

1 Roundtable Discussion Framework

By Dr. Noriel Christopher C. Tiglao

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THE OBJECTIVE of this roundtable discussion (RTD) is to bring together thought leaders in the transportation field to come up with different perspectives. The end-goal is to illuminate the way forward for the trajectory of reform efforts in public transport – by looking at short-term proposed changes and improvements of ongoing initiatives – and perhaps point us the way towards more focused research. There are researches from different fields and aspects, but I think we need more focused attention on the reform efforts with the end-goal of improving and building up on that experience. One way to do this is to identify key lessons from past reform efforts for an evidence-based policy making.

This requires a critical examination of public transport reforms in the country. The proposal in this RTD is to reexamine and apply key analytical frameworks borne out of the Thredbo conference series. The Thredbo conference series has been there for more than 30 years already and it looks at three center pieces in its discussions, one of which is the Strategic, Tactical and Operational (STO) framework.

The policy focus for today – and perhaps for the succeeding discussions of TSSP with practitioners, the academe, and policy makers – is the Public Utility Vehicle Modernization Program (PUVMP). We understand that it's a very transformative program, a landmark program, that has been long coming. It was established in 2017 and it seeks to modify the entire sector to modernize the fleet and the system. According to Sunio et al. in their 2019 study, *Analysis of Public Transport Modernization via System Reconfiguration*, the PUVMP is designed to revamp the practices, policies, business models and cultural

meanings of the existing public transport system in the country. The program has ten components which is quite complex in the sense that each component has to complement each other. Our distinguished panel today will delve us into some of these components and hopefully we can come up with key takeaways during this RTD.

To delve more on the PUVMP, this early assessment by the Congressional Policy and Budget Research Department (CPBRD) of the House of Representatives states that the PUVMP has focused too much on vehicle replacement. Some sectors might think that it's the intent, but we know that the program should be transformative, it has many moving parts. At the same time, it's interesting to know that this policy brief mentions the critical role of sequencing of the components. The early observation is that it could have started with the regulatory reform, Local Public Transport Route Plan (LPTRP) formulation and submission, and the route rationalization before embarking on the fleet modernization.

The report also mentions that for policy reforms, there has to be change management. There also has to be better appreciation of the program so that a new equilibrium can happen. At the same time, there is also a warning that unless properly implemented, the benefits to be gained from the program may not be realized. We don't want that; we and TSSP would want to see this program be successful and that's why we're here.

"The proposal is really to look at the STO framework as a starting point. This is not an exact copy of the framework that has been applied in Europe, and very recently, in Australia and Singapore. The Thredbo

conference series held its Asian conference for the first time in 2018 in Singapore. Myself and Dr. Guillen had a very good chance to interact with the Thredbo group, and so we're here – we're trying to test and enhance the framework in analytical framing of public transport policy making in the country.

By way of introduction, there are three levels in the framework. First is the Strategic level, which is the formulation of the general aims of the service in broader terms. At the start, there has to be a clear definition of the main target groups and the positioning of the services in relation to other substitutes and complements. A reform on one sector should not be seen in a vacuum; it should complement other sectors. That's why I think the CPBRD policy mentioned sequencing of events and components. And of course, there has to be risks consideration as well. What are the risks and how do we address those risks? For the Tactical level, it aims to provide more details in the service characteristics. This is the actual design of the services where you have traditional parameters like routes, timetable, vehicles, fares, as well as softer aspects of the services. Finally, you have there your Operational level where you begin to translate the tactical aspects into day-to-day practice. This can be through crew scheduling, fleet management and monitoring, as well as the key performance indicators (KPIs) for the service that you have created.

In this RTD, we'd like to invite our panelists to weigh in on the three levels in relation to the projects that they have been involved with from a firsthand perspective. As shown in the STO template (Figure 1), we have to identify clearly who are the actors for each of the reforms. We have to as well plot the different relationships existing among these actors and what will be the impact and intended outcome of the reforms. This has to be clearly explained because, later on, this will shape the operational, legal, and organizational regulatory framework. The interesting part is this: how do we learn from



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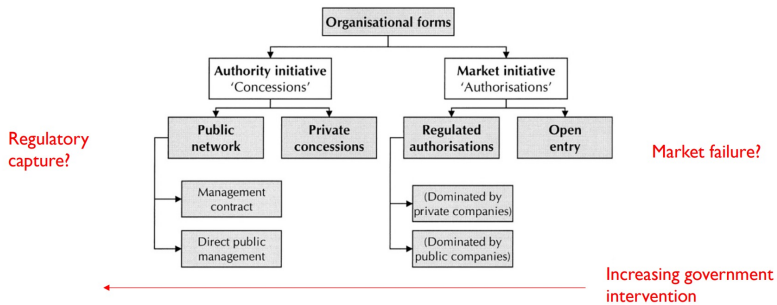
STO Template (Adopted from van de Velde, 1999)

	Actors	Planning Authority	Regulatory Authority	Local Government	Operators	Commuters	Other Partners
Level	Relationship	●—————●		●—————●	●—————●	●—————●	●—————●
Transport Policy	Strategic level <i>What do we want to achieve?</i>						
System Planning	Tactical <i>What product can help to achieve the aims?</i>						
Service Delivery	Operational <i>How do we produce that product?</i>						

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Figure 1. STO Template

Organization forms in public transport (Adopted from van de Velde, 1999)



What is the right level of government intervention in the market?
How should we design the optimal legal, regulatory and organizational framework?

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Figure 2. Organization forms in public transport

past reforms and how do we now benchmark and assess the ongoing reforms? We do have that in the panelists today as they will tackle those different reform efforts.

Organization forms in public transport, as adopted from van de Velde (1999), is a classic framework where STO was born as a concept (Figure 2). You have here a diagram showing organizational forms referred to as pure organizational forms. On the right-hand side, you would have open entry to any service – any operator can offer a service to the market where demand exists. On the left-hand side, you have very strong government or authority provision. And so there's an increasing government intervention in the market from the right- to the left-hand side. At the same time, we're starting to think about relationships, contracting, and competition. Market failure and regulatory capture could be something that needs to be addressed on the market initiative and authority initiative sides respectively.

The quick question here is: What would be the right level of government intervention in the public transport market? And how should we begin to design optimally the next best options for legal regulatory and organizational framework to be able to provide those services? The key questions we invite the panelists to answer would be from their vantage point: How were the policy elements defined in those reforms under the STO framework? What were the gaps in the processes? What were the software and hardware related decisions? And how were risks incorporated in such decisions? At the start of the project or a program, these questions have to be addressed to ensure a policy success. We started to look at relationships among the different actors, so what are the critical relationships that should be moderated or that should be aligned? What organizational form can be explored in the future to ensure

policy success? Finally, how can we improve transport governance and what sustainable information technologies for decision support can be pursued?

Hopefully, by the end of this RTD, we would be able to first, identify and assess the policy gaps and look at the structural constraints, bottlenecks, and positive actions to enhance and improve the PUVMP roll-out. And second, to evaluate institutional capacity of concerned national and local government agencies involved in the roll-out of the PUVMP as well as to measure policy capacity. Finally, we need to work closely with the public transport sector, to take stock of the responses from public transport operations and commuters. Overall, we need a multi-stakeholder approach.

I would like to end with these silver linings, as we begin this RTD: First, we need to push for greater symbiosis of public transport theory and practice. I think the role of academic partners here is very important. Next, when we start to think about reforms, remember that governance is not government alone. There are many actors, non-state actors and even community actors, that can be part of the discussion. We are also looking at the catalytic role of collaborative governance and digital transformation. For example, how can big data help improve public transport decision making? What are the potential of bottom up approaches such as co-design, co-production, co-delivery, and crowdsourcing? Finally, policy failures can be explained and can be addressed by way of research. With this, I would like to end and invite our participants now to share from their perspective.

About the Speaker

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Dr. Noriel Christopher C. Tiglao is an associate professor at the National College of Public Administration and Governance of the University of the Philippines (UP-NCPAG) where he handles courses in public policy analysis, spatial information management, and GIS for public administration. Dr. Tiglao has 20 years of experience as a traffic modelling and transport planning specialist.



He obtained his Doctor of Engineering in Civil Engineering from the University of Tokyo and Masters in Transportation Engineering at the University of the Philippines. His research interests include sustainable transport policy as well as travel demand modeling and forecasting. He has been involved in several large-scale transportation planning projects including the 1996-1999 Metro Manila Urban Transportation Integration Study (MMUTIS), the 2005 Survey on Inter-Regional Passenger and Freight Flow (SIRPAFF), and the 2012-2015 MMUTIS Update and Capacity Enhancement Project (MUCEP).

He has published papers on integrated urban modelling and simulation, sustainable public transport, and choice modelling in the local context. He has been leading a research team at UP-NCPAG for the CHED-Philippines-California Advanced Research Initiative (PCARI) Data Analytics for Research and Education (DARE) Project 3: Information Exchange Platform for the Public Sector and an Energy Research Fund (ERF) project on incentivizing eco-driving in the public transportation system in Metro Manila.