INTRODUCTION

Over the past year, with the exceptional and continuing COVID-19 crisis, restrictions have been implemented to safeguard health and contain the spread of the virus. Mobility will be severely disrupted in the long-term. Still, the public transport and mobility sector ensured continuity of service for essential workers and vulnerable persons, and the wider population once restrictions were lifted. The sector has also contributed to cushion the social and economic consequences of the crisis on our societies.

To reach this goal, transport authorities have exercised a key leadership role throughout the pandemic, in preparation for a better future. With international experiences, this Knowledge Brief showcases how some of UITP’s Organising Authorities members have dealt with the crisis and the key lessons learnt to build back better.

KEY OBSERVATIONS

Looking at the COVID-19 crisis, three striking elements for the sector have been apparent:

1. A change in mobility patterns. The sudden drop and slow recovery in public transport patronage has been tracked by UITP. Early estimates suggest that the drop has been as much as 80-90% in major cities from China to North America. Shared mobility service usage has decreased dramatically during and after the lockdown, while citizens have chosen individual modes such as cars, bicycles and walking. However, evidence shows that, if preventive measures are in place, the risk of contagion is low and public transport is safe.

1 This paper complements a key takeaway report, summarising two global workshops involving 40 organising authorities from the UITP network. The report, Prepare for a better future: Strategies, governance, trends and opportunities, is available for UITP members via MyLibrary. • 2 UITP, 2020. Public transport is COVID-safe. Policy Brief.
2. A revenue crisis. In countries where public transport mainly relies on farebox revenue, the economic model is at stake. Where available, financial rescue plans have supported the public transport industry to get through the crisis. However, there is limited public discourse on the support needed for public transport. Given the resource-constrained environment in which governments are currently operating, it is important to prioritise investments to sectors which provide beneficial impacts. Citizens aspire for more liveable and healthier cities and public transport is paramount to reach this goal.

3. Quick and agile responses to the crisis. Transport authorities and operators all over the world had to respond quickly with effective solutions to guarantee safe mobility, protection of staff and infrastructure. This included adapting the mobility assets like roads, curbs, pavements and services such as on-demand public transport and shared mobility.

A SPECIAL LEADERSHIP ROLE

With such a long-lasting crisis and broad scope of consequences, strong leadership is necessary. Beyond crisis management, this is about getting out of the crisis, bringing stability and building back better. This relies on outlining and implementing a vision, using specific tools and skills.

Even though fulfilling different roles and positions, public transport authorities (PTAs) have the responsibility to shape the bigger picture and consider all components of mobility systems, territories and stakeholders.

Consequently, PTAs have a special responsibility to:

1. Bring back passenger confidence and increase patronage.
2. Ensure protection of the environment, equity and social inclusion, and steer the economy on track following the shock of the pandemic. Sustainable cities rely on effective and high-capacity public transport systems to meet a high demand for mobility.

3. Ensure the work force, the assets and the business model are viable in the long-term so that the transport system keeps on moving. To do so, PTAs should encourage transport and mobility stakeholders to take risks.

Although the exercise of leadership out of the crisis is linked to a specific governance context and institutional arrangements, a general approach has been identified: understand, react and rethink. When making short-term ‘firefighting’ decisions, opportunities arising from the crisis could be lost in the long-term if the future is not considered.

Dealing with this crisis without regret requires PTAs to consider the long-term impacts. We call this “ambidextrous leadership”.

CRISIS RESPONSE: WHAT HAVE TRANSPORT AUTHORITIES BEEN DOING?

Transport authorities have been directly involved in implementing a variety of initial responses, often viewed as putting out fires.

PROVIDING ENOUGH TRANSPORT SUPPLY

Focusing on the needs of users, staff and assets, PTAs have worked with operators to adapt the level of transport supply and manage capacity. Measures have consisted of implementing additional and specific services and changing bus routes. These actions have primarily benefited essential workers and vulnerable persons, and kept public facilities and other essential services accessible, while ensuring physical distancing is possible.

Adjusting the level of supply

- In Helsinki, Finland, the services have been set at 90% for buses and 60% for trams.
- In Singapore, off-peak services and peak-time fringes benefit from an increase in transport supply.
- In Basel, Switzerland, service level reached 75% during the full lockdown in April 2020, but resumed to almost 100% when activities restarted, although some restrictions are still valid, and demand was around 65% in April 2021.
- In Barcelona, Spain, transport services have been running at 100% while the demand has reached 60% of pre-pandemic level.
In Queensland, Australia, urban and school service levels have continued to run at 100% and additional rail, bus and ferry services were implemented to support peak times.

Seoul’s PTA, Seoul Metropolitan Government (SMG), has called on operators to intensify cleaning 14 times stronger than usual.

In Belgrade, Serbia, recommendations have been formulated for public transport operators, taxis, bike-sharing and other free-floating services.

In Belgrade, Queensland and Ottawa, Canada, PTAs have ensured that public transport spaces are equipped with hand sanitisers.

In Helsinki and Seoul, masks and Personal Protective Equipment (PPE) have been provided for free or made available in vending machines.

In Singapore, up to 11,000 driving staff from operators, taxis and ride-hailing services have undergone regular COVID-19 testing and temperature checks. By showing healthy drivers and personnel (infection rate about 0.1%), transport operators have played their role to regain user’s trust in public transport.

To provide physically safe travel conditions to users, frontline staff and the community, PTAs have been involved in operating conditions specifications. This has covered capacity caps on transport, favouring back door boarding on buses and closing front doors and seats to protect the driver, and banning using the front seat in taxis. PTAs have enforced travel rules or cooperated with the police to ensure compliance and wellbeing of all.

In addition, PTAs have defined prescriptions and specifications for operators and mobility providers on cleansing, hygiene and sanitary protocols. This has led to an increase, both in frequency and scale, of disinfection on touchpoints, rolling stock and transport hubs.

Setting up specific bus services

In Lagos, Nigeria, an extra 250 high-capacity buses have been deployed.

In Seoul, South Korea, and Helsinki, public transport services connecting the airports have been adapted to carry passengers travelling from abroad safely and separately from other public transport users. Similarly, additional services have been set up to transport residents to health centres.

In Cape Town, South Africa, a dedicated service was set up for healthcare workers.

In Baku, Azerbaijan, express bus lines have been operating while the metro was closed. Cameras monitoring traffic and pedestrian flows have helped identify busy travel periods and scheduled additional bus services in real-time.

ENSURING A SAFE TRAVEL ENVIRONMENT

To provide psychologically safe travel conditions to users, frontline workers and the community, PTAs have formulated simple and consistent messaging. Communication on infection-proof networks, thanks to stringent cleaning protocols and transparent scientific information, has been used to regain trust. PTAs have also encouraged passengers’ responsible behaviours, sometimes by nudging them.

In Barcelona, Queensland and Seoul, coherent messages were prepared between all authorities and stakeholders for external communications to citizens.

In Queensland and Helsinki, where masks are not mandatory, responsible behaviour has been encouraged, such as avoiding ‘shoulder-to-shoulder’ travel. In other cities, mandatory masks have been strongly advertised by PTAs.
LIAISING WITH USERS AND THE PUBLIC

PTAs have adapted fares and ticketing to new travel conditions.

- Digital tools have been used in Seoul to inform users of the real-time network occupancy, suggest alternative routes, support contact tracing strategies and help citizens feel safe in public transport.
- In Ottawa, a COVID-19 Q&A hotline has been put in place.
- In Belgrade, a video aiming at raising awareness of users has been broadcasted widely.
- In Queensland, a COVID-safe public transport plan was published.

PTAs have gathered feedback and identified travel expectations.

- In Singapore and Barcelona, surveys were conducted among the public to better understand the reasons of the change in mobility habits (mobility frequency, modes chosen, profile of users...) and to implement measures that better meet people's needs. Regaining trust in public transport by targeting those who were distrustful or undecided was a key element of the communication strategy.

MANAGING TRAVEL DEMAND

PTAs have implemented demand management measures aiming at changing travel time and flattening peak travel. This approach aims at influencing travel behaviours and level of demand to ensure physical distancing and high quality transport conditions, focusing less on the calibration of supply to cover peak demand.

- In Barcelona, homeworking has been encouraged to reduce peak time commuting and to promote active and healthy transport solutions. Practically, initiatives have focused on hearing businesses concerns through personalised interviews and collaborative sessions. Moreover, a digital tool has been set up to help companies design customised, sustainable and safe solutions. This policy aims at facilitating the management of companies' mobility under the COVID-19 crisis.4

PTAs in cooperation with municipalities and road authorities have supported alternative transport solutions and modal shift towards sustainable modes by reallocating space in favour of non-motorised transport. Road traffic management measures have also been reactivated to hamper car traffic recovery.

- In Ottawa, Lagos, Cape Town, Belgrade and Seoul, more carriageway space for pedestrians and cyclists has made walking and cycling safer and more comfortable. Vehicle-sharing and micro mobility services have also been encouraged5.

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4 More examples can be found in UITP’s Flattening the peak travel time: Measures to better distribute travel demand Knowledge Brief
5 More examples are presented in UITP’s Mobility post-pandemic: A strategy for healthier cities Policy brief.
VARIOUS SUPPORTIVE STANCES

PTAs have adopted different supportive stances when liaising with various stakeholders. They have set objectives and defined the direction. PTAs have shared their expertise with stakeholders involved in managing the crisis, provided insight on the specificities of the transport sector to help formulate tailor-made recommendations from supply to capacity, ticketing, information and operating conditions.

HOW HAVE TRANSPORT AUTHORITIES BEEN INVOLVED IN THE CRISIS?

To execute such ‘firefighting’ measures, transport authorities have adjusted governance and work methodologies.

STRONG INVOLVEMENT IN CRISIS MANAGEMENT

PTAs have defined and launched their crisis response plans for public transport, using risk-based, scientific evidence to support decision-making and to provide a strong response.

Seoul’s pandemic response follows the SMART approach.6

VARIous SUPPORTIVE STANCES

In the UK’s capital, London, Milan in Italy and Singapore, road congestion charging schemes were paused during the pandemic as road traffic decreased. However, charging has since been reintroduced in efforts to curb overall congestion and poor air quality.

In Helsinki, several crisis management committees were quickly created within the transport authority in early February 2020. Plus, a crisis group composed of transport planners, public relation experts, safety coordinator, mid-level managers. Clear consultation, action formulation and endorsement processes were defined from an early stage. The Board of Directors has been working remotely since March 2020 and the CEO has been granted wider mandate to make decisions and take special actions.

In Switzerland, two national operators, CFF-SBB-FFS for rail and Postauto for urban and bus services, have co-ordinated the adjustment of service levels and implemented protective measures for all public transport companies.

SMART Approach of Seoul Municipal Government

PTAs have led or participated in crisis-management bodies involving a large variety of stakeholders.

In Barcelona, a three-tier governance structure has been set up. The Emergency Committee oversees the development of the integrated public transport system and discusses the critical issues affecting the whole system. The Operational Committee oversees technical and safety issues and develops innovative tools. The Communication Committee is responsible for campaigns and users’ perception.

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The Finnish PTA association has been regularly reporting to the national government on subjects such as the operational and economic situation of the sector and the level of patronage. The association has acted on behalf of different authorities, raised contradictions to national guidelines and helped to set a special crisis legal framework. A draft on infectious diseases has given authorities the ability to formulate instructions on social distancing and cleaning, but the regulation was not adapted and clear. PTAs of the association were then consulted to reformulate and improve the proposition.

PTAs have helped operators financially. They have made a significant effort to provide exceptional funding to cover the revenue crisis and extra costs incurred. PTAs have been lobbying governments with the support of operators to get special funding.

In Helsinki and Cape Town, PTAs have directed additional funding into vehicles and interchange cleaning.

Seoul has provided an extra €20 million for personnel and equipment costs and €8 million for emergency financial aid to small community buses.

Queensland’s PTA, Translink, has provided operators with €34 million.

When possible, such as in Belgrade or in Queensland, the PTA has relied on the mechanisms of the contracts with transport operators. The Finnish PTA association has lobbied for help, in close cooperation with bus operators, unions and municipalities. In Finland, 50% of urban ticket losses (worth €200 million) of extra budget was granted by the government.

PTAs have empathetically supported operators and service providers, who have been in stressful frontline positions. Transport for London has been working with third parties or contractors without the usual degree of formality. Similarly, some PTAs have managed to unlock certain clauses of their contracts with operators: Restrictions on service level or funding possibilities were levied. PTAs have also brought some support to the industry (rolling stock, construction and infrastructure…) by accelerating or supporting investments.

Finally, PTAs have protected their own staff by implementing homeworking policies. By creating safe working conditions, this has allowed colleagues to perform during this long-standing crisis.

**EFFICIENT DECISION-MAKING**

To provide responses to the crisis, PTAs have been acting differently from a business-as-usual manner. Firstly, PTAs have sharpened their expertise to analyse the crisis, understand the consequences, and implement solutions. Authorities have constantly monitored mobility patterns in close cooperation with operators to guarantee safe travel conditions.

Secondly, authorities have interacted with many stakeholders in a holistic manner, sharing their expertise and learning from others.

Thirdly, authorities have tried out new ideas and defined innovative transport solutions to meet the specific mobility needs in the context of this crisis. In a fast-changing environment, PTAs have adopted their working methodologies based on prototyping and quick assessment to strike the right balance between adjusting and bringing stability.

Finally, some authorities have conciliated crisis management and preparation of the future. While making firefighting decisions against the crisis, transport authorities have seized opportunities to build back better. By doing so, PTAs, have aligned short-term preoccupations and long-term goals.

7 For further support, check out UITP’s How to manage the workforce during COVID Knowledge Brief
Over one year after the start of the pandemic, transport authorities have stepped in to keep the wheels turning, to avoid an aggravation of the crisis and to stabilise the systems. Their approach has not been business-as-usual. Even though many challenges and uncertainties remain, it is time to think about the future of mobility.

Lessons learnt from the crisis are summarised below with 10 key questions related to crisis preparation and management, vision and mobility, and governance. These key topics focus on a transition towards a more resilient and attractive transport system.

**OPPORTUNITY TO BUILD BACK BETTER**

Transport authorities have strengthened their interest and abilities to prepare for future crises.

**1. How to strengthen the culture of risk preparation and management?**

Preparation and anticipation of multi-hazard crises and more volatile cycles are key. PTAs Risk Management (RM), Crisis Preparedness Plans (CPP), and Activity Continuity Plans (ACP) should consider a large diversity of risks derived from probable technology, energy, climate, health, social and political disruptions, and their different timelines (short- to long-terms). This approach relies on scientific evidence related to transport and health among others. This will help PTAs update and refine their crisis action plans, but also consider that planning future transport systems requires a focus on user and staff safety, infrastructure and rolling stock cleanliness, and more generally, to better articulate health and public transport.

Secondly, navigating troubled waters requires flexibility and agility. In such a context, decision-making should be open to options. On the other hand, governing in an evolving crisis is about striking the right balance between acting, assessing and measuring. Therefore, facilitating a trial-and-error or learning-by-doing approach supports agile forms of decision-making.

Thirdly, PTAs should provide careful and coherent communications to users, staff, public transport and mobility providers, and other stakeholders.

Fourthly, a crisis response should aim at recovery and resilience. For the best future, responses should aim for a transformation towards a more resilient system by leveraging the capacity and the quality of the transport system. This means identifying and seizing chances that will help fulfil an adjusted long-term vision.

**THE VISION OF A DESIRABLE FUTURE**

PTAs are adapting their vision of mobility and the conception of transport solutions; they take into consideration wider input and a larger focus for their strategies and investment priorities.

**2. What are the policy goals for PTAs?**

Given long-term challenges related to global warming, social equity and economic sustainability, a car-lite city is the future. This means no reduction of transport services nor investment during or after a crisis.

Additionally, it is important to imagine a desirable future to define policies and make decisions. This can rely on the set up of contrasted voluntary scenarios of mobility evolution (example of London, Vancouver, Barcelona, and Helsinki with specific scenarios for the future) towards a ‘new normal’ showing that a positive
recovery in patronage could happen. PTAs have adopted this approach to prepare for a more desirable future by engaging into a transformation of their sustainable urban mobility plans (SUMPs).

3. How to track lifestyle and mobility trends?
Policy responses to the pandemic have strongly impacted our way of life. How much will this change our future lifestyles and mobility patterns? Peaks may no longer be peaks, in which case capacity should be revised. Frequency, distance and modes used for trips may change. Growing modal shares for sustainable modes and a decrease mobility are also key questions. There still is uncertainty about the ‘new (mobility) normal’: it is key to understand the trends, user needs, and involve them in decisions.

4. Should transport policies focus on demand management?
COVID-19 has proven that large-scale and timely demand management can be effective and provide a complementary response to the traditional focus on transport supply calibration. Demand management translates not just into modal shift but also in reconfigured mobility patterns (change of travel time, destinations, and geography, use of internet to access services...). Two aspects of demand management are apparent: Firstly, the tools used to shape demand and flatten the peak to avoid overcrowding. Secondly, how accessibility to activities, people, and services can be improved. Transport strategies should consider the benefits from influencing lifestyles and demand for mobility in order to dissociate peoples’ accessibility needs and requirements to travel. Solutions should be considered that would change or substitute trips, such as develop online services and strengthen the integration between transport and land-use planning.

Remote working and digital accessibility requires robust digital infrastructure in cities. Unchecked technological progress could widen economic inequalities. Therefore, it is paramount to consider this digital development.

5. How to consolidate a sustainable and integrated transport supply?
The crisis has shown that multimodal, integrated and adaptative transport, managed as a service, is key. Such flexible services will complement high-capacity mass transport, for example flexible bus routing and scheduling would manage congestion and provide safe public transport. Moreover, integration is a prerequisite to ensure an environmentally friendly, healthy, and inclusive transport system and an alternative to the private car. This approach requires a change of mindset within the industry from transport provision to Mobility as a Service (MaaS) enabler, requiring a full integration of mobility components.

Managing data and equipping PTAs with data sharing and management strategies will help better liaise with users, understand trends and act effectively.

6. What about investment priorities?
Agile transport solutions, infrastructure, and public space design are crucial moving forward. Widespread consensus is that continuous investment in public transport is necessary and beneficial. In the short-term, it contributes to kick-start the economy. In the long-term, it strengthens the key role that public transport plays as the backbone of urban mobility, bringing welfare to our societies. Lastly, strengthening complementary mobility options contribute to a more resilient system.

Specific priorities identified by contributors to this paper focus on:

Greening fleets: In Lagos, the bus fleet renewal process involving private stakeholders, will bring about new soot free, CNG and electric buses. In Queensland, zero emission buses will deliver a world class transport system which meets customer expectations.

\[\text{UITP, 2021. How to build successful cities: Strengthening the integration between land-use and mobility planning. Policy Brief}\]
Infrastructures for public transport and non-motorised modes: In Cape Town, investments will cover such infrastructure and on-street bus priority schemes, ride-sharing and parking, identification of critical missing road links, development of High Occupancy Vehicle (HOV) lines, and Transport Oriented Development (TOD). In Ottawa, the second stage of the Light Rail Transit will be launched, transitioning towards a sustainable mobility system. In Seoul, investment will improve the connections between micro-mobility and public transport.

Digitalisation: In Ottawa, investment will contribute to implementing a barrier-free system to access public transport. This is based on an electronic and open payment system across all modes. Digital tools will also help adapt and make a flexible management of supply more likely. Queensland will similarly invest in a smart ticketing system.

HOW TO STRENGTHEN FUNDING TOOLS WHEN THERE IS A FUNDING SHORTAGE?

PTAs must consider financial means when implementing a new vision and governance. However, the funding and financing model of public transport has been jeopardised by the crisis. In many places, funding is highly dependent on farebox revenues, which have dropped during the pandemic. Tension is expected between tight public budgets, future funding requirements of all sectors of society (healthcare, schools, commerce…), and extra investment needed to improve our transport systems. It is crucial to secure other revenue streams. Working with private stakeholders can raise the question of investing more money into the system or using public money differently.

On the other hand, fare structures may need to be revised to better respond to new mobility patterns, and to encourage people to use the system beyond peak hours.

More knowledge on the topic of funding and financing will be provided by UITP.

EQUIPPING PTAS FOR A NEW GOVERNANCE MODEL

To implement the vision of a desirable future, PTAs should look at changing governance models and ways to prepare themselves.

7. What position should PTAs adopt?

The functions of PTAs should evolve to become integrators and facilitators, by adopting a holistic approach towards mobility policy goals which would align with other non-transport policies. This means a global and refined understanding of needs and behaviours, and an integrated vision of mobility services.

8. What does the PTA stakeholder ecosystem look like?

The future PTA ecosystem will involve many different stakeholders. To secure the strategic dimension of mobility policies, PTAs will cooperate with non-transport specialists such as urban planners, space designers, health and environmental specialists, economists, social workers and IT specialists. To integrate as many transport options as possible, PTAs will cooperate with a larger diversity of transport stakeholders such as public transport operators, small and large private mobility providers and mobility generator stakeholders authorities in charge of managing, designing, and policing the public realm. To ensure policy, political and technical consent, PTAs will liaise at different levels with decision makers, vision makers and plan makers.

Ottawa’s PTA has started to work with the private sector to provide both capital and funding, and mobility services.

Barcelona’s PTA works closely with businesses and provides tools to help companies implement sustainable mobility solutions.

Cape Town’s PTA has liaised with the Chamber of Commerce to get business support and change commuting habits, not also to mention other levels of governments, professional bodies, non-governmental organisations (NGOs).

In Lagos, transforming the informal sector is seen as a priority and requires a change in the governance landscape, which includes a close cooperation with the private sector, different levels of government and the police.

In Cape Town, a ‘big bang versus an incremental approach’ is weighed up in response to change in public transport. Experimenting, assessing and correcting the trajectory will be part of the process.

In Seoul, the municipality proposes to support development of new legal frameworks on new mobility solutions to facilitate the transition into the future. Change in the legal context should also contribute to new governance models.

9. What new skills should PTAs look for?
New strategies and governance models require new capabilities to make the industry more adaptative and nimble. This necessitates managing change and fostering innovation.

PTAs can review investments in human capital and develop new skills. The PTA workforce should benefit from non-transport expertise such as social science, communication, data analysis and digital skills. It is key to be able to work with small private service providers and the tech industry.

10. What legislation with support PTAs new functions?
Since the crisis, PTAs have used shortcuts while making decisions. To sustain this, legislation should evolve in alignment with practicality and broader strategies. Legislation should also allow decisions, leading to a quick adaptation of the transport system.
CONCLUSION

Public transport authorities have played a strong leadership role throughout the COVID-19 crisis by outlining and implementing solutions, out of their comfort zones. It is remarkable to note that PTAs have focused both on short- and long-term challenges, showcasing their ability to exercise an ambidextrous leadership. To prepare for a better future, PTAs are considering or engaging in a transformation process which applies to crisis preparation, mobility policies and governance among other things.

To build back for a better future, the key takeaways from PTAs are:

- **Advocating** to ensure the transport system keeps moving by shifting to holistic mobility solutions and providing necessary support for continuous development.

- **Forecasting** to better understand ongoing evolutions and adapt the system. As mobility strategies have been realigned, there is a better understanding of users and a stronger focus on a car-free lifestyle. This would imply a stronger focus on demand management and integrated mobility options.

- **Collaborating** with external players as a major element of the crisis governance. Involving non-transport stakeholders and mobility policies in decision-making, the industry is directly aligned with broader health, economic development, equity, environment protection and land-use planning.

By formulating these takeaways, PTAs of the UITP Organising Authorities Committee have fully adopted the message formulated by John Maynard Keynes, “The difficulty lies not so much in developing new ideas as in escaping from old ones.” All of this is promising for the future.

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