

Mapping of implementation constraints for strategic transport development actions

First findings

Kick-off Conference
Tallinn, 17 January 2013



Task 3.1 in a nutshell

- Topic: Analyse the constraints in implementation of strategic transport development actions by investigating past/ongoing transport development processes/initiatives
- Aims
 - Identify the problems with implementation
 - Identify the critical factors for successful effects
 - Gather and gain knowledge of lessons to be learned
 - Set the departure point for further work in WP4, WP5, WP6
- Results of desk research and questionnaire to be presented in Tallinn
- Further discussion of results so far
- More interviews with selected case representatives
- Draft report presented for WP3 working group in February/March
- Final benchmarking report ready in late March

Some problems with the implementation of action programs and policies

- The strategy/action program is just a policy and meant to be nothing else than a policy built on consensus
- The strategy/action program is a result of compromises
- The strategy/action program consists of several conflicts between priorities and goals

A model for a perfect implementation (Hogward and Gunn 1984)

- No external circumstances (political and/or economic)
- Enough time and resources
- The necessary resources available
- The political decision stays consistent (goal and funds/instrument)
- Independent from other actors
- The tasks to permit specified in a logic order
- Perfect coordination and communication between involved actors
- Decisions-makers want and have perfect control over the process

Survey among different strategic transport initiatives in the Baltic Sea area

Asked questions

- Main problems and challenges
- What was the product produced by the initiative (document, action plan, strategy)
- Effects of the strategy/action plan
- Critical factors to the described effect
- Lessons to be made

Respondents

- Baltic Gateway
- Framework for a BSR multimodal transport strategy
- South Baltic Development Zone- South Baltic Arc
- Green corridors
- Baltic Palette
- ÖRUS
- EUSBSR
- CPMR-BSC Transport WG

Results

- Problem/challenge
 - lack of power on the regional level
 - lack of joint strategies
 - bad coordination
 - to establish contacts and networking

Results

- Critical factors
 - Human and financial resources
 - Roles and responsibilities
 - Political ownership
 - Lack of instrument on regional level
 - Political ownership
 - Will of stakeholders
 - Stakeholders understanding

Results

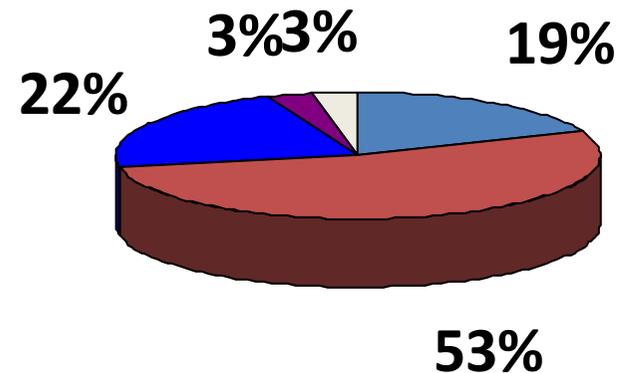
- Lessons
 - Necessary tools are often on the national level
 - Transnational processes
 - Clarify the purpose from the beginning
 - Learning process
 - How to involve important stakeholders

Early conclusions

- Perfect implementations do not exist
- Clarify the purpose from start (action plan or policy plan)
- Discuss the implementation from the beginning in the project
- Difficult to involve the important stakeholders

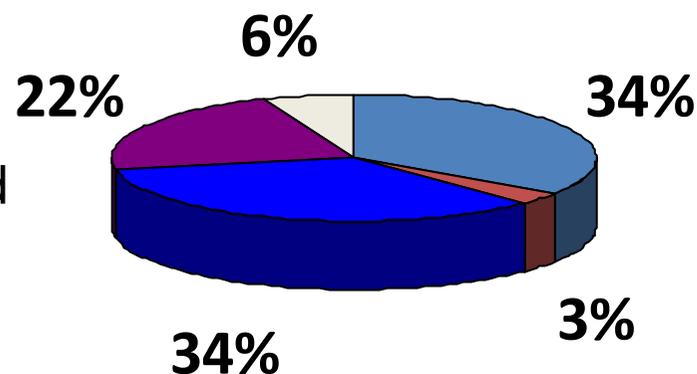
How do you achieve political ownership/leadership in implementing/carrying out an initiative?

1. Lobbying towards decision-makers by highlighting policy benefits of the initiative
2. Involvement of decision-makers in the planning process of the initiative
3. Profiling the initiative in the planning stage in order to fit it to the political priorities
4. Top-down (arbitrary) designation of roles and responsibilities in the implementation of the initiative
5. Other (please justify)



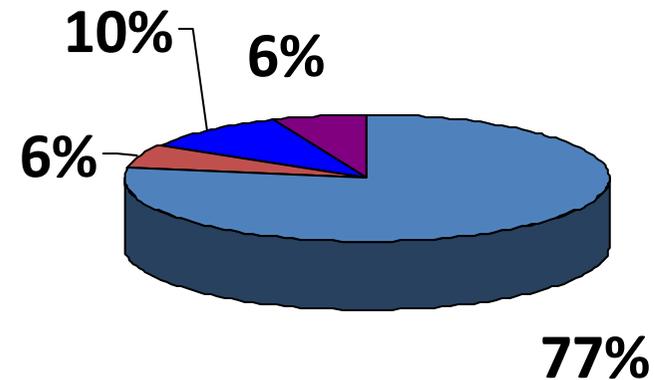
How do you achieve sufficient human & financial resources to implement the actions proposed/agreed by the initiative?

1. Early mapping of resources before taking concrete action (to avoid a wish list)
2. Innovative instruments (PPPs etc.)
3. Participatory process (more stakeholders allocating financial and human resources)
4. Common decision-making toolbox (as an already existing departure point to avoid wasting resources on analyses, studies etc.)
5. Other (please justify)



How should roles & responsibilities be designated when implementing/carrying out an initiative?

1. By distributing roles and responsibilities to the stakeholders who have been part of the process
2. Through regulations and incentives ('whip and carrot')
3. Through external coordination (outsourced neutral facilitator)
4. Other (please justify)



MLG in transport. Experience throughout Europe. Lessons for the Baltic Sea area

First findings

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Task 3.2 in a nutshell

- Topic: European experience in joint transport planning & development for corridors and integration areas
- Aims:
 - Help understand multi-level governance in transport
 - Define key success factors for participatory process
 - Set a departure point for specific analyses in WP3, WP4, WP5 and WP6
- Results of desk research to be presented in Tallinn
- Discussion with stakeholders to validate some hypotheses
- Interviews with selected case representatives to follow
- Draft report presented for WP3 working group in February/March
- Final benchmarking report ready in late March

Selection of cases

- Past/ongoing initiatives not animated directly by the TransGovernance partnership or the cluster on sustainable, multimodal and green transport corridors in the BSR
- Diversified rationale
- Varied formation & implementation stages
- Cross-border & transnational scales
- Monosectoral or multi-actor perspective
- Different geographical areas
- Different legal structures
- Meant to offer a good collection of cases for drawing conclusions and give recommendations to BSR TransGovernance work

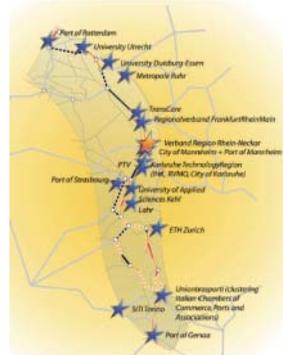
The pool of cases



Baltic-Adriatic Axis



CEEC



CODE 24



Scandinavian Arena



European Corridor



CORRIDOR 8



Magistrale for Europe



SEETAC

SETA



STRING

E U R O P A



KORRIDOREN

European Corridor

- Idea started in 1993 by 4 Swedish municipalities following the state proposal to construct a new railway between Jönköping and Helsingborg
- 2001 - non-profit association with currently ca 40 members (municipalities, towns, counties, chambers of commerce and companies in Sweden, Denmark and Germany)
- Aim: lobby for a high speed train project between Stockholm and Hamburg (Europabanan) with extension to Gothenburg
- Swedish organisation of Europakorridoren AB (Board, support members based on yearly fees)
- Position papers and discussions with the Swedish government
- 2012 - Swedish government's proposal to the Parliament to construct the sections of high speed train lines in the Corridor



Magistrale (Main Line) for Europe

- TEN project No. 17 to create a high-speed railway line between Paris and Bratislava (to be completed by 2020)
- 1999 - 'Main Line for Europe' Initiative founded by cities, regions, and chambers of industry and commerce located along the axis, in order to convince decision-makers to modernise the railway link
- Alliance based on a clear common interest with no legal structure
- General assemblies, thematic conferences, working group meetings, financial agreement for the Joint Secretariat
- Specific projects financed by voluntary contributions of the members
- Several studies commissioned, incl. INTERREG II C project finished in 2001 on regional socio-economic aspects of the link construction
- Results acknowledged by the High Level Group on TEN-T in 2003 → list of TEN-T priority projects of European interest
- Currently: position papers, resolutions, statements
- YET: objectives, strategy and activities from time to time put into question - topics of common interest to be shared!





CORRIDOR 8

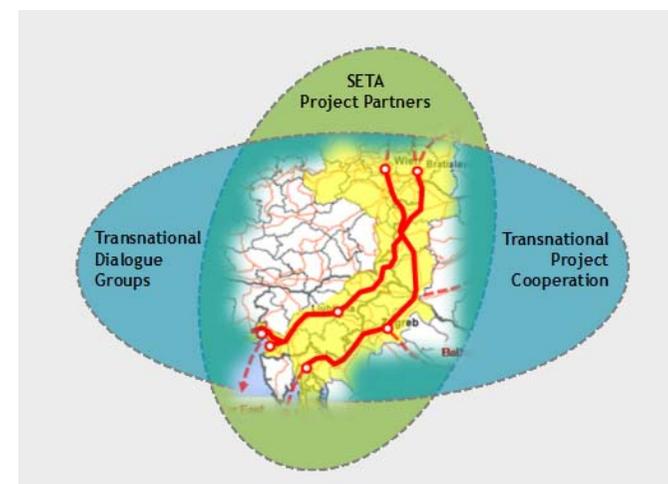
- Pan-European Corridor VIII linking the Adriatic-Ionian regions with the Balkan regions and Black Sea countries
- 1998 - Masterplan for the development of the Corridor by the U.S. Trade & Development Agency as part of the Southeast Balkan Development Initiative Programme
- 2002 - The Pan European Corridor VIII Memorandum of Understanding (MoU) signed between governments of Albania, Bulgaria, FYR Macedonia, Italy and Turkey; Steering Committee chaired by Italy + the Technical Secretariat
- 2003 - The Corridor VIII LED Network - alliance of local governments, local government associations and private sector organisations to promote local economic development along the Corridor through PPPs and cross-border cooperation
- Role: regional coordination mechanism for local interests along the corridor
- Board of Directors representing the institutional members + standing committees; secretariat provided by the Albanian American Trade & Development Association
- 2012 - Bulgaria and Italy struggling to make 'the still largely imaginary Pan-European Transport Corridor No. 8' a EU priority under the CEF instrument





South East Transport Axis (SETA)

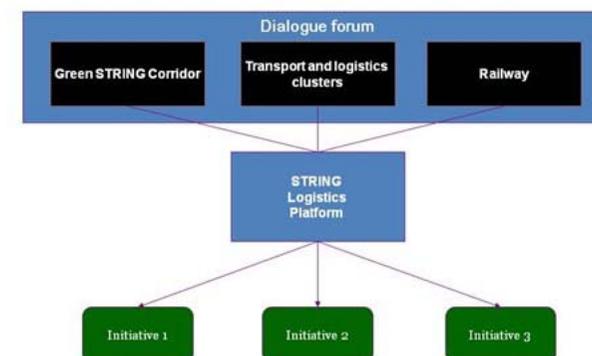
- SETA Corridor - interconnection between the Vienna/Bratislava region and the Balkan countries, the Northern Adriatic ports (Rijeka and Koper) as well as the corridors to Eastern Germany
- Project funded under the South East Europe Programme (follow up to SIC!), 2011-2013
- 11 partners from 6 countries (regional, national governments, cities, dev. agencies, R&D institutions)
- Objective: help develop development the Corridor through accessibility and logistic workflows measures as a basis for regional development in South East Europe
- Platform of Regions to bring together the regions, transport sector stakeholders, policymakers and other projects; purpose:
 - interface between the project and its environment
 - help integrate the measures in the regional/national/company development plans
 - ensure embedding of the SETA Corridor Development Plan (incl. concrete action plan for implementation)
- Dialogue groups established at these 4 levels to accompany the implementation process





STRING

- Political cross-border partnership (DE: Hamburg, Schleswig- Holstein, DK: Capital Region, Region Zealand, SE: Region Skåne)
- Founded in 1999 as an INTERREG A programme with the focus on establishing a new fixed link between Denmark and Germany
- 2008 - new objective : promote regional development and green growth along the modern and efficient transport corridor stretching from the Öresund Region to Hamburg
- Political Forum (meeting twice a year), Steering Group, (4x a year), Contact Group (monthly) and permanent STRING secretariat (since 2011) at Region Zealand
- Vision and 'STRING Strategy 2030' with 5 key priorities (incl. infrastructure)
- STRING role: analyses, statements, recommendations to assure that regional priorities and policies are coordinated and jointly lifted onto a national and European agenda (the STRING dimension)
- 2012 - STRING Political Statement on Infrastructure (advocating further improvements to the quality of the existing plans)
- Green STRING Corridor project till 2014, co-financed by the Interreg IVA Öresund Programme; 12 partners from Denmark and Sweden
- Goal: to facilitate cooperation between business, research institutions and public authorities in the STRING Corridor (via e.g. dialogue fora and logistics platform)





Den Skandinaviska Arenan

The Scandinavian Arena

- Collaborative venture between the Gothenburg-Oslo, Halland and the Öresund areas to create an integrated growth region in SW Scandinavia
- 2000- initiative taken by the Swedish Foreign Ministry, with the secretariat placed in Gothenburg
- 2004 - structure established as arena for political discussion and cooperation;
- Presidium and Cooperation Committee; secretariat function performed by Öresund Committee and Business Region Gothenburg
- Transport corridor: Oslo, Göteborg, Copenhagen and Berlin/Hamburg among the priorities
- Scandinavian Arena giving birth to Interreg projects supporting regional development along the corridor (e.g. COINCO, COINCO North, The Scandinavian 8 Million City) and supervising implementation (as a Steering Group for projects)
- 2012 - five specific thematic areas set for Scandinavian Arena and The Scandinavian 8 Million City (joint policy document)





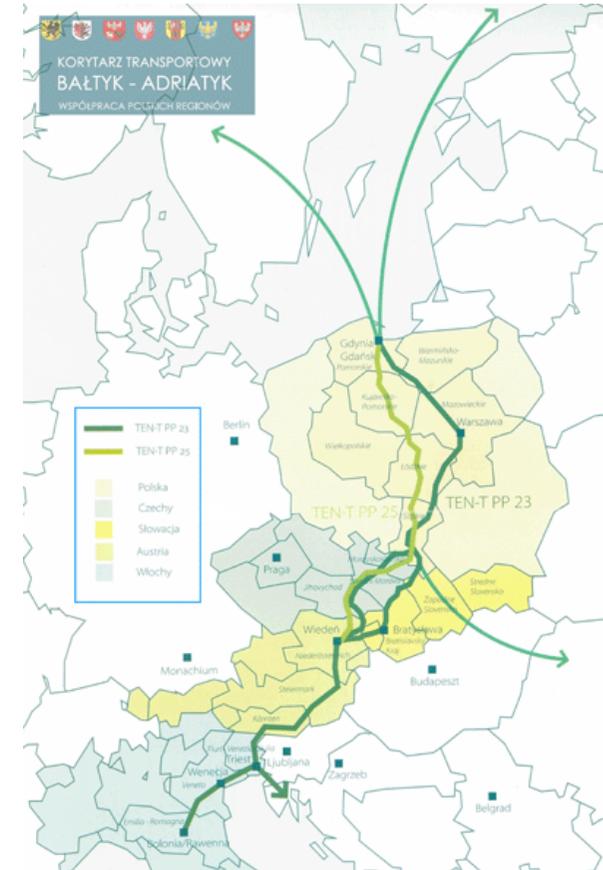
South East European Transport Axis Cooperation (SEETAC)

- Project funded under the South East Europe Programme to establish and implement an effective and coordinated South Eastern Transport Axis (SETA) framework, 2009-2012
- An ambition to foster the institutional cooperation between Pan European Corridors structures and Member States in order to, among all, rapidly implement transport priority projects
- 17 partners from 14 countries - transport ministries and R&D institutions
- Cooperation to facilitate matching of future investments, planning of cross-border projects and agreements on measures for the elimination of non-physical barriers
- Transnational conferences to communicate findings
- One of outputs: SEE Spatial Planning & Transport Operative Strategy to help integrate the South East Europe into the EU transport system
- 2012 - EGTC planned to help implement the Strategy and further strengthen the regional coordination vis-à-vis the EC and other IFIs



Baltic-Adriatic Axis

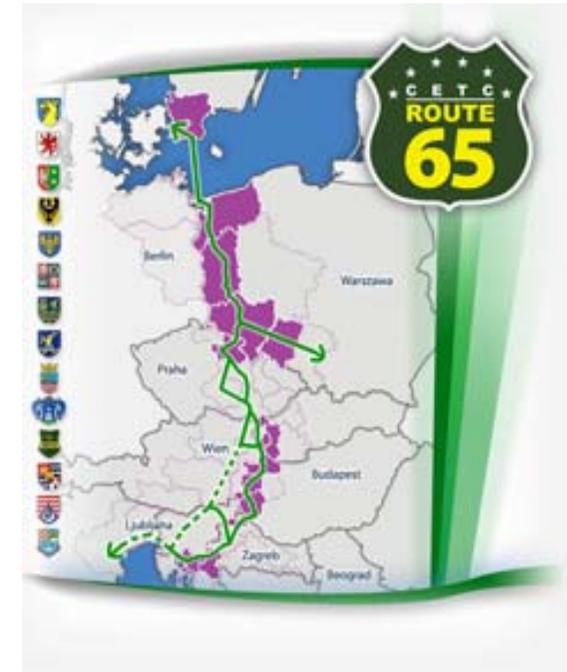
- Intermodal railway axis & TEN-T core network corridor, dubbed: 'backbone of the Central European transport network'
- 2006: letter of intent by 5 transport ministries to implement the Axis
- 2009: declaration of 14 regions to demand rapid action
- BATCo (Baltic-Adriatic Transport Cooperation) project, 2010-2013, 18 partners from 5 countries (ministries, regions, R&D, business)
- One of the objectives: to stimulate transnational cooperation along the axis towards coordinated investments and implementations
- 2012: Association of Polish Regions of Baltic-Adriatic Transport Corridor:
 - Promote the corridor development zone in and outside Poland
 - Ensure consistency of the interregional strategic and spatial planning in the corridor area in Poland
 - Initiate economic development projects
 - Monitor public and private transport infrastructure investments
 - Facilitate intermodal flows (connect businesses, remove barriers)
- Business actors interested to join as supporting members
- Cooperation with management body for Rail Freight Corridor No. 5 crucial





Central European Transport Corridor

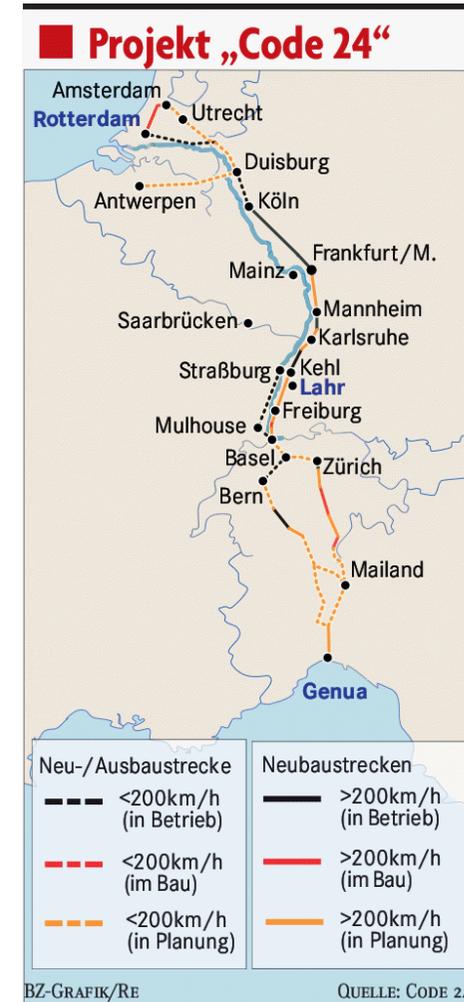
- Initially, cooperation intended to promote the E65 route as a key economic development factor in two regions: Skåne (Sweden) and Western Pomerania (Poland)
- 2004 - Interregional Agreement for the Creation of a Central European Transport Corridor (6 regions - SE, PL, CZ, SVK)
- Currently - 17 regions from 6 countries (SE, PL, CZ, SVK, HUN, CRO)
- CETC Initiative to establish favourable transport and development conditions through joint activities (regional cooperation, broad dialogue among corridor actors - cities, regions, business circles)
- 2007 - Transregional Steering Committee (member regions, rotating presidency, decisions by consensus, meeting twice a year)
- Technical Secretariat to implement Committee decisions, lobby and promote CETC, financed by annual membership fees
- 2010 - support from the national level (declaration of 6 transport ministries to promote development of the CETC within the green corridor concept)
- 2012 - international conferences on the socio-economic development of the regions located in the CETC area
- 2013 - towards the EGTC?





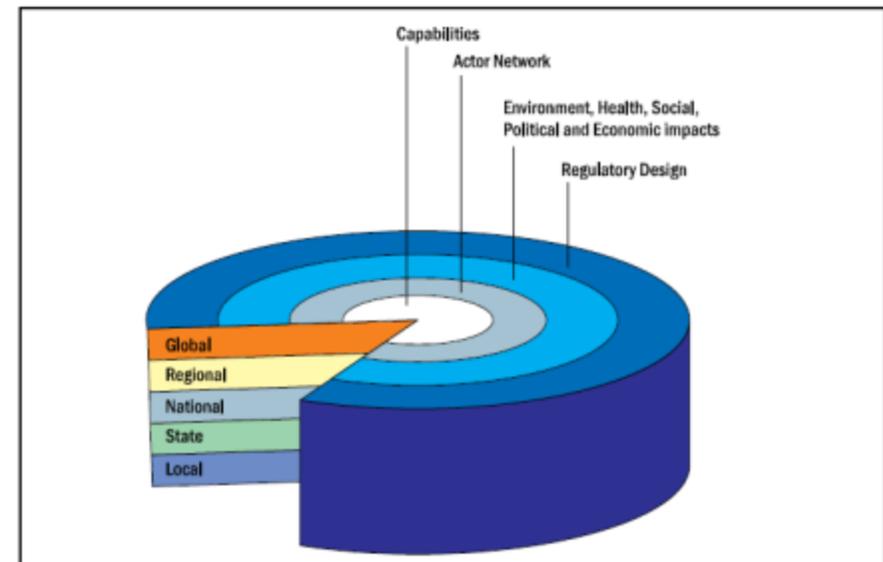
CODE 24

- Major European transport axis with 50% of the north-south rail freight
- CODE 24 - a strategic project of the NWE Programme to strengthen the trans-European railway axis (TEN-T) no. 24 from Rotterdam to Genoa
- Regarded a third pillar beside: EU Coordinator for Corridor 24; the EEIG Corridor Rotterdam-Genoa (railway infrastructure development) through coordinated transnational strategy (incl. economic development, spatial, transport and ecological planning)
- Aim: strengthen the position of regional actors and stakeholders; provide platform for: exchange and communication, cross-border concepts, coordinated action and decision
- Partners: cities, planning authorities, R&D, business actors + observers
- Political Advisory Board, incl. ministries and ECOM
- One of the objectives: enduring cooperation in Corridor 24 (EGTC) - 2014?
- Discussed role of the Corridor 24 EGTC:
 - Combining joint interests towards national, European and infrastructure institutions
 - Directing funds to corridor related activities and projects
 - Providing a central platform for communication
 - Improving visibility and promotion of the Corridor



Early conclusions

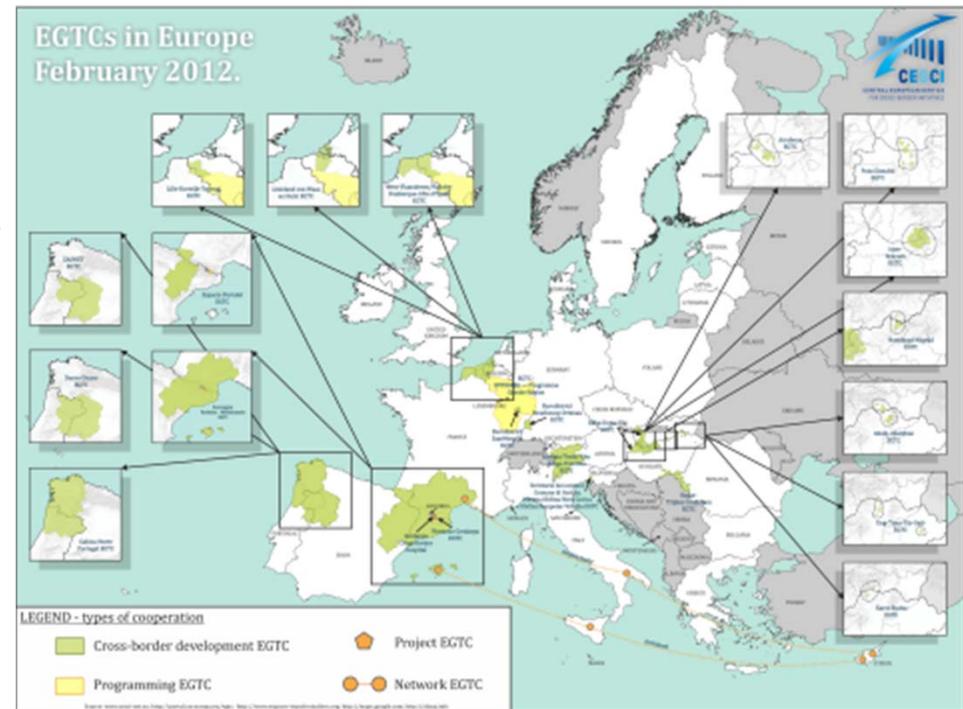
- Reasoning behind:
 - Catch up with global/European policies
 - No influence on decision-making at higher tiers, although forced to 'live with results'
 - More persuasive power in unity
 - Optimised/more structured development
 - Lagging behind transborder parts
 - Earlier experience of bottom-up approach and cooperation across the borders
- Regions very active - initiating cooperation or following up on governmental decisions; often 'supervising' development progress
- Interreg a good tool to voice pro-investment arguments
- Lobbying lengthy/less efficient if national governments not part of the process (e.g. Interreg project)
- Often asymmetric setups for the given process between national and local/regional levels; weak dialogue
- Formal structure felt important - less redundancy in cooperation
- Longing for EGTC - mobilise actors, increase commitment?



Source: www.teriin.org/div/ST_BriefingPap.pdf

Go for EGTC?

- The European Grouping of Territorial Cooperation:
 - cooperation structure acc. to EC Regulation No. 1082/2006
 - legal personality
 - to facilitate and promote territorial cooperation
 - public authorities in the EU (private - as associated)
 - does not replace any existing admin. level
 - suitable for implementing cross-border, transnational, interregional activities
 - unifunctional (manage programme/project) or multifunctional (e.g. governance of a cross-border territory or thematic network)
 - all members are even; one strong voice; enhanced visibility; legitimate framework towards IFIs
 - assembly and director as minimum bodies
- Political support and commitment needed!
- Clear mission and objective!
- Previous cooperation and certain degree of integration and trust
- No automatic access to EU funding



Source: www.interact-eu.net

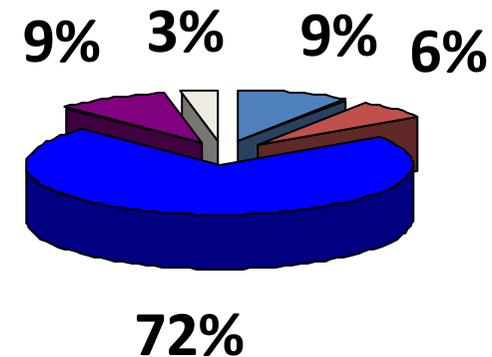
One of reasons for barriers/inconsistencies

Typology of regional management

Unitary states	Fragmented unitary states	Regionalised states	Federal states
Greece	Denmark	Italy	Belgium
Ireland	Finland	Spain	Germany
Luxemburg	France		Austria
Estonia	Netherlands		
Latvia	Portugal		
Lithuania	Sweden		
	Poland	UK	

What is, in your opinion, the optimum setup for managing the transport planning and development on a given transborder territory?

1. No formal structure; national authorities to lead the process; other actors to be open for dialogue
2. A lobbying organisation to maintain dialogue with national authorities
3. Joint association with all relevant public and private stakeholders and shared priorities
4. A formal EGTC structure with clear tasks and objectives
5. Other (please justify)



What is, in your opinion, the most important factor in optimising transport planning and development across the borders?

1. Quality of national vs. regional/local cooperation
2. Shared priorities by the cooperating stakeholders
3. Know-how in joint transport planning and development
4. Interreg programmes as a supply of financial resources for this purpose
5. Other (please justify)

