



Partnership Urban Mobility and innovative concepts

Sustainable Mobility Plans and Mobility as a Service

Report EUKN Policy Lab in Czech Republic on 14 November 2017 in Prague

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Summary

On 14 November 2017, the European Urban Knowledge Network (EUKN) organised a Policy Lab in Prague in cooperation with the Czech Republic's Ministry of Regional Development on the theme of Urban Mobility. This report details the main findings of the meeting which was focused on two main topics: Sustainable Urban Mobility Plans (SUMP) and Mobility as a Service (MaaS).

Introduction

Like other sectors in Europe, mobility is undergoing important changes which are in many ways correlated to the challenges of today. For instance, the necessity to address pollution, to tackle climate change and to increase the quality of life in urban areas, are just a few of the primary goals at stake. In parallel with the necessity to address the present global issues, digital innovation will change the way mobility is intended and planned. The innovation brought by the adoption of MaaS solutions is exemplary in this case as it will significantly change the way mobility is networked and, therefore, also the way we move from one place to another.

As coordinator of the Partnership Urban Mobility, established in October 2016 as part of the Urban Agenda for the EU, the Czech Republic is currently developing the Action Plan for the Partnership Urban Mobility that should be able to provide an integrative response to the current challenges and, at the same time, be suitable to grasp the potentialities of current technological advancements.

Considering the high intents of the Partnership Urban Mobility as well as the challenges that could entail developing a structured Action Plan, the EUKN was asked to offer its external support. To meet the knowledge demand of its Czech partners, the EUKN organised a Policy Lab on 14 November 2017 to address two innovative concepts that figure in the Partnership's draft Action Plan: Sustainable Urban Mobility Plans (SUMPs) and Mobility as a Service (MaaS).

The EUKN organized the Policy Lab in association with the Czech Republic's Ministry of Regional Development, which is the government body directly involved in the creation of the Action Plan for the Partnership Urban Mobility. More than 20 representatives from the local and national authorities, centres of expertise and other relevant organisations attended the meeting.

This report presents the main observations, findings and recommendations from the presentations and discussions on 14 November 2017. The general conclusion summarises the main statements and the lessons drawn from the Policy Lab.

Welcome and opening, Mr David Koppitz

Director for regional policy at the Ministry of Regional Development

Mr David Koppitz opened the Policy Lab underlining the current favourable situation of the Partnership Urban Mobility. Nine months after the kick-off meeting in February 2017, the Partnership is now drafting its Action Plan. The Urban Agenda for the EU is highly relevant to the



Czech Republic, and the fact that several Czech cities are participating in the Partnership Urban Mobility and other partnerships underline its importance.

Mr Koppitz stated that the Partnership Urban Mobility finds itself in a very relevant, but also delicate moment since the Action Plan is the key strategic document of each partnership. It is a document that has to be based on concrete and consequential steps focusing three key pillars: (a) regulation, (b) finance and (c) knowledge exchange. To create a well-structured Action Plan is a complex task requiring a high level of commitment from all participants. The EUKN Policy Lab is an integral part of a process that started one year ago, with six other expert meetings in the framework of so called "Advisory Board" organised by the Ministry of Regional Development.

The Policy Lab represents a good occasion to gather international and national knowledge and expertise to foster the elaboration of a robust Action Plan for European mobility.

The participants were invited to keep in high consideration the wider EU context in which the establishment of the Action Plan takes place. Mr Koppitz welcomed the participation of local authorities at the EUKN Policy Lab, as it confirms the ambition and the commitment of Czech policymakers and academia, including the Czech's Advisory Board for the Mobility Partnership led by Mr František Kubeš. Mr Koppitz welcomed the two international experts: Dr Nuno Norte Pinto and Mr Teemu Surakka who will bring their European expertise to the Partnership.

To conclude, Mr Koppitz underlined the relation between the Urban Agenda for the EU and the negotiations about future financing mechanisms within the context of the future EU Cohesion period post 2020. Since the primary purpose of the current financing mechanisms is to reduce disparities between regions and to improve their general competitiveness, this should be the principal aim of all the partnerships involved in the Urban Agenda.

Presentation of the Policy Lab, Mr Mart Grisel

Director of the EUKN ECGT

Mr Mart Grisel presented the agenda of the day and explained that the principal goal of the Policy Lab is to support the drafting of the Action Plan of the Partnership Urban Mobility. To do so, the Policy Lab will address two key themes of the draft Action Plan: Sustainable Urban Mobility Plans (SUMPs) and Mobility as a Service (MaaS). Mr Grisel presented the two international experts:

- Mr **Nuno Norte Pinto**, lecturer in Urban Planning and Urban Design at the Department of Planning and Environmental Management, School of Environment, Education and Development of The University of Manchester (UK), who will discuss SUMP/SUMF.
- Mr **Teemu Surakka**, researcher at the Department of Industrial Engineering and Management at the Aalto University (Finland), who will discuss MaaS.

The Policy Lab will start with two key note speeches, followed by an interactive workshop session, and a plenary discussion dedicated to the Action Plan.



Sustainable Urban Mobility Plans (SUMPs) by Mr Nuno Pinto

Mr Pinto proposed to launch a critical debate on the theme of SUMP in order to contribute to the development of the Action Plan. SUMP is a novel concept within the field of urban mobility planning; it is set to create a general shift from the traditional way of planning transportations. Expressly, because it entails the elaboration of a strategic plan that is: long-term focused and designed to satisfy the mobility needs of people and businesses. It takes into consideration other principles such as integration, participation, and evaluation. A principal criticism that Mr Pinto pointed out is that the concept is mainly focused on cities and their surroundings, while the European reality is made of low-density areas, small towns and only a minority of major cities. Another relevant feature of SUMP is that it entails a shift from an infrastructure-based way of planning towards an integrated approach that aims to achieve a quality usage of the already present structures, instead of building a new. Also, the fact that the planning keyword for SUMP will be “mobility” and not “accessibility” indicates a significant change, Mr Pinto explained. It requires long-term planning, based on expected mobility needs, and to consider the different interests of the stakeholders involved. Consequently, a proper SUMP should function by channelling those interests through a multi-modal transportation system, which is preferably shaped towards clean and sustainable means of transport.

Adopting a SUMP approach involves a dynamic way of planning and this implies regular monitoring and evaluations of impacts so that improvement is always possible, given the continuous availability of up-to-date data. Following this last feature, Mr Pinto explained that SUMP, like any other project in general, is the fruit of a creative process which is based on different stages. However, he reminded the audience that a creative process is never as linear as it might seem. Instead, they are generally recursive, and to properly elaborate a plan you often have to return to the baseline condition or re-establish some goals, especially when the plan involves a high number of stakeholders as for a SUMP.

An interesting fact reported by Mr Pinto is that academic research into SUMPs is still at a very holistic stage. In fact, most of the academic databases store a small number of studies (on average 20) concerning this specific concept and most studies are case studies. This scarcity of academic studies is obviously connected to the fact that SUMP is a novel concept. However, searching with other keywords, for e.g. “sustainable mobility”, leads to more results.

During the presentation, Mr Pinto presented four main challenge areas that can be encountered during the development of a SUMP:

- 1. The scale**
- 2. The planning framework**
- 3. The EU funding framework**
- 4. The implementation**

Concerning **(1)** the scale it was highlighted that a proper SUMP should be made to operate at a multiple space and time scale. Mr Pinto explained that it could be a significant challenge if the regulatory framework and therefore also the entire mobility system is not well integrated. To support this point, Mr Pinto provided the example of cross-border emergency services between EU countries as a form of well-integrated approach to mobility. Continuing with the scale challenge he reminded the audience that it could also be complex to include different components operating at different scales. For instance, it was explained that forms of active mobility, such as biking or walking, are often not comprised in greater mobility plans schemes. **(2)** The Planning



framework challenge referred to the fact that SUMP is a product of the “Integrated Planning theory” which is a highly different approach compared to the more traditional sectoral planning methods. SUMP heavily relies on the planning system which, unfortunately, varies significantly across Europe. For this reason, it can be very complicated to design and implement a functioning and integrated SUMP at different scales. For instance, if the regulatory environment of a country (or the neighbouring one) is not flexible enough to introduce the changes required. Challenges related to **(3)** EU funding refer to the complexity of access to EU funding, as the EU structure devoted to this purpose appears to be highly fragmented and does not always seem easily accessible by local authorities. The **(4)** implementation challenge is characterised by a mix of multiple success factors that are not always available. For instance, the implementation of a functioning SUMP relies on the availability of political support which, in the end, is also directly correlated to the level of environmental awareness and participation of the society in general. The technical and financial capacities of the stakeholders involved also have an essential role in determining a successful implementation.

Mr Pinto noticed that the first set of draft actions (as of early June 2017) did not mention SUMP. This must be related to the inner complexity of the concept of SUMP and, at the same time, indicates certain difficulties to understand the concept, the funding possibilities correlated and implementation barriers that it might comport. He advised to expand the role of the SUMP concept within the Action Plan and to integrate it into all the parts. Therefore, it was suggested to adopt SUMP as a leading concept of the governance framework of the Action Plan as it can and should work as a prominent reference for further development.

He concluded his presentation with the example in Barcelona from 19th century: the “Eixample” neighbourhood built by Cerdà, which is considered the most comprehensive plan ever made. The city of Barcelona is still entirely relying on that plan, mostly because even though it might seem outdated, it did allow for necessary space for future development. The 19th century example shows that we should not exclusively rely on current technological advancement to deal with present and future issues; instead, it is better to develop plans based on long-term perspectives.

Mobility as a Service (MaaS) by Mr Teemu Surakka

Mr Teemu Surakka explained that Mobility as a Services (MaaS) is a concept which was born in Finland. For this reason, this approach to mobility can appear very different from mobility plans in other countries, like the Czech Republic. However, this is not a real issue, since MaaS should be seen as a way to enrich other forms of mobility planning.

Following this line of thought, he showed that MaaS has recently started to spread across Europe. To define the concept of MaaS, he proposed a definition that does not express the role of the principal operator (either public or private). Instead, it was suggested that MaaS should be intended as a: “multimodal and sustainable mobility services addressing customers’ transport needs by integrating planning and payment on a one-stop-shop principle”.

Different features and facts characterising the MaaS concept were then highlighted as they are listed below:



- **MaaS refers only to daily urban mobility.** Hence, air transport is not part of the modalities comprised in the MaaS concept.
- **All the mobility options that the final user has at his disposal have to be displayed on a single and convenient digital interface.** For instance, the slogan of “Tuup” (a Finnish MaaS application) is: “All mobility options in your hand”. Initially, the plan was to attract all the public transport operators/companies into one application. Only very recently the initial pilot project started to add car-sharing, bike sharing and taxis as an option.
- **A MaaS project should create value for both users and mobility service providers.** In brief, on the one hand, users are facilitated by a single digital interface providing both access to several mobility services and a direct payment option. On the other hand, mobility service providers can quickly optimise the entire transport system (thanks to an open data environment) and achieve a higher visibility on the market.

Important for the Partnership Urban Mobility is the role of public transport authorities regarding MaaS. Based on the Polis discussion paper on MaaS,¹ Mr Surakka raised the question whether a transport authority should be an enabler, a leader or refrain for intervening in and let the MaaS market develop unimpeded. The support of public authorities is decisive for the development of MaaS. For instance, the MaaS pilot in Turku by Tuup was a success, partly because of the active participation of local and regional authorities, who coordinated the involvement of the private sector. The participation of public authorities was beneficial to cohesively address the many administrative issues required to set up a comprehensive MaaS project for the Turku area.

Mr Surakka specified that apart from the Turku case, different approaches to generate a MaaS environment exist. Those approaches were presented in other three tendering models: (1) the **Access Model**, which is a fully market-driven approach where a private company create and operate the MaaS, (2) the **Tendering model**, where a public entity owns or controls the MaaS, and (3) the **Combination Model**, which is a publicly controlled MaaS platform with private entities having access to tickets and services redistribution.

Concluding with the role of the public the relevant work conducted by MaaS Alliance, which is a public-private partnership working to create the foundation for a conventional approach to MaaS through Europe, was underlined. Precisely, MaaS Alliance is focussing on the creation of a single European MaaS market that is based on common regulations and standards.

Concerning the MaaS market it was highlighted that the optimal environment for MaaS to evolve is to have a “Roaming ecosystem”, that is a MaaS system owned by multiple companies (not only one) cooperating with the public. More specifically, because a MaaS project, to properly function, has to operate as an aggregator of all the mobility stakeholders, both private and public, in order to assure common development. At the same time, other actors, such as different government bodies should be involved in the planning of MaaS, creating a governance framework that is able to address all the aspects involved in mobility, including the ones that

¹ POLIS (2017). *Mobility as a Service: Implication for Urban and Regional Transport*. Polisnetwork.eu. Available at: https://www.polisnetwork.eu/uploads/Modules/PublicDocuments/polis-maas-discussion-paper-2017---final_.pdf [Accessed 20 Nov. 2017].



might seem less connectable (for instance, users' privacy, health issues). To enable the development of MaaS, Finnish authorities are currently working on a general Transport Code and are set to allow for greater deregulation within the transport sector.

Mr Surakka concluded his presentation by providing the cases of three countries where the development of MaaS projects is proceeding very well: (1) Switzerland, which will be the first country to have a nation-wide MaaS owned by a single national operator, (2) Austria, with the city of Vienna, which is creating a public company (Upstream - next level mobility GmbH) to provide the technical platform and in partnerships with businesses are scaling the concept up to the national level, and (3) Finland, which is committed to allow an increased engagement of private entities on MaaS plans and thanks to that, new resources and new services are available without requiring additional public money.

Workshops

Identifying the challenges concerning SUMP and MaaS

The first part of the workshop brought all the participants to interact with each other and to focus on the challenges that the development of SUMP and MaaS could respectively entail.

The group working on SUMP identified these main challenges:

- Lack of expertise
- Integration issues by sector or intra-plan
- Prioritisation issues
- Implementation
- Participation and political support

The group working on MaaS identified these main challenges:

- Funding
- Public-Private interests
- Sustainability
- Social Inclusion
- Data and Knowledge
- Concentration of power

Developing solutions

The second part of the workshop was devoted to the elaboration of possible solutions to overcome each challenge identified during the first part, respectively for SUMP and MaaS.

The following solution/s were proposed for each SUMP challenge identified:

Lack of expertise – solutions proposed:

- Create funded experts exchanges between regions and countries;
- More knowledge exchange initiatives at the international level.

Integration issues by sector or intra-plan – solutions proposed:



- Have one specific ministry directly in charge to develop a SUMP;
- Create a national mobility action plan;
- Increase cities' accountability and responsibility (both top-down and bottom-up approach should be considered).

Lack of prioritisation – solutions proposed:

- Start elaborating pilot projects that might be useful to generate feedbacks for future integrated development;
- Monitor SUMP of other countries (best practices exchange).

Implementation issues – solution proposed:

- With the workshop being limited in time, only one, rather general, solution proposal on the topic of SUMP implementation was raised, namely allocating more resources. This shows that the implementation challenge needs to be further addressed.

Participation and political support – solutions proposed:

- Increase the general transparency around the development of SUMP;
- Strategically publicise the development of a SUMP;
- Increase the participation of citizens and aim to build a critical mass

The following solution/s were proposed for each MaaS challenge identified:

Funding – solution proposed:

- Create a system of incentives to involve more private investments on MaaS

Public-Private interests – solution proposed:

- Constitute a consistent legal framework that properly defines the role of private and public entities.

Sustainability – solution proposed:

- Include MaaS into a SUMP

Social Inclusion – solutions proposed:

- Enhance education and awareness of citizens concerning urban mobility;
- Create apps which are user friendly;
- Put in place a street information system.

Data and Knowledge – solutions proposed

- Establish a regulation permitting a greater availability of data;
- Design an access scheme to MaaS that allows the entrance only of entities that share their data.

Coordination and power – solution proposed:

- Include MaaS into an overarching governance framework (SUMP)



Plenary discussion and conclusion of the Policy Lab

Mart Grisel, with the support of Teemu Surakka and Nuno Norte Pinto, involved the participants in a plenary discussion concerning the Action Plan of the Partnership Urban Mobility. During this final session, the reflections collected around the two themes (SUMP and MaaS) addressed during the day.

This session generated the following recommendations:

- SUMP should be a cornerstone element of the governance domain. It should operate as the general framework for other mobility actions;
- Simplify actors'/partners' role in implementing SUMPs;
- Exchange common best practices on MaaS and SUMP across Europe;
- MaaS requires to be included on a SUMP to reach higher sustainability levels;
- Address the regulatory aspects impeding a full development of MaaS and SUMP;
- MaaS projects should be developed through a highly participated system to function at its best, involving both the public and the private sector.

In the end of this discussion, Mr František Kubeš informed the participants about the current state of the Partnership Urban Mobility, including information about the actions proposed by the Partnership.

General conclusions

The Policy Lab confirmed what was initially stated: the mobility sector is subject to relevant changes generated, in particular, by the necessity to reach environmental goals and by the ongoing digital innovation. What has emerged is that, in most of the cases, these types of changes will require major efforts to be appropriately integrated into the actual European mobility framework, and significant revision of the existing system might be needed. For instance, a leading aspect which has been stressed during the discussions on the two themes addressed (SUMP and MaaS) is that their full development will entail, in most cases, significant modifications of the current regulatory framework. A goal that will almost surely necessitate a robust political support, an active participation of the civil society and all the stakeholders involved in the mobility sector.

In this regard, the achievement to reach is an Action Plan for the Partnership Urban Mobility, which is able to offer the right initial response to many of the challenges ahead and to operate as a primary reference tool through which national and local authorities could start shaping the new European mobility. The Policy Lab was appositely structured to encounter the needs of this initiative and allows an exchange of knowledge functional to the development of the Action Plan. The inputs provided by the two international experts were undoubtedly strategic as they offered new perspectives from which understand and approach two of the main themes enclosed in the Action Plan and a path to move further. In this sense, the Policy Lab has been a great occasion for the Czech team involved in the planning and coordination of the Partnership Urban Mobility to recollect the thoughts and to clarify certain aspects just before the finalisation of the Action Plan.