replacement LRT) construction of • Design for Pattullo Bridge • Burnaby Mountain Gondola **Burnaby Mountain Construction of** replacement Gondola Pattullo Bridge replacement Pre-construction of Stage 2 of SOFRT (Surrey-Langley Line) **Project development** for Gondola \$40M MRN upgrades: \$200M \$50M \$110M **MAJOR ROADS** (25% of Vision) (20% of Vision) R. (55% of Vision) **NETWORK** \$71.5M MRN seismic: \$130M \$32.5M • \$26M (MRN) (25% of Vision) (20% of Vision) (55% of Vision) • MRN expansion: 1% annual MRN expansion: 1% annual increase + one-time 10% increase + one-time 10% increase increase Regional Cycling: \$41.3M \$23.8M \$65.9M WALKING & Å \$131M (32% of Vision) (18% of Vision) (50% of Vision) CYCLING • TransLink-owned Cycling: \$12M \$13M \$9M \$34M (35% of Vision) (38% of Vision) (27% of Vision) \$12.5M • Walking Access to Transit: • \$12.5M • \$10M (36% of Vision) (29% of Vision) (36% of Vision) \$35M 13 new or expanded transit 4 updated transit exchanges 2 upgraded transit • 7 upgraded transit TRANSIT exchanges exchanges exchanges **0-0-0 EXCHANGES** Integrated travel planning Mobility pricing Mobility pricing Vanpool pilot • MOBILITY and payment development implementation Innovation Lab to explore **INNOVATION**

mobility concepts

New technologies

and services