

# Public transport authorities' strategies to develop and govern MaaS across six Nordic city regions

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## INTRODUCTION

Mobility as a Service (MaaS) is a concept that has generated much attention within the transport sector during the last few years. The core idea of MaaS is to provide mobility through “bundled offerings that facilitate the usage of multiple means for solving everyday travel needs” (Smith et al. 2018: 1), often by the “use of a single app to provide access to various mobility services with a single payment channel” (Li 2018: 232). It is commonly stated that this should be done with a focus on user needs, based on a digital platform with a high degree of integration, including information, payment, ticketing and potentially mobility packages for transport services from many different providers (Sochor et al. 2018).

Various types of initiatives to test and develop MaaS are under way, and public transport's role in these initiatives is often described as being the backbone of MaaS (UITP, 2016). However, this role in the development depends on how, and if, new mobility-services are integrated with existing land use and current transport planning. Thus, it is important to explore how Public Transport Authorities (PTAs) are currently working with MaaS, how they position themselves in relation to this new concept, and their strategies for developing and implementing MaaS in practice.

## AIM

The aim of the study is to gain a deeper understanding of how PTAs in six main Nordic city regions are currently working with MaaS, and their approach to integrate MaaS with existing public transport.

Research questions:

- What are the PTAs' key motivations and goals for MaaS?
- How do the PTAs engage in the development of MaaS?

## METHOD

Empirically, the study builds on qualitative interviews with public officers working with public transport and MaaS in six Nordic city regions: Copenhagen in Denmark, Oslo in Norway, Helsinki in Finland and Gothenburg, Malmö/Lund, and Stockholm in Sweden.

In addition, we have conducted workshops with planners and experts involved in the development of MaaS, and analysed policy documents, decisions and plans from the six city regions.

Analytical inspiration comes from interpretive policy analysis, governance literature and conceptualisations of possible pathways for public organisations in relation to “smart” mobility (e.g. enablement, leadership/prescription, laissez-faire) (cf. Pangbourne et al. 2018, Stone et al. 2018).

## RESULTS: ONE CONCEPT - MULTIPLE APPROACHES

### 1. Motivations and goals

PTAs in all city regions studied express a positive attitude to MaaS, and consider the concept as something that can contribute to the development of public transport. Across the PTAs, it was suggested that MaaS could contribute to a variety of goals, for example:

- Less congestion, reduced climate emissions and other air pollutants
- Reduced car-dependency and better travel options, also for citizens with complex travel patterns
- Increased cost-efficiency of public transport
- A way to attract more customers to public transport
- More attractive public transport; more door-to-door options and increased flexibility
- Innovation and new market developments – also in connection to other sectors

### 2. Ways to develop MaaS

#### Finland: Helsinki

The Act on Transport Services (2017) has required open APIs and third-party ticket sale, which enables the development of commercial MaaS services.

Several pilots have been carried out. New ones are being launched through the regional public transport authority (HSL) Idealab. All of them in partnership with commercial organisations.

A market-oriented approach. The public sector enables a commercially driven development. The PTA has no clear mandate to ensure that MaaS is well-integrated with existing public transport, but is trying to promote such a development through pilots.

#### Norway: Oslo

The PTA is exploring what MaaS could mean for them, and how to ensure that it gets well-integrated with public transport, and support goals of sustainable transport.

Developing a large pilot-programme based on the user perspective. A limited number of smaller pilots will lead to a large pilot 2021.

The PTA wants to take a role both as a producer and integrator of MaaS. They are not planning to open APIs and allow for third-party ticket sales.

#### Denmark: Copenhagen

The development of MaaS is linked to Rejseplanen: a nation-wide application for journey planning. This platform will be further developed to also include booking and payment.

Rejseplanen combines different types of publicly and privately delivered mobility services, which builds on a policy for open data.

Altogether, a focus on partnerships between public and private actors, within the context of a new national framework which requires openness for third-party ticket sales among other things.

#### Sweden: Gothenburg, Stockholm and Malmö/Lund

In Sweden, former ideas of a national mobility programme have been put on ice. The overall approach is to initiate pilots and “watch and wait” before taking any formal strategic decisions. At this point, it looks like Sweden will choose an approach where the public organisations enable a commercially driven development – but too early to say for sure.

#### Gothenburg

Since 2014, the PTA has a stated ambition to develop combined mobility.

The PTA is doing so by means of several pilots. Most pilots are done in partnerships with private organisations.

The PTA is opening up for third-party sale of tickets as a strategy to learn more.

#### Stockholm

Since 2016, the PTA is working to enable the development of MaaS. The PTA currently works with 3-4 pilot projects in partnership with private organisations.

One of the pilots will be launched in summer 2019. The PTA is opening up for third-party sale of tickets in pilots, as a strategy to learn more.

#### Malmö/Lund

Basic preparations have been made to enable pilot projects for MaaS. So far, no pilots have started.

### City regions studied in the project:



Source: Nations Online Project  
[https://www.nationsonline.org/oneworld/europe\\_map.htm](https://www.nationsonline.org/oneworld/europe_map.htm)

## CONCLUSIONS

The city regions have developed different strategies to develop MaaS, stretching from enabling and market-oriented, over partnership-approach to a more clearly publicly led development.

The problem that MaaS is intended to solve differs in emphasis among the city regions. Some city-regions emphasise goals for sustainable mobility; others city regions are more focused on innovation and market-development.

The different strategies and ways to frame MaaS lead to differences when it comes to what types of MaaS-initiatives that gets implemented (where and for whom), and how well MaaS gets integrated with existing public transport. And therefore ultimately what MaaS becomes in practice.

There is a need for more in-depth analysis and a broader discussion of opportunities and risks that are connected to different strategies and ways to frame and implement MaaS, especially when it comes to:

- How different approaches affect the long-term development of public transport.
- How different types of MaaS affect the possibilities to reach policy goals of environmentally sustainable and socially inclusive urban and regional development
- Possible implications of a more or less publicly or market-led development.

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