

OVERVIEW ON CHARGING PRINCIPLES FOR PASSENGER STATIONS IN EUROPE

November 2016

Introductory remark

*This overview document covers the following countries who are members of IRG-Rail: **Austria, Belgium, Bulgaria, Croatia, Finland, France, Germany, Greece, Hungary, Italy, Luxemburg, Norway, Poland, Romania, Slovenia, Spain, Sweden and the United Kingdom.***

*The IRG-Rail working subgroup "Charges for service facilities" elaborated this document to get an overview of general European charging practices for passenger stations, on the basis of information available by regulatory bodies. The working subgroup would like to underline that this document is an **interpretation of the common charging principles as they stand rather than stating what the charging principles 'should' consist of.** In other words, the document only provides a description on the charging systems applied to passenger stations in the countries listed above.*

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1. Introduction

Purpose of this document

1.1 The purpose of this document is to present an overview of the charging approaches implemented in the Member States for passenger stations.

1.2 This work should help members of the IRG-Rail Charges for service facilities subgroup to:

- have a common understanding of the provisions laid down in the Directive 2012/34/EU regarding charging principles for service facilities; and
- get an overview of general European charging practices for passenger stations and identify common practices where appropriate;

1.3 This document has been informed by the responses the IRG-Rail subgroup received from its members to a questionnaire on charging for passenger stations.¹ Information presented in this document is the latest available for each respondent (in general, 2014 or 2015).

Structure of this document

1.4 This document is structure as follows:

- Overview of passenger stations in the IRG-Rail subgroup members
 - a. General overview
 - b. Approaches to management of stations
 - c. Number of railway undertakings using passenger stations
 - d. Segmentation of passenger stations
- Legislative framework
 - a. Charging principles
 - b. Regulated station services
- General regulatory approaches
 - a. Number of applicable station charges
 - b. Billing unit
 - c. Publication of charges
 - d. Method of calculation
 - e. Unregulated revenue
 - f. Incentive regulation
- Annex with a detailed overview of passenger station charging for each country.

¹ This questionnaire was developed by the members of the IRG-Rail Charges for Service Facilities subgroup.

2. Overview of passenger stations in the IRG-Rail subgroup members

General overview²

2.1 Table 1 provides a quantitative summary of the number of passenger stations and the annual number of passengers in each country.³

Table 1: Summary of the number of passenger stations and number of passengers

Year 2015	Number of passenger stations	Annual number of passengers (in millions)
Austria	1 438	
Belgium	550 (2014)	225
Bulgaria	299 (2014)	24.6
Croatia	504	21.6
Finland	201	80 boarding
France	3 029	1 600
Germany	6 561	2 660
Greece	376 (2014)	7.4
Hungary	1 367	144
Italy	2 260 (2012)	855
Luxembourg	68	21.5
Norway	336	
Poland	2 726	270
Romania	918	65
Slovenia	273	14.56
Spain	1 942	465.2
Sweden	136	212
United Kingdom	2 539	1 690

Approaches to management of stations

2.2 Table 2 identifies four different types of entities that are responsible for the management of passenger stations. These include the infrastructure manager (IM), integrated incumbent railway undertaking (RU), other RUs, and other third parties.

Table 2: Summary of approaches to management of stations

² In this document, an empty cell within a table means that the country did not provide an answer.

³ Due to the different time frames of collecting and publishing the data, the figures might not be completely consistent with the data published by the market monitoring group.

	IM ⁴ (not related to the incumbent RU)	Integrated incumbent RU and related companies	Other RUs (not related to the incumbent RU)	Other third parties (Non RUs, not related to the incumbent RU)
Austria	Most	-	-	-
Belgium	=	All	-	-
Bulgaria	All	=	-	-
Croatia	All	=	-	-
Finland	Some	Some	-	Some
France	=	All	-	-
Germany	Some	Some ⁵	Some	Some
Greece	All	=	-	-
Hungary	All	-	-	-
Italy	Most	Some	-	Some
Luxembourg	All	-	-	-
Norway	All	-	-	-
Poland	Most	Some	=	Some
Romania	Most			Some
Slovenia	All	=	-	-
Spain	All	=	=	=
Sweden	-	-	-	All
United Kingdom	Some	-	Most	Some

2.3 For the majority of the sample countries - with the exception of Belgium, France and Sweden – the IM is responsible for the management of passenger stations. The extent of this varies between countries but for about half of the sample the IM manages all of the stations.

2.4 For a small number of the sample countries, passenger stations are managed by the integrated incumbent RU and related companies. For example, in Germany, the main stations’ manager is DB Station&Service AG - an independent company that has been founded in parallel to the infrastructure manager, DB Netz AG, and both are in the same holding group as the incumbent RUs (DB AG). Another example, in Italy the main stations are managed by two companies under the direct control of the parent company of the incumbent, with shares of 60%.

2.5 Only in two countries – Germany and the UK – passenger stations are managed by RUs or third station managers other than the incumbent RU. In the UK, the majority of passenger stations are managed and maintained by the franchised passenger operators.

2.6 The Table 2 shows that it is not uncommon for passenger stations to be managed by third party organizations. For example, in Sweden Jernhusen AB manages all passenger stations following the divide of the incumbent IM in 2001.

Number of Railways Undertakings using passenger stations

2.7 Table 3 provides a view on the number of RUs that provide services and have access to stations. This information allows inferences to be made on the level of liberalization of the rail

⁴ Being the infrastructure manager for rail tracks.

⁵ The largest number of the German stations is included in this column.

market in each country. For example, if a country has a single RU then it is likely that the market is not liberalized; while if a country has divers RUs using passenger stations then it is highly likely that the market opening process has been completed. However, any inference made from this table should be cross-checked with the detailed description of each country presented in the annex of this overview document.

Table 3: Summary of the level of rail market liberalisation

Country	Single RU	Limited number of RUs	Multiple Useers / divers RUs (open market)
Austria		✓	
Belgium		✓	
Bulgaria	✓		
Croatia	✓		
Finland	✓		
France		✓	
Germany			✓
Greece		✓	
Hungary		✓	
Italy		✓	
Luxembourg	✓		
Norway		✓	
Poland			✓
Romania			✓
Slovenia	✓		
Spain		✓	
Sweden			✓
United Kingdom			✓

2.8 As can be seen from the Table 3 above, there is an even split between countries that have multiple users, those that have a limited number of RU and those that only have an incumbent RU.

2.9 In some cases, this is closely related to the openness of the market, as in the UK where the rail market has been liberalized; there, all RUs (passenger and freight) have the right to use passenger stations on the network subject to the terms in their access contracts which they sign with station managers.

Categorization and segmentation of passenger stations

2.10 This section provides an overview of the way passenger stations have been categorized across different European countries and how segmentation has been applied to passenger stations for the reason of setting differentiated prices.

Table 4: Summary of the categorization of passenger stations

	Segmentation	Criteria
Austria	Yes	Nb of passengers, service provided at the station and Nb platforms
Belgium	No	
Bulgaria	-	
Croatia	Yes	1) Size of platforms and other surfaces for entry and exit of passengers 2) Transport, geographical and social importance of the train stop. Other elements increase or decrease station coefficient: share of surfaces for entry and exit of passengers, number of tracks with raised platforms, shelter, displays, type of trains that stop, stone chipping pavements.
Finland	-	
France	Yes	Nb of passengers
Germany	Yes	Nb of passengers / nb of platforms / nb of train stops / length of platform
Greece	Yes	Nb of passengers / Intermodality
Hungary	Yes	Properties of the infrastructure (e.g. nb of main lines; platform features) / Equipment & service facilities (e.g. passenger info; services)
Italy	Yes, partially	No segmentation for BSP (basic service package); Yes for other services (like lounges, etc.), depending on the relevance of the station in terms of traffic or type of traffic.
Luxembourg	No	
Norway	No	
Poland	Yes	Nb of passengers
Romania	Yes	Complexity and volume of activity
Slovenia	Yes	Nb of passengers
Spain	Yes	Technical characteristics, the provision of services and the intensity of use (number of passengers)).
Sweden	Yes	Traffic and passenger flows, location and commercial activity
United Kingdom	Yes	Nb of passengers

2.11 Majority of the sample countries have applied segmentation to the passenger stations using a wide range of criteria. For example, France, Poland and Slovenia categorise their passenger stations based on a simple metric of passenger numbers. On the other hand, Austria, Germany and Spain use a multi-criteria basis for segmenting their passenger stations.

2.12 The different station categories are used for charging purposes, with the exception of the UK where passenger stations are categorized based on the number of passengers for historical reasons rather than for current charging purposes. A mixed situation stands in Italy where for the BSP the station category does not matter, but for other services it does.

3. Legislative framework

Charging principles

3.1 The European Directive 2012/34 sets out charging principles to be implemented by the Member States. The main charging principles provide that:

- "The charge imposed for track access within service facilities referred to in point 2 of Annex II, and the supply of services in such facilities, shall not exceed the cost of providing it, plus a reasonable profit." (Article 31.7.)
- "Where services listed in points 3 and 4 of Annex II, as additional and ancillary services, are offered by only one supplier, the charge imposed for such a service shall not exceed the cost of providing it, plus a reasonable profit." (Article 31.8.)
- "reasonable profit means a rate of return on own capital that takes account of the risk, including that to revenue, or the absence of such risk, incurred by the operator of the service facility and is in line with the average rate for the sector concerned in recent years" (Article 3.17)
- "Operators of service facilities shall supply in a non-discriminatory manner to all railway undertakings access, including track access, to the facilities referred to in point 2 of Annex II, and to the services supplied in these facilities." (Article 13.2.)

3.2 The subgroup observed that the management of passenger stations varies significantly from one country to the other. In the countries under review, the majority of passenger stations are managed by the IM ("all", "most" answers, in table 2) and the other part by a passenger station manager. In the latter case, passenger station managers can include the incumbent RU (group and/or related companies), another RU, and private/public funds (partially or totally).

3.3 As a consequence from diverse funding sources the level of the station prices, but although the structure of charging systems can be very different. Furthermore, in some cases there is no specific charge for passenger stations as the associated costs are recovered through a charge for the use of infrastructure.

3.4 Presentations and discussions within the IRG-Rail charging working subgroup have highlighted the following common trends:

- In most of the countries that responded to the questionnaire, the charging models are based on the principle of full cost. In that case the methods used to set the charges are quite similar since the charging system aims at covering all the costs of the passenger station managers. In almost all countries the charges are set for a period of one year.
- Most countries use a classification of the stations for the setting of charges. This classification is often based on the number of passengers that use the station.
- In most of the countries, station charges are regulated and published and, in a few cases, they are negotiated. In most cases, the regulatory body gives an opinion on charges for passenger stations, this opinion is usually binding.

3.5 There are, however, several important differences in the regulatory approach applied by the participating countries:

- The number of station charges is extremely different from one country to the other.
- The unregulated revenues of the station are taken into account very differently in the regulated charging systems: unregulated revenues can either be completely excluded from the regulated charging system, fully or partially taken into account when setting the station charges.
- A few countries have implemented some incentive mechanisms. These take various forms; for example, efficiency targets in the estimation of charges or performance or quality targets.

Regulated station services

3.6 Annex II of the Directive 2012/34/EU mentions some services provided in passenger stations:

“Access, including track access, shall be given to the following services facilities, when they exist, and to the services supplied in these facilities:

(a) passenger stations, their buildings and other facilities, including travel information display and suitable location for ticketing services;

(...)

Additional services may comprise: (...) pre-heating of passenger trains; (...)

Ancillary services may comprise: (...) ticketing services in passenger stations; (...)”

3.7 In most countries the basic service “package” in stations includes:

- the use of common spaces and equipment (furniture, lifts, escalators, toilets);
- reception , information and orientation system (audio and display);
- reception of persons with reduced mobility;
- other services such as heating, surveillance, lost & found etc.

3.8 Separate charging for premises (offices, desks or spaces for ticket sales, RU personnel, logistics, etc.) is applied in Austria, Bulgaria, France, Germany, Italy and Luxembourg.

3.9 Services that may be charged separately are:

- Heating and cooling of trains (Austria, France, Germany, Greece, Slovenia and Luxembourg);
- Reception of persons with reduced mobility (Germany, Italy);
- Placement of additional ticket machines (Germany);
- Other services such as announcement of trains (Poland), international zone services for trains crossing the Channel tunnel (France), ancillary services e.g. local passenger train dispatching (Germany).

4. General regulatory approaches

4.1 This section only deals with charging issues related to the basic service package and not with that could be charged separately.

Number of applicable station charges

4.2 Table 4 below provides a high level summary of the number of applicable station charges implemented by the IRG-Rail subgroup members. The number of charges differs significantly from one country to another. For example, in Belgium there is a single charge whereas in France the total number is around 1400 when various modulations are taken into account. Such modulations include the number of seats on the train and the type of journey (i.e. the distance travelled).

4.3 Similar to the concept of modulation, an extra fee can be added to the “basic charge” in a number of countries. For example, in Poland this extra fee depends on the method of announcement of the trains, while in Luxembourg an extra fee is levied on train longer than 27 meters.

4.4 For the majority of the sample countries, passenger station charges are calculated as separate charges with the exception of Greece and Italy where the charge for the use of the station is included in the charges for the use of infrastructure.

Table 5: Number of station charges

	Number of applicable charges & modulations
Austria	68 tariffs
Belgium	1
Bulgaria	
Croatia	One tariff differentiated by station coefficient and type of train coefficient.
Finland	
France	173 tariffs X 9 modulations
Germany	196 tariffs X 2 modulations
Greece	Included in the charges for the use of infrastructure
Hungary	4 station segments X 2 (stopping or origin/destination)
Italy	Basic service package is presently included in the charges for minimum access package
Luxembourg	1 tariff + extra fees for trains > 27 m
Norway	2 (one that is zero, and one for the line Oslo – Oslo Airport)
Poland	15 tariffs + extra fee depending on the method of announcement of trains
Romania	na
Slovenia	4 tariffs (considering station category)
Spain	6 tariffs
Sweden	
United Kingdom	Differs for each station

Billing unit

- 4.5 This section offers a high level overview of the billing units used by different countries. As shown in table 6, in most cases passenger station charges are levied based on the number of trains that stop at each station.
- 4.6 There are a few interesting examples that offer an adjustment to this billing unit. In Spain, station charges are adjusted by the number of passengers. In Poland, prior to 2014 RUs were charged per minute at a station, however now they are billed simply by train stops.
- 4.7 Belgium presents an interesting example where the RU pays 1 symbolic euro for the use of all the stations but in addition has to pay the administrative cost of € 2500 per access request.

Table 6: Overview of the billing units used for station charges

	Billing unit
Austria	€/train stop
Belgium	Admin. Costs + 1 symbolic € (for all stations per year)
Bulgaria	
Croatia	HRK/train stop
Finland	
France	€/train stop
Germany	€/train stop
Greece	
Hungary	HUF/train stop
Italy	No specific charges
Luxembourg	€/train stop
Norway	
Poland	PLN/train stop
Romania	Lei/Per train stop for passenger trains
Slovenia	€/train stop
Spain	Train stopped adjusted by number of passengers.
Sweden	Annual fee SEK, (annual basic charge + area fee + additional services)*(actual train stop*weighting)
United Kingdom	£/train stop

Publication of charges

Table 7: Summary of approaches to the publication of station charges

	Charges are published or negotiated?	Periodicity
Austria	Published	Yearly

Belgium	Published	Yearly
Bulgaria		
Croatia	Published	Yearly
Finland	Negotiated	
France	Published	Yearly
Germany	Published	Yearly for DB Station&Service (varies for other managers)
Greece	Published	Yearly
Hungary	Published	Yearly
Italy	No charges (but included in the Minimum access package)	
Luxembourg	Published	Yearly
Norway	Published	Yearly
Poland	Published	Yearly
Romania	Published	Yearly
Slovenia	Published	Yearly
Spain	Published	Yearly
Sweden	Published (forecasts)	Yearly
United Kingdom	Published (Long Term Charge (LTC)) & negotiated (Qualifying Expenditure)	5 years (regulatory period for LTC)

- In most of the countries the charges for stations are published.
- In Italy and Greece there are no extra charges taken for the stops at stations. Those costs are included into the charges taken for the minimum access package for using the railway infrastructure,
- In Finland the station charges are negotiated between the station manager and the users/railway undertakings.
- Charges are fully negotiated in Finland and partially in the UK
- Only UK has charges set for more than one year. They are based on the long term maintenance and operation costs of the station. Long term charges are regulated and published.

Method of calculation

4.8 This table describes the method used by the passenger station manager to establish the charges. Mentioning “full cost” means that the charges are designed to cover all the related costs.

Table 8: Summary of method of calculation of station charges

	Charging principles	Calculation of tariffs	Ex post adjustments
Austria	Full cost	Tariff = Costs/ Nb of stops	No
Belgium	Direct cost	1€/ year	No
Bulgaria			
Croatia	Full cost + reasonable profit	Tariff=cost/number of train stops taking into account type of train and station coefficient	No
Finland	Full cost + reasonable profit		

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France	Full cost	Tariff = Costs/ Nb of stops	On traffic and investment (not on OPEX)
Germany	Subsidy reduced full cost	Tariff = (cost/service quantity) + return achievable at market rate	No
Greece			
Hungary	Full justified cost	Charge = cost / nb of performed use of station	Charging elements might be re-calculated
Italy	BPS is presently included in the charges for minimum access package		n/a for the moment
Luxembourg			n/a
Norway			
Poland	The costs of providing service plus a reasonable profit	Tariff = Costs/ Nb of stops	No
Romania	Cost which are directly incurred	Tariff = costs/number of stops	No
Slovenia	Full cost		
Spain	Full cost	Cost/traffic	No
Sweden	Production cost + reasonable profit	Tariff = Costs/ Nb of stops (weighted)	Yes (to recover actual costs)
United Kingdom	Full cost	Evolution of the charge on the basis of a yearly indexation during the regulatory period	No (for LTC)

- A vast majority of countries applies a full cost principle to charge for access to passenger stations
- In Italy the usage of the stations is included in the track access charge.
- In Belgium and Romania the costs claimed for the station usage equal cost directly incurred by the usage of the station. In Poland and Sweden the station price equals the costs of the production of the service and a reasonable profit is added.
- The calculation of the specific charges is mostly done by calculating the full costs and dividing it by the number of train stops or number of usages.
- Just in Sweden and Hungary the station prices can be recalculated ex post. In Hungary the charging elements might be recalculated, in Sweden the ex post recalculation is done for adjustment to the actual costs in comparison to the planned costs that have been stipulated in advance.

Unregulated revenue

Table 9: Summary of the treatment of unregulated revenue

	Existence of unregulated revenues (e.g. retail)	Single or Dual till?
Austria	Yes	Dual till
Belgium	Yes	Dual till
Bulgaria		
Croatia	Yes	Dual till
Finland		
France	Yes	Dual till (a part of the non-regulated profits is shared with the regulated till)

Germany	Yes	Dual till (varies for other managers)
Greece		
Hungary		
Italy	Yes	Not applicable. As the access to station belongs to the MAP, the unregulated revenues are taken into account in that setting.
Luxembourg		
Norway	Yes	
Poland		
Slovenia		
Spain	Yes	Single till
Sweden	Separated	Dual till
United Kingdom	Yes	Single till (for Network Rail)

- The table reflects the modern structure of stations that are not only related to platforms and the entrance and exit of passengers. But also are central areas in cities where commercial activities take place: Shops and other merchant activities are commonly joined to stations.
- In all countries that answered this questions the stations have retail areas.
- The regulation of the stations into this respect is ambiguous. Some countries integrate the revenues from retails sites into their rail regulation (single till) with regards to the determination of charges, other separate in their regulatory view between rail related revenues and retail revenues (dual till).

Efficiency, performance or incentivizing regulation

4.9 In most of the countries that answered the questionnaire no performance, efficiency or incentivizing regulation for station manager is foreseen in the national law. In only five countries incentive schemes are present: France, Germany, Italy, Romania and the UK.

4.10 In France productivity targets are set on the operating expenditure of the station manager; in Germany a performance scheme like the performance scheme for infrastructure manager is introduced and obligatory by law; in Italy, where the basic service package for station is included in the access charges for the minimum access package, an efficiency target is imposed on the IM equal to an annual rate of 2% on OPEX; in Romania efficiency targets are set via an incentive scheme.

5. Annex: Additional information on charging for passenger stations by IRG-Rail members

Austria

- 5.1 The infrastructure manager ÖBB-Infrastruktur AG (ÖBB Group) is the main passenger stations manager.
- 5.2 Between Vienna and Salzburg ÖBB-Personenverkehr AG and WESTbahn Management GmbH are both providing long distance train services. On all other lines there is no competition, but some smaller RUs are using the stations as well.
- 5.3 The regulatory body (RB) Schienen-Control is responsible for the review of the charges and the control of access and contract rules. The legal view of Schienen-Control is binding.
- 5.4 There are 7 categories of stations, based on the number of daily passengers, plus/minus for additional or missing services plus a platform capacity factor for the number of platforms.

MODULE 1	Basic charge	Basic categories based on number of daily passengers:						
		1+ > 65.000	1 20.000- 65.000	2 >8.000- 20.000	3 >4.000- 8.000	4 >2.000- 4.000	5 >500- 2.000	6 < 500
+								
MODULE 2	Basic or additional services	Bonus/Malus for additional or missing basic services with reduction (depends on basic category and kind of service) Higher charge for additional services (Trolley Base and Info Point)						
x								
MODULE 3	Platform capacity factor	Factor x (Module 1 and Module 2)						
		Number of platforms	1 to 2	3 to 4	5 to 7	8 or more		
	Factor	1	1,1	1,2	1,3			

- 5.5 This results in 68 different tariffs. The tariffs are available each year in the network statement published one year before the annual service.
- 5.6 Charging principles and methodology are explained in the network statement.

Belgium

- 5.7 As of 2013, due to the reform of the NMBS holding structure, all the stations and stops were transferred to NMBS, the incumbent RU.
- 5.8 In the future (2015) the stations manager needs to be organized in a way which guarantees an organizational and decisional independence. Accounts separation between the station manager and the incumbent RU is compulsory.
- 5.9 Only international passenger traffic is liberalized. For the moment only 3 companies are using the stations (NMBS, Eurostar, The factory (former Thalys)).
- 5.10 The RB enforces non-discriminatory access and ensures the contract has no provisions which could block the access. Its competences include decisions (binding) or advice (not binding).
- 5.11 Information about charges is available in the network (read: station) statement.
- 5.12 There is one tariff: the RU pays 1 symbolic euro for the use of all the stations. The administrative cost is € 2500/ access request. If an RU wants its own space in the stations, it has to rent it at market price. The tariffs for renting a space are also published.

Bulgaria

- 5.13 The single manager of all railway stations, including the passenger stations, is the infrastructure manager NRIC (National Railway Infrastructure Company).

- 5.14 Passenger transport and services are provided only by “BDZ-Passenger services”, the incumbent RU.
- 5.15 There are no charges for access to stations. Only rental of premises is charged separately.

Croatia

- 5.16 The passenger stations manager is the infrastructure manager (HŽ Infrastruktura d.o.o.) which is legally separated from the RU.
- 5.17 There are no other RUs than the incumbent.
- 5.18 HAKOM, the RB, the only authority responsible for the control of the charges, reviews the financial and the contractual aspects of access and services provision in passenger stations.
- 5.19 Each train stop has a different coefficient based on the length of stops, stops equipment and etc. There are three train types coefficients based on train length.
- 5.20 There is a different tariff almost for each station. Tariffs are available each year in the network statement published one year before the annual service (timetable).
- 5.21 Charging principles and methodology are explained in the network statement. General rates are given, but any RU can ask for more detailed tables of cost elements.

Finland

- 5.22 Ownership and management of the station buildings varies. The incumbent RU, VR Ltd, municipalities, Finnish Transport Agency (IM) and state owned property management companies own and manage stations. The incumbent RU is currently the only railway undertaking using the stations. Terms of access or rental have not been published.
- 5.23 Platform areas and access to platforms are managed and provided by Finnish Transport Agency (IM of the state owned track).
- 5.24 Only the incumbent RU, VR Ltd, operates passenger traffic. On most of the network, access is not granted to other passenger traffic because of the exclusive rights of VR Ltd. Moreover, there is no international passenger traffic from/to the other member states.
- 5.25 The RB is the only authority responsible for the control of the charges. It controls access to services and the level of charges primarily ex-post, but in special cases ex-ante control is possible. It can initiate investigation based on complaints or ex-officio. The RB’s decisions are binding.
- 5.26 Access to platforms is offered as part of minimum access package, and this part of the services has been published in the network statement. Other station service offering has not been published.

France

- 5.27 SNCF Gares & Connexions, an “autonomous” department within the railway undertaking SNCF Mobilités (formerly called SNCF), is responsible for the management of the passenger stations, with the exception of the platforms that are owned and managed by the infrastructure manager SNCF Réseau (formerly called RFF).
- 5.28 This is the scheme in all French passenger stations, i.e. SNCF Gares & Connexions and SNCF Réseau are the single station managers.
- 5.29 The traffic is mainly operated by the incumbent railway undertaking SNCF Mobilités. For international services, Eurostar and Thello serve a dozen stations, e.g. Paris Gare du Nord and Lille for the former and Paris Gare de Lyon and Dijon for the latter. These stations are served by SNCF Mobilités as well.
- 5.30 In general, many stations are served by both national and regional services, which while being undertaken by the same RU SNCF Mobilités, are funded by different entities (administrative regions

for regional traffic, no public subsidies for high speed services, State budget for non-high speed services).

- 5.31 The French ARAFER, responsible for controlling of the charges, reviews the financial and the contractual aspects of access and services provision in passenger stations. The opinions issued by ARAFER regarding the level of charges are legally binding.
- 5.32 Unlike other service facilities for which the pricing principle is defined in the Decree n°2012-70, charging principles for passenger stations are detailed and described in article 13-1 of the Decree n°2003-194. In particular, this article defines 3 types of stations: national, regional and local. Beyond a threshold of passengers of national and international services, the station is of the national type. For "non-national stations", beyond a threshold of total passengers, the station is regional, otherwise the station is local.
- 5.33 On this basis, there is one tariff for each national station (128), a single tariff for regional stations in each administrative region (21) and a tariff for local stations in each administrative region (21).⁶ Each tariff, annually published, includes a part common to all types of trains and journeys and a "modulated part".⁷ The latter takes into account the number of seats (large trains pay double what medium trains pay, which in turn pay double what small trains pay) and type of journey (long distance trains pay double what medium distance pay, which in turn pay double what short distance pay). Moreover, this article foresees that the station manager has to take into account, besides charges, productivity. For passenger stations, pricing is based on an adjusted dual-till scheme in which costs and revenues of regulated activities are separated from those of non-regulated activities (renting and retail). When the latter are profitable, profits contribute to the recovery of regulated activities costs: half of the profit is reallocated to the regulated till.
- 5.34 Platforms follow the same pricing principle without modulations.
- 5.35 As for location and premises, tariffs depend on the station and are modulated while taking into account the location in the stations. In his legally-binding opinion on passenger stations opinion, ARAFER stated that these tariffs are not based on costs effectively supported by SNCF Gares & Connexions and then do not respect pricing principles described in Decree n° 2003-194.⁸
- 5.36 Tariffs are available each year in the network statement published one year prior to the annual service.
- 5.37 Charging principles and methodology are described in the network statement. General rates are provided but any RU can ask for more detailed tables of cost elements.
- 5.38 As for passenger stations, the manager, SNCF Gares & Connexions, is working on a new charging calculation system, mainly with a new classification of the stations and a single till for regional ones. The charges would be defined on a multiannual basis. This new system is not totally defined and depends on changes to be introduced into the Decree n° 2012-70 (being revised). In this new framework, ARAFER could be pro-active to make the charging system more productivity oriented.

Germany

- 5.39 DB Station&Service (DB St&S) AG is an autonomous enterprise within the holding of DB AG and is responsible for the management of most passenger stations. Besides DB St&S there are 61 operators of passenger stations that are not related to the incumbent.

⁶ Note that due to the administrative reform in France aiming at reducing the number of administrative regions, there will be only 12 tariffs for regional stations and 12 for local ones. Besides in its opinion on the charges for the working timetable of 2016 (opinion n° 2016-046 of 12 April 2016), ARAFER has urged SNCF Gares & Connexions to update the list of stations. This update should reduce the number of national stations.

⁷ The tariff is not a two-part one (based on a fixed part and a variable one) strictly speaking as long as it is paid per departure of trains.

⁸ Opinions n° 2015-005 of 17 February 2015 and n° 2016-046 of 12 April 2016.

- 5.40 The market opening for passenger services is completed. Many private railway companies offer services in the German regional passenger traffic and even a couple in the long distance passenger market. DB St&S states to have served 119 RU customers in 2014, thereof 112 non-DB RUs. Compared to the total of 157.6 mio. stops in 2014, non-DB RUs have performed 35.5 mio. stops, including 32,000 stops of long-distance services.
- 5.41 BNetzA, the RB, is the only authority responsible for the ex ante and ex post control of the charges. BNetzA reviews the pricing framework (level of charges, price lists and pricing schemes) of all passenger station managers upon request or on its own initiative and is as well in charge of any access related issues. The statements for passenger stations are yearly published by the passenger stations operators and subdue to a prior yearly examination of BNetzA. The process for the control of these statements is similar to the control of the network statements of the infrastructure managers.
- 5.42 BNetzA's opinion in any of the displayed procedures is binding, but can be challenged in court.
- 5.43 The pricing scheme of DB St&S consists of 2 segments (a) regional trains and (b) long distance trains and further of 7 categories of stations determined by the parameters number of passengers, of platform edges and of train stops and the length of the platforms within each administrative region. Germany has 28 administrative regions that buy, negotiate and provide regional passenger services. As they are all differently funded, the DB pricing scheme respects those administrative regions. The pricing scheme therefore results in different tariffs for each of the 7 categories per administrative region.⁹
- 5.44 DB St&S consults the market on the conditions (in statement for passenger stations). The latter are presented to BNetzA who is responsible for supervising and possibly rejecting. The statements are afterwards published by DB St&S (valid from mid-April of each year on). The tariffs for the stations are published approximately 3 to 4 months before entering into force, regularly on the 1st January of each year.¹⁰
- 5.45 The charging principles and methodology of the pricing scheme are explained in the statement for passenger stations. The same applies to other operators of passenger stations. Although some bigger companies prefer a system consisting of categories (like DB St&S, but mostly with less than seven categories), most of them simply have one single price for every stop due to the fact that the individual stations hardly differ from each other. In rare cases (e. g. at nostalgic lines) there is no price at all, because expenditures resulting from managing the stations are already included in the track access charges.

Greece

- 5.46 The infrastructure manager is the passenger stations manager.
- 5.47 International passenger traffic is open for competition.
- 5.48 STASY, an RU other than the incumbent, operates regional (suburban) services in a small part of the network (station Doukissis Plakentias – Airport).
- 5.49 RAS, the RB, has the competence for the control of charges and access, but until now has not been involved in any case. For the time being, the opinion of RAS regarding the transparency of charges (not their level) is binding.
- 5.50 There are 2 types of stations (terminal and regional) based on number of passengers and connection with other transport modes.
- 5.51 The charging methodology for the use of infrastructure is published in the network statement. Charges for passenger stations are included in those charges. They are not defined separately.

Hungary

- 5.52 Passenger stations are operated by the 2 IMs (geographical difference) - one of them is vertically integrated with a RU, the other one is integrated (also RU).

⁹ This paragraph describes a situation prior to the transposition of Directive 2012/34/EU into German law.

¹⁰ This paragraph describes a situation prior to the transposition of Directive 2012/34/EU into German law.

- 5.53 Given the partial liberalization, Hungarian RUs can provide national and international services and foreign RUs with license to the EEA can provide international services.
- 5.54 The RB is responsible for the review and control of the charges and contract rules.
- 5.55 There are 4 station types based i. e. on the number of main tracks, platform features (height, length, access), passenger information, passenger service facilities, traffic link to stations, weather protection, signaling, electrification. => 2x4 tariffs: use of stations for stopping / use of the origin/destination stations (x 4 station categories).
- 5.56 Charges are published and available in the network statement one year before implementation.
- 5.57 The charging methodology is described in the network statement.

Italy

- 5.58 In Italy stations belonging to the national railway network are operated by companies controlled by the incumbent RU Group (FSI): RFI operates the largest number of stations; Grandi stazioni runs the main Italian railway stations (totaling 14); Centostazioni operates 103 medium-sized stations. In June 2016 the Business unit of Grandi stazioni concerning retail activities in stations was acquired by a private entity, not related to the incumbent group.
- 5.59 To better identify the station services available to travelers, RFI identified 4 station categories:
- Platinum: >25.000 daily users; HS trains; services for city residents and not only for passengers;
 - Gold: >10.000 daily users; short-medium and long-distance trains; services for city residents and not only for passengers;
 - Silver : >4.000/2.500 daily users; regional/city trains, but also short-medium and long-distance trains: no services to passengers;
 - Bronze : >500 daily users; only regional trains; no RFI personnel at the station.
- 5.60 At present, no access charges are levied on RUs for the railway station services referred to in paragraph 2(a), Annex II of Recast Directive. Services are provided and covered by the access charges for the use of the railway network. Specific services are charged separately, such as: spaces for ticket machines and information desks, areas for the provision of assistance to RUs' customers, advertising.
- 5.61 In November 2015, ART issued a new regulatory framework both for MAP and charges for other services (Decision 96/2015). With respect to the basic service package for stations, the system did not change, it is still included in the access charges for MAP. Other services such as areas for ticket selling machines, offices, etc. and used by railway undertaking as well as PRM services are invoiced separately. The methodology used for the computation of charges for these other services, following the criteria and principles stated in the Decision 96/2015, belongs to the full cost approach, where the cost of capital is computed on the basis of the CAPM/WACC formulas. Efficiency targets have been imposed to the station operators (equal to the inflation rate) but revenues accruing from other activities are not taken into account in the computation of charges to railway undertakings.

Luxembourg

- 5.62 The infrastructure manager in charge of the rail infrastructure, including passenger stations, is part of a group to which belongs the incumbent railway undertaking.
- 5.63 Currently there is only competition for international traffic. In the national passengers market, there is only the incumbent, now and probably in the near future.
- 5.64 The law foresees that the RB gives an opinion on the charges contained in the network statement. This opinion is not binding.
- 5.65 There is only one single type of stations. The tariffs are the same for all the stations. There is no modulation. For a train longer than 27 m, the charges are calculated for each train segment of 20 m: (e.g. for a train of 29 m, they are calculated double).
- 5.66 Tariffs are published in the annual network statement, a year before the annual service.

5.67 Charging principles and methodology are explained in the network statement.

Norway

5.68 As directive 2012/34/EU is not implemented yet in Norway, the answers below are based on the current legal framework in Norway.

5.69 The state owned public infrastructure manager (Jernbaneverket) is also the passenger stations manager. It grants access to platforms for RUs on all stations, is responsible for the public areas on the stations and provides railway services.

5.70 Of the 336 stations, the IM owns 19 stations and leases public areas on 317 stations from the real estate company Rom Eiendom through leasing agreements based on the full cost principle.

5.71 Rom Eiendom is a daughter company of the incumbent state owned passenger RU NSB AS. It is responsible for all commercial activities on all passenger stations, including the ones owned by the IM.

5.72 The national passenger market is not yet liberalized, whereas in the international passenger market is open for competition, as long as no international traffic threatens the equilibrium of PSOs.

5.73 There are currently three passenger railway undertakings operating in Norway in addition to the incumbent NSB AS, one of which is owned by the incumbent:

- Airport Express Train operates on the line between Drammen and Oslo Airport alongside the incumbent NSB.
- NSB Gjøvikbanen AS, a daughter company of the incumbent, operates the line between Oslo and Gjøvik (won in tender in 2006).
- Swedish state owned SJ AB operates international traffic on two lines between Norway and Sweden.

5.74 Oslo Central Station is used by all four RUs. On the line Drammen – Oslo Airport, stations are used by both Airport Express Train and NSB. On the line Oslo – Charlottenberg, stations are used by both NSB and SJ. NSB, Airport Express Train and SJ all have their own ticket machines on the stations where they operate.

5.75 The RB has no official ex-ante control of charges.. Once they are set, the RB has competence to make ex officio decisions regarding access to stations and contract rules, in addition to the handling of complaints.

5.76 Access to the platforms in all stations is included in the minimum access package of the IM. The price for the minimum access package is currently set at zero for passenger transport. All other specific station services are charged separately according to the Network Statement.

5.77 Generally there are no station charges, except for prioritized station services on the line between Oslo and Oslo Airport. On that line, a tariff for prioritized station services per stop is set by the IM and shall on average cover all costs regarding operation and maintenance of the stations (infrastructure) on the line. The charge for these services is set by the IM and published in the Network Statement (one year in advance). It is briefly described in the Network Statement of the IM. No detail is given on figures of cost/traffic/revenues on which the tariff calculation is based.

5.78 On June 15th 2015, a government bill presented by the Ministry of Transport and Communications for reforming the railway sector in Norway was passed in parliament. The proposal is to reorganize the sector and introduce competitive tendering of public service contracts, by splitting the market into 6-8 different contracts. The reform also implies changes for the management of passenger stations in Norway.

5.79 The reform will mean that the ownership of the real estate company, Rom Eiendom AS, that currently owns most passenger stations in Norway, will be transferred to the infrastructure manager from 1st of January 2017. The new infrastructure manager will therefore be the owner of all passenger stations in Norway from that point on, and therefore responsible for all station charges. Regarding the charging scheme for stations that will be in place following the ownership changes, the government bill does not give any specific details, however the bill states that charges in general should be more incentive orientated in the future.

Poland

5.80 PKP PLK S.A. (also infrastructure manager) is responsible for the management of the vast majority of passenger stations in Poland (more than 97%).

- 5.81 The RB is the authority responsible for the control of the charges for access to passenger stations.
- 5.82 The decision of the President of UTK regarding the level of charges is binding – the President of UTK approves the unit rate, which is charged for train stop.
- 5.83 Regulatory control of access to infrastructure includes: (1) control over access to infrastructure (ex officio) (2) decisions of President of UTK replacing rail infrastructure access contracts (if IM and RU cannot reach an agreement over access contract).
- 5.84 Services depend on the subcategory of station (I, II, III):
- III - passenger stations and passenger stops which have hardened surface platforms, with a good or satisfactory condition and are equipped with a shelter or roof
 - II - passenger stations and passenger stops, which do not meet the conditions for the subcategory III, which platforms have hardened or mixed surface
 - I - passenger stations and passenger stops, do not meet the conditions for higher subcategories which platforms have dirt surface and this platforms for which the condition of the surface is defined as unsatisfactory
- 5.85 There are 5 types of stations:
- A. the biggest passenger stations
 - B. agglomeration passenger stations
 - C. regional passenger stations
 - D. local passenger stations
 - E. remaining passenger stations
- 5.86 Each tariff is a two-part one:
- 1) a part depends on the types of station and subcategory (15 tariffs)
 - 2) an extra fee for the one of the two additional services – the method of announcement of trains (fee for announcement with loudspeakers or with loudspeakers and visual information). The level of this extra fee varies depending on the type of passenger stations (A-E).
- 5.87 Tariffs are published each year on the infrastructure manager's website and on the Regulatory Body's website.
- 5.88 The decisions of the President of UTK on the charges for access to passenger stations are published, but some fragments of the decisions are not published if they are considered as a secret of the company.

Slovenia

- 5.89 The manager of all passenger stations and stops is the company SŽ-Infrastruktura, which also manages the Railway infrastructure.
- 5.90 SŽ-Infrastruktura is an IM, organised in the holding Slovenske železnice.
- 5.91 Only one RU, SŽ-Potniški promet, operates passenger transport services. The majority of train operations in passenger market is covered by PSO contract. The market is open for international services.
- 5.92 Passenger stations and stops are categorized into 4 categories, considering the number of passengers.
- 5.93 The usage fee for the passenger stations is calculated according to a formula:
- $$U = P \times C,$$
- whereas:
- U= usage fee for passenger stations
 - P=number of stops
 - C=price depending on station's or halt's category
- 5.94 Charging principles are published in Network Statement, but actually, station usage is not charged. Costs for passenger stations (such as maintenance, cleaning, energy, etc) are covered by the state, on the basis of the contract between Ministry of Infrastructure and IM.

Spain

- 5.95 The manager ADIF, the manager of conventional lines, is the owner and the responsible for the administration of passenger stations in these lines. ADIF Alta Velocidad has the same role but on the management of the high speed railway network and the stations located within it.
- 5.96 As long as the domestic traffic has not been opened to competition, only international traffic serves Spanish stations by different companies than the incumbent (Renfe). The charge is fixed on a €/passenger basis.
- 5.97 The legislation in place differentiates among three types of stations: i) > 500.000 passengers of long distance trips; ii) Any station located in a high speed line or in a capital of a region or having a volume higher than 100.000 passengers; iii) the others. In addition, the charges also vary on the length of the trip of the passenger: i) > 250 km; ii) between 126 and 250 km; iii) between 80 and 125 km and iv) < 80 km. The charges are the following in €/passenger:

Categoría	Duración del recorrido/Trajeto			
	A	B	C	D
	Euros/Viajero			
1. ^a	1,3385	0,5396	0,2346	0,0816
2. ^a	0,6207	0,3871	0,1760	0,0612
3. ^a	0,0469	0,0469	0,0469	0,0204

- 5.98 CNMC is the regulatory body in Spain and is entitled to provide non-binding opinions on tariffs charged in passenger stations. The new Railway Law, which transposes the Directive 2012/34/EU, has modified this structure and ADIF and ADIF Alta Velocidad have one year to change the current structure to fulfill with the requirements of the new legislation.

Sweden

- 5.99 In Sweden, the process of market opening started in 1988 when the Infrastructure Manager (Banverket) was formed and separated from the incumbent (SJ). In 2001 the incumbent was divided into seven companies based on their activity. SJ AB (passenger service), Green Cargo AB (freight service), Jernhusen AB (railway real estate), Euromaint AB and Swemaint AB (maintenance), TraffiCare (cleaning, no longer active) and (IT, immediately bought by the private sector).
- 5.100 Jernhusen owns and manages many of the buildings and service facilities in passenger stations, intermodal terminals and facilities for maintenance. In total Jernhusen owns 43 stations in Sweden, including the stations in the major cities. Jernhusen manages the stations and provides services to all RUs through its subsidiary company Svenska Reseterminaler AB (SRAB), which is a non-profit company. In 2005/2006 SRAB developed a common model for the provision of services in stations, in cooperation with stakeholders on the Swedish rail passenger market. In addition to Jernhusen's stations, the SRAB network includes another 93 train stations; owned by municipalities, private real estate companies or even individuals. The network, of 136 stations, covers the whole country and is open to all RUs.
- 5.101 A few stations mainly for local transports, e.g. in the Stockholm and Gothenburg area, with passenger train stops, are not included in the SRAB-model.
- 5.102 The Swedish Transport Administration (Trafikverket) manages tracks and platforms, but does not provide services at stations. Jernhusen is a state owned real estate company responsible for stations and services within stations.
- 5.103 The market opening started in 1988. Today Sweden has a highly liberalized market for both passenger and freight rail transports. The rail market for domestic passenger traffic was fully opened in October 2010. In 2014, 39 different RUs signed service agreements with SRAB, for regional and national services.
- 5.104 The Swedish Transport Agency (Transportstyrelsen, TS, the RB) may issue decisions on services and the procedure for the provision of services. TS may also issue decisions on obligations for service providers to provide information about charges. TS review compliance of national law and regulations, including charges and non-discriminatory access to services. If TS finds deviations, TS can order responsible parties to make corrections. TS may also impose fines. TS have the powers to withdraw permits from RUs and IMs. TS, however, does not have the powers to overrule decisions

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made by other parties. TS also settles complaints and disputes regarding passenger stations, within the scope of the Railway Act and pending regulation.

- 5.105 SRAB classifies stations in 6 levels based on; traffic and passenger flows, location and commercial activity (shops, restaurants etc.) The highest level is 0 = main station, e.g. Stockholm. The lowest level is 5 = minor station with few passengers and no commercial activity.
- 5.106 Charging criteria are based on the number of train stops * weight factor for type of train => RUs share of station charges for the basic service package.
- 5.107 SRAB developed the charging model (services included in the basic service package, weight factors for cost-sharing etc.) in close cooperation with stakeholders on the rail passenger market.
- 5.108 Information on the SRAB model is available on Jernhusen's/SRAB's web page. Charges are based on production cost (cost price). Therefore, the exact cost cannot be published in advance. Previous years' estimates are public. Invoicing is made every third month, according to last year's agreement - until a new agreement is signed. When the new contract is in place surplus or deficits are regulated.

The United Kingdom

- 5.109 Network Rail owns the majority of passenger stations in the UK and is responsible for the maintenance, repair and renewal of the assets at the majority of these stations. There is however a group of stations where a train operator has a full maintenance and renewal lease. This occurs where there is a long term lease arrangement between the operator and Network Rail. At such stations the operator (and not Network Rail) is responsible for all maintenance, repair and renewal of the station assets. There are approximately 200 stations where this is the case.
- 5.110 The day-to-day management and operation of a station can be the responsibility of either Network Rail or a train operating company. There are two categories of stations in the UK – “managed” stations and “franchised” stations. There are 18 “managed” stations and these stations are managed and operated by Network Rail. The rest of the passenger stations are franchised stations, which are normally managed and operated by a RU. In those cases, currently any form of independence between the RU and station management is not required. Free and fair access to stations for other RUs is ensured and enforced by Office of Rail and Road (ORR), the RB, through the UK access regime.
- 5.111 The ORR is the authority responsible for the review/control of charges and the control of access and contract rules at the majority of passenger stations. The only exceptions are the stations where an operator has a full repairing and ensuring lease. At these stations the Department for Transport is responsible for the review/control of charges.
- 5.112 The largest regulated charge from Network Rail to the RUs at the stations it owns is the long term charge. This charge covers all maintenance, repair and renewal costs related to operational property at each station. The opinion of ORR regarding the level of regulated charges is binding.
- 5.113 At franchised stations there is also the franchised station lease income which covers First Reserve Rent (retail car park income, along with some amounts relating to other lease arrangements). This is not regulated by the ORR.
- 5.114 The costs for procuring the services for the day to day operation of the station can also be shared among those RUs that call at the station. This is known as Qualifying Expenditure. Again, this charge is not regulated by ORR.
- 5.115 Another charge related to stations is the facility charge. This charge is to recover capital costs when an enhancement to a station is initiated by an organization other than Network Rail. This charge is regulated by the ORR.
- 5.116 The managed and franchised stations long term charge is determined by ORR through its Periodic Review process and is set for the whole regulatory period, which is five years. It is a published charge. The Qualifying Expenditure charge at stations is negotiated between the Station Facility Owner and the train operators who use their stations.