

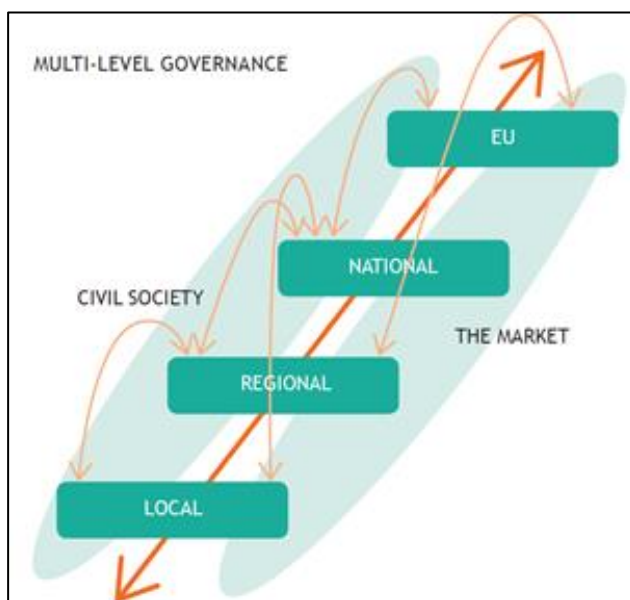


# Best practice in multi-level cooperation for transport and growth in the BSR

Thematic study

*TENTacle WP 5, Activity 1: Lessons learned*

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# Abbreviations

ARCA	Amber Road Cities Association (in Poland)
AVS	Strategic choice of measure study (åtgärdsvalsstudie, in Swedish)
BSR	Baltic Sea Region
B2B	Business-to-business
CEF	Connecting Europe Facility
CETC	Central European Transport Corridor
CNC	Core network corridor
DG MOVE	Directorate-General Mobility and Transport (EC)
EC	European Commission
EGTC	European Grouping of Territorial Cooperation
EU	European Union
EUSBSR	EU Strategy for the Baltic Sea Region
EUSDR	EU Strategy for the Danube Region
EWTC	East-West Transport Corridor
EWTCA	East-West Transport Corridor Association
FP7	7 <sup>th</sup> Framework Programme (EC, Research & Innovation)
GHG	Greenhouse gas
ICT	Information and communication technologies
KPI	Key performance indicator
LNG	Liquefied natural gas
MLG	Multi-level governance
MoS	Motorways of the Sea
MTAP	Macroregional Transport Action Plan (TransBaltic project)
NDPTL	Northern Dimension Partnership on Transport and Logistics
NECL	North East Cargo Link
NGO	Non-governmental organisation
NSB	North Sea-Baltic (in the context of corridors)
OECD	Organisation for Economic Co-operation and Development
PA	Policy Area (in relation to EUSBSR)
RBGC	Rail Baltica Growth Corridor
RBGF	Rail Baltica Growth Forum
R&D	Research and development
SME	Small and medium-sized enterprise
TEN-T	Trans-European transport network
TEN-T EA	TEN-T Executive Agency
TRIP	Transport Research & Innovation Portal
WP	Work package

# Executive summary

The report presents the activities and main results of TENTacle Activity 5.1 ('Lessons learned'), which aims at supporting the implementation of core network corridors by transferring experience from multi-level governance (MLG) accumulated through bottom-up corridor projects and other cross-border transport initiatives in the Baltic Sea Region. It summarises the best practices identified in achieving stakeholder commitment to joint implementation of strategies and actions in selected transport corridors and provides recommendations on how this accumulated experience can be utilised in the CNC projects in a systematic and organised way. These are formulated in the following lessons addressed to the most appropriate recipient:

## ***Lesson 1. Different perspectives makes it happen (to the EU Coordinators)***

Through their work plans, the EU Coordinators have acknowledged the need for a strong cooperation of all relevant stakeholders in their ambitious goal to move from a regional and national planning perspective to a corridor-oriented one. The stakeholder structures proposed by the projects examined in this report complement the CNC Corridor Fora with a bottom-up regional perspective that progressively gains more importance as attention shifts from the 'hardware' to the 'software' elements of the corridors. The EU Coordinators have a crucial role in exploiting the provisions of the TEN-T Guidelines and own initiatives like the 'Ideas Laboratories' to make the vision of CNCs realised by 2030.

## ***Lesson 2. Regional experiences can facilitate national planning (to national planning authorities)***

Transport corridors are spatially and institutionally often too complex to be dealt with effectively only by command-and-control planning practices. MLG is a set of working practices that enables coordination across different levels of authority, across different sectors and across different countries. Past projects have revealed that the BSR territorial cooperation projects have had limited impact on national transport planning despite the significant knowledge and experience on best practices these have accumulated. They can complement the work of the national planning authorities, which could be improved by facilitating institutional learning, integrating transnational aspects in the national planning, and exchanging national plans across the BSR in the consultation stage. The further processing of suggested measures should be based on an analysis of the relevance and compatibility of the proposed actions to the aims of the planning institution, and an assessment of their effectiveness, efficiency, political and public support, as well as the expressed intentions of neighbouring countries concerned.

## ***Lesson 3. There is no such thing as one-size-fits-all (to project developers)***

A variety of MLG schemes have been deployed by past corridor projects in the BSR ranging from loose non-binding arrangements (e.g. informal networks and thematic groups) to agreement-based cooperation (e.g. associations and alliances) and to more rigid binding structures (European Groupings of Territorial Cooperation and private companies). No scheme exists that would fit all situations. The selection among available options depends on factors like the objectives pursued, the time horizon, the flexibility requirements, etc.

## ***Lesson 4. Design stakeholder specific communication (to project developers)***

It is important to identify all stakeholders sharing an interest in a corridor project and to detect their expectations concerning governance, priorities, roles and decision-making procedures. Special attention should be paid in attracting private sector partners who tend to be less active in this kind of work despite their role in using the project corridors. A stakeholder involvement strategy should be prepared to define the approach to be followed for each group of stakeholders. Successful features of the dialogue with private stakeholders include focusing on their needs rather than on policy issues, pursuing communication via networks and associations, and meeting them in narrow sectoral groups or in private.

***Lesson 5. Consider the limited resources of lighter-weight players (to project developers)***

The participation of this type of stakeholders can be strengthened if project objectives and expected benefits are defined in a concise and easily understandable way, project activities are described in detail in terms of both context and location, specific topics suitable for the limited available resources are defined, and their involvement takes place as early as possible offering them the opportunity to influence project design.

***Lesson 6. Extend reach to include the general public (to project developers)***

TENTacle identified the limited impact that the bottom-up corridor projects in the BSR have had as regards the behaviour of the general public. It is conceivable that more effective public awareness campaigns would improve the participation of market and lighter-weight players, attract the attention of politicians and enhance the responsiveness of the national planning authorities.

***Lesson 7. Do not forget the low-hanging fruits (to project developers)***

The project should not forget to work with a limited number of measures and small, simple solutions that could make a difference on a hands-on level. Achievements of this nature contribute to project visibility that is necessary for meeting more ambitious targets.

***Lesson 8. Provide sufficient time to cope with expected & unexpected delays (to project developers)***

A step-by-step approach should be applied providing sufficient time for generating knowledge, engaging relevant stakeholders and attracting political attention. Given that external factors often influence the timely execution of a project activity, sufficient time buffers are necessary to enable adjustments if needed.

***Lesson 9. Ensure sufficient organisational and personal commitment (to project developers)***

Organisational commitment is indicated by the provision of the necessary human and financial resources to the project. What is more important, however, is the personal commitment indicated by an individual's sense of dedication to assigned responsibilities and tasks.

***Lesson 10. Get the right leader onboard (to project developers)***

This is easier said than done. The project planning and control power that the leader is entrusted with can make all previous project-related lessons work or fail. The right leader inspires others and develops a sense of commitment in all participating individuals.

***Lesson 11. Accommodate developments during project implementation (to Interreg Programme)***

Previous research has concluded that from the perspective of the participating stakeholders, the value of a project is maximised when it enables independent stakeholder groups to develop their own strategies. Project developers need to consider this when drafting the application. However, circumstances often change while the project is being approved or implemented. In these cases, assistance from the Project Officers is needed in applying the Programme Guidelines in as flexible manner as possible in order to accommodate the need to adjust project work to the current conditions. Despite the apparent necessity of a rather strict operational framework, there have been examples of a more accommodating interpretation of the Programme Guidelines that have proved beneficial.

***Lesson 12. History is fading away (to Interreg Programme)***

Difficulties were encountered in locating the deliverables of older projects. There is a need for an openly accessible depository of documents produced by corridor projects in the Baltic Sea Region in order to ensure that past results remain available for future use.

# 1. Introduction

The report presents the work performed and the results achieved under Activity 5.1 of the TENTacle project. TENTacle aims at assisting stakeholders in the Baltic Sea Region (BSR) to materialise gains in prosperity, sustainable growth and territorial cohesion generated by the implementation of the core network corridors (CNCs) in this part of Europe.

Aiming at removing physical, technical, operational and administrative bottlenecks along the major transport axes across Europe, CNCs were introduced in 2013 as an instrument for the coordinated implementation of the EU transport infrastructure policy. Three of the nine CNCs that comprise the entire EU core network pass the project region: the Scandinavian-Mediterranean, North Sea-Baltic and Baltic-Adriatic corridors.

Implementation of these three CNCs, planned to be completed by 2030, has a large but untapped potential to stimulate positive effects in the region beyond the pure transport sector and beyond the immediate geographical areas they pass. The exploitation of this potential by a broader group of stakeholders and in a wider geographical area requires tackling weaknesses related, for example, with a low awareness and deficient understanding of how the CNC implementation can help improve accessibility and connectivity in specific territories. This is the challenge that TENTacle addresses and to which Activity 5.1 contributes.

## 1.1 General project description

Given that specific mobility and connectivity challenges vary with location and require a place-based response, the stakeholder capacity-raising actions of TENTacle are oriented to both the regional and the macro-regional level.

At the regional level, seven pilot projects in different areas demonstrate how to strengthen potential CNC gains in different geographies and development contexts. The cases are launched in sites representing:

1. corridor node and transit areas (located along a CNC – WP2);
2. corridor catchment areas (located in a close distance to one or more CNCs – WP3); and
3. corridor void areas (located farther away from the three CNCs – WP4).

In each of the sites, the project addresses the growth challenges that may be resolved through a better physical and/or functional connection to the CNCs.

At the macro-regional level (WP5), the project will generalise the results of the seven pilot projects but also analyse win-win opportunities that enable core network corridors to:

- better serve the northernmost Baltic Sea Region areas; and
- be interconnected with the transport networks of the Eastern Partnership countries.

Through interfacing with the European Coordinators of the CNCs, transport authorities in the BSR countries, and pan-Baltic networks of local, regional and business decision-makers, WP5 aims at:

- guiding decision-makers in corridor node/transit areas, corridor catchment areas and corridor void areas on how to capitalise on the core network corridors irrespective of the geographical location;
- encouraging stakeholders in and outside the CNCs to be actively involved in their implementation;
- promoting a wider territorial perspective and a multi-actor involvement in the national and regional transport policy frameworks; and



- contributing to enhanced intergovernmental cooperation in the Policy Area Transport of the EU Strategy of the Baltic Sea Region (through the official approval of TENTacle as a EUSBSR flagship project).

This output will be delivered by the last activity of WP5 (“Enriching the strategic transport policies” – A5.5), which receives input from four other activities (“Lessons learned” – A5.1; “Impacts of the CNCs” – A5.2; “Catching the goods transports from the northern areas to CNCs” – A5.3; and “Interactions between the CNCs and transport networks of the EU Eastern Partnership countries” – A5.4). More information on project activities can be obtained from the TENTacle web site (<http://www.tentacle.eu/>).

## 1.2 Activity objectives

Activity 5.1 addresses one of the specific challenges for macro-regional cooperation, namely the need for incorporating the experiences in corridor governance acquired by the numerous bottom-up corridor projects that have been undertaken in the Baltic Sea Region in the last two decades. Given that the content of the term ‘bottom-up’ depends on the specific perspective being discussed, it is necessary to define the term right at the outset. In the transport corridor literature, the term is used to describe a corridor development model that is not ‘top-down,’ in the sense that no formal recognition of the corridor has been provided through legislative actions (refer to Section 4.1.3 for more details). For the purposes of the present activity, ‘bottom-up’ is used in the broadest possible way that includes all corridor-related initiatives other than CNCs, which are covered by Activity 5.2.<sup>1</sup>

The general objective of Activity 5.1 is to support the CNC implementation practice by transferring experience in multi-level governance (MLG) accumulated through bottom-up corridor projects in the BSR. As such, it serves as a bridge between TENTacle and past Interreg projects and other international transport initiatives with regard to MLG schemes.

The specific objectives of Activity 5.1 include the following tasks:

- Map the decision-making processes (in the MLG context) within selected corridor examples by:
  - evaluating if all relevant stakeholders were involved;
  - judging of involvement/absence reasons; and
  - assessing any specific management models applied.
- Place particular emphasis on the engagement of market representatives (manufacturing, transport and logistics industry) and the so-called lighter-weight players (smaller and rural regions/municipalities, NGOs, SMEs, etc.), since the latter are diagnosed as the least active in the CNC work due to insufficient resources.
- Analyse if jointly agreed and recommended transport and growth measures have been discussed by the national transport ministries and other authorities of the countries involved; identify what needs to be done in order to include them in the investment programs, and suggest grounds and criteria upon which they will be judged.

Desk research on the documents produced by corridor projects in the BSR combined with interviews with a number of individuals involved in managing either the projects themselves or the corresponding corridor governance structures has been selected as the method to be applied for the core part of the investigation. The preliminary results of this effort were presented in a stakeholder seminar organised by the Swedish Transport Administration, as TENTacle Project Partner, in Malmö on 23 May 2017 to discuss lessons learned and accumulated experience with the target group representatives. Good practices in attracting market and lighter-weight players was the main topic discussed in the seminar

<sup>1</sup> In this respect, Motorways of the Sea (MoS) projects that connect core network ports are considered ‘top-down’ ones, the remaining being ‘bottom-up’ projects.



together with possible ways strengthening the effectiveness of the involvement of business and macro-regional networks.

The results of Activity 5.1 form a common departure point for the TENTacle thematic work in the pilot cases (WP 2, 3 and 4) and further WP5 activities. In general, they are expected to contribute in alleviating the weak presence of CNC issues in the public policy development through recommendations to the European Coordinators and public authorities involved in the CNC implementation.

## 1.3 Structure of the report

For setting the scene, Section 2 reviews the work plans of the three CNCs passing the Baltic Sea Region together with those of the horizontal Motorways of the Sea (MoS) initiative and the EUSBSR. The review focuses on governance and stakeholder involvement issues. Section 3 supports this background material by presenting major findings of selected scientific literature on transport corridor planning and governance.

Section 4 is devoted to the review of material produced by 12 corridor projects and cooperation initiatives. The desk research results are augmented by input provided by representatives of the project management through answering a questionnaire and participating in one or more interview sessions with the authors of this report. The nature of the project and the availability of their output were the main criteria for selection, together with the willingness of their management to respond to our inquiries.

Section 5 presents the stakeholder input in three parts. The first one summarises the feedback received through the questionnaires and exhibits the aggregated results on the specific questions posed. The second one looks into the issues of stakeholder composition and adequacy of representation in more detail. The last part focuses on the involvement of the market and lighter-weight players and includes the feedback received during the Malmö workshop.

The lessons learned from TENTacle Activity 5.1 are summarised in Section 6 together with our recommendations to the authorities involved in CNC implementation, the national/regional transport planning institutions and the managers of future corridor projects.

## 1.4 Acknowledgements

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## 2. Top-down transport initiatives in the BSR region

The aim of fostering cross-border infrastructure development without strong extra-national/EU competencies has made necessary an implementation strategy based on softer measures like voluntary coordination and planning. Interreg Programmes is a tool in line with these policies/aims.

The role of diverse stakeholders is officially acknowledged by Regulation (EU) No 1315/2013, which established Union guidelines for the development of the trans-European transport network (TEN-T) and introduced the concept of core network corridors. According to Article 50 ('Engagement with public and private stakeholders'), projects of common interest relate to all directly concerned stakeholders, which may include regional and local authorities, managers and users of infrastructure as well as industry and civil society in addition to Member States.

The designation itself of a European Coordinator for each CNC signals the importance that the Commission places on the need for a coordinated implementation (Article 45). Furthermore, the European Coordinator is assisted by a Corridor Forum, a consultative body of stakeholders established and chaired by the Coordinator in agreement with the Member States concerned (Article 46). Moreover, the Coordinator may set up and chair corridor-specific working groups focusing on modal integration, interoperability, and the coordinated development of infrastructure in cross-border sections (Article 46), while the possibility to consult any stakeholder in relation to the work plan and its implementation is foreseen by Article 45, always with the agreement of the Member States concerned.

Within this framework, the work plans of the three Baltic Sea related core network corridors, the Motorways of the Sea initiative and the EU Strategy for the Baltic Sea Region are reviewed in the following headings in an effort to examine how stakeholder involvement is treated by these top-down initiatives.

### 2.1 The Scan-Med work plan

With more than 9,300 km of core rail and greater than 6,300 km of core road network, together with 25 core ports, 19 core airports, 45 core rail-road terminals and 19 core urban nodes, the Scandinavian-Mediterranean (Scan-Med) core network corridor, crosses almost the entire continent from North to South encompassing eight countries. The reviewed 2015 Scan-Med work plan provides a detailed description of the key characteristics of the corridor, a critical analysis and identification of infrastructural gaps, and the European Coordinator's recommendations on implementation priorities (EC, 2015a).

In terms of corridor governance, Pat Cox, the European Coordinator for this CNC, puts emphasis on the vision and leadership required to challenge the diversity of the numerous national and regional authorities concerned, all of which have their own preferences and interests, their own historical, constitutional and institutional legacies and traditions. A bottom-up process is needed, Cox states, to find sufficient common cause to make the best use of the planned investments. This is particularly important it is argued in relation to achieving consensus on the policy software (e.g. regulations, technological improvements or improved vehicle capacity utilisation) needed to optimise the social, environmental and economic value of the ongoing hardware investments. Such policy changes are even more demanding in the case of multi-dimensional, cross-border, interregional and multimodal projects of the CNC sort.

The Corridor Forum Cox argues further has been a valuable learning by doing exercise, as it has enabled the multilateral dialogue and engagement of actors in the Member States, while it is opening

up to increasingly wider stakeholder participation. Acknowledging that the innovation, multimodality and sustainability dimensions of Scan-Med need further elaboration, Pat Cox proposes to exploit over time the Corridor Forum as an innovative governance tool encouraging and integrating other transport policy initiatives such as smart and sustainable urban transport, green corridors and innovative traffic management systems. This is to be done by supplementing the Corridor Forum with the so-called 'Ideas Laboratories' fostering peer-to-peer interaction, communication and also knowledge and best practice sharing. Potential topics include the setting of CO<sub>2</sub> emission reduction targets, local air emissions and noise reduction targets; the creation of 'ultra-low' emission zones; the reinvention of last mile urban logistics; and the development of door-to-door transport solutions and services for people. Thus, Cox argues that the Corridor Forum could transform into a 'polylateral' governance tool, where the bottom-up and the top-down approaches meet, and benefits are created for regions, cities, ports, airports and rail-road terminals as well as for relevant user and civil society groups.

In addition and without replicating existing structures, Pat Cox proposes to strengthen cross-border dialogues by organising dedicated working groups focusing on coordinated project implementation that includes elements such as financing, environmental assessment and the involvement of civil society.

Pat Cox is determined to use best endeavours to design and establish systems of governance that forge diverse interests and mobilise a unity of purpose around common themes.

While drafting this section of the report in autumn 2016, the authors got access to a revised Scan-Med work plan, still in draft version (EC, 2016a). The document displays the Key Performance Indicators (KPIs) used for monitoring compliance with the technical infrastructure parameters of the TEN-T guidelines and presents the 2016 status of these against the baseline values (2014) for Scan-Med.

Pat Cox appears satisfied with the governance structures. Two Ideas Laboratories were organised during the first four months of 2016 (on ports and rail-road terminals respectively). Based on the view that "keeping the public informed and positively engaged is an indispensable requirement of any successful long term infrastructure planning and delivery," Cox intends to retain the combination of Corridor Forum, Working Groups and Ideas Laboratories as a platform for sharing bottom up and top down perspectives and for facilitating peer-to-peer communication. Cox also remains willing to address or meet stakeholders associated with the corridor or its hinterland. Cox considers such activities as valuable tools for addressing issues like increased efficiency and environmental sustainability, which now is forecasted to come more into focus after having identified the 'hardware' elements of the corridor.

## 2.2 The North Sea-Baltic work plan

The 3,200 km long North Sea-Baltic (NSB) corridor joins the Baltic Sea Region with the low countries of the North Sea Region. It is the northern-most corridor connecting the developed western markets with the eastern markets of four newer Member States (the three Baltic States and Poland). The offer of an interoperable direct link from Tallinn to Warsaw (Rail Baltic project) is a strong strategic component of the NSB corridor, as it constitutes an alternative to the predominant traffic flows with and through Russia and Belarus.

In the 2015 work plan, Catherine Trautmann, the European Coordinator for the NSB corridor, places particular emphasis on stakeholder involvement in the development of the corridor (EC, 2015b). At a time when the concept of European integration is under heavy criticism, Trautmann argues that stakeholder support is considered vital if transport policy is to be successfully implemented. The CNC concept promotes cooperation between stakeholders, strengthens complementarity with Member State actions and offers opportunities for stakeholders to contribute to the objectives of the new transport infrastructure policy.

Four Corridor Forum meetings were organised in 2014, which included participants not only from the eight Member States concerned, but also from the infrastructure managers, the ports, the inland ports and the regions along the corridor. They proved both important and constructive according to

Trautmann. These meetings, together with the two working groups on ports and regions, also organised during 2014, comprise the multi-level governance element of the CNC structure. Based on the compilation of the work of all stakeholders, the work plan provides a common vision on the process towards realisation of the NSB corridor.

Moreover, Catherine Trautmann makes direct reference to other multi-governance frameworks for cross-border development like the macro-regional strategies (e.g. EUSBSR) and the EUREGIO<sup>2</sup> cooperation projects and suggests integrating them into the implementation of the corridor. The Coordinator sees the existing EUREGIO cooperation schemes as an inspiration for other cross-border projects along the NSB corridor and considers the Corridor Forum as the first step in the direction of organising the participation of regions and cities through a bottom-up approach. Regional cooperation mechanisms along the corridor can contribute in the development and integration of infrastructure into the regions and cities, generating benefits in terms of accessibility and economic growth.

As the Rail Baltic project moves to the implementation phase, the Coordinator expresses the view that ‘we need a much stronger approach to communication and information’ in order to build the necessary consensus among different actors both within and between the Member States. Considering it as the Coordinator task to act as a facilitator and to ensure an inclusive approach, Trautmann finds inclusion to be essential for the ultimate success.

## 2.3 The Baltic-Adriatic work plan

Involving six Member States (Poland, Czech Republic, Slovakia, Austria, Italy and Slovenia), the 1,800 km long Baltic-Adriatic corridor connects the Baltic ports of Gdynia/Gdańsk and Szczecin/Świnoujście with the Adriatic ports of Trieste, Venezia, Ravenna and Koper.

The vision statement of Kurt Bodewig, the European Coordinator of the corridor, is indicative of his approach (EC, 2015c):

“My vision of the Baltic-Adriatic Corridor is that this corridor turns into a corridor of sustainable and socio-economic growth and that it becomes much more than the mere transport infrastructure. I wish that this corridor becomes a key development zone and that it plays an important role as one of the main drivers of economic development in Central Europe... It needs to be well embedded into national and regional development strategies as to maximise the positive influence of its transport infrastructure on other social and economic sectors. We thus need to come from a regional and national planning perspective to a real corridor perspective... In order to reach this ambitious goal, a strong cooperation of all relevant stakeholders at all levels of intervention will be needed.”

During 2014, Bodewig organised four Corridor Forum meetings with a gradually increasing number of stakeholders and two working groups – one dedicated to ports and another one to regions. The results of this consultation process are included in the work plan, which assesses compliance with the technical requirements and presents the corridor priorities.

Two of the proposed measures accompanying the investment priorities relate to the regional dimension. Firstly, the need is emphasised to inform citizens and capture their concerns in an effort to accelerate the planning and approval processes of major transport projects, especially when environmentally sensitive areas are affected. According to Bodewig, regional planning procedures need to integrate forward-looking information and participation tools as to ensure that decisions are legally sound and non-contestable. Secondly, the Coordinator underlines the key role of regions in corridor implementation, particularly along the Baltic-Adriatic axis due to the long tradition of cross-border regional cooperation. Bodewig makes direct reference to macro-regional strategies (EUSBSR and EUSDR), numerous cross-border interregional cooperation projects (such as BATCo<sup>3</sup> and

<sup>2</sup> EUREGIO refers geographically to a section of the Dutch-German border area covering parts of the Dutch provinces Gelderland, Overijssel, and Drenthe as well as parts of the German federal states Nordrhein-Westfalen and Niedersachsen.

<sup>3</sup> The Baltic-Adriatic Transport Cooperation (BATCo) project (2010-13) was implemented through the CENTRAL EUROPE Programme (with EFRD co-financing) to advance the Baltic-Adriatic axis and its competitiveness.

SONORA<sup>4</sup>) and to institutions like the Baltic Sea Forum or the Association of Polish Baltic-Adriatic Corridor Regions. Bottom-up initiatives like these are strongly supported and encouraged and all relevant stakeholders are invited to create synergies with the corridor activities. Special reference is made to the six European Groupings of Territorial Cooperation (EGTC) established in relation to the corridor and the assessment of the effectiveness of this instrument in a cross-border context is suggested.

Kurt Bodewig expresses his intension to increase gradually the number of stakeholders invited to the Corridor Forum, to introduce additional thematic working groups and to strengthen dissemination and communication activities, while extending an open invitation to all stakeholders to cooperate with the Coordinator in implementing the Baltic-Adriatic corridor plan.

With the revised work plan (still in draft at the time of reviewing), the Coordinator reports the extension of the working group on ports to include rail-road terminals and the extension of the working group on regions to include urban nodes and macro-regions (EC, 2016b). Bodewig also announces his intension to establish bilateral working groups for those critical cross-border sections that do not have one already, and cites TENTacle as an Interreg project active in the area.

## 2.4 The MoS work plan

Motorways of the Sea (MoS) represent the maritime dimension of the TEN-T network. As such, MoS are a TEN-T horizontal priority, which supports and integrates the development of maritime transport, ports and their hinterland connections, whilst promoting the deployment of infrastructure, transport technology and information systems.

With his 2015 work plan, Brian Simpson, the European Coordinator for MoS, identifies three key priorities for action (EC, 2015d):

- Environment;
- Integration of maritime transport in the logistics chain; and
- Maritime safety, human element and traffic management.

In order to disseminate the MoS work produced so far and consult stakeholders from the institutions, the industry and civil society organisations, the Coordinator organised in 2016 three special MoS conferences, one for each of the above topics. The feedback received formed the basis for a Detailed Implementation Plan for the MoS, which was approved in December 2016.

Furthermore, Brian Simpson plans to organise more specialised thematic stakeholder meetings on topics such as peripheral maritime regions and Arctic/ice navigation.

## 2.5 The EUSBSR action plan

The EU Strategy for the Baltic Sea Region was initiated in 2007 by the request of the European Parliament for a strategy addressing the urgent environmental challenges arising from the increasingly visible degradation of the Baltic Sea. Since then, it has evolved into an integrated framework that allows the European Union and Member States to identify needs and match them to available resources by coordinating appropriate policies in several fields. In 2012, the European Commission specified three overall objectives for the Strategy: ‘Save the Sea’, ‘Connect the Region’ and ‘Increase Prosperity.’ The latest version of the Action Plan (EC, 2015e) comprises 13 Policy Areas and four Horizontal Actions built around these three overall objectives.

The Strategy has no funds of its own and relies on ‘a coordinated approach, synergetic effects and, on a more effective use of existing EU instruments and funds, as well as other existing resources and financial instruments.’ By co-funding flagship projects, like TENTacle, that comprise an

<sup>4</sup> The South-North Axis (SONORA) project (2008-12) was another CENTRAL EUROPE project aiming to improving transport infrastructure and services across Central Europe.



implementation tool for EUSBSR, the Interreg Baltic Sea Region Programme is one of these financial sources. According to the Action Plan, the nature of the Strategy requires an integrated and coordinated governance of the Baltic Sea region, between sectors of society as well as between regional and local authorities in the respective countries. The Council of the European Union of 21 October 2014 called ‘the Commission and the Member States to actively support the multi-level governance approach recognising the potential substantial contribution from all levels of society in implementing the macro-regional strategies.’

Stakeholder involvement is a key feature of the EUSBSR governance scheme, affecting almost every implementing actor. The promotion and facilitation of stakeholder involvement, the encouragement of dialogue and cooperation with stakeholders, and the dissemination of information, best practices and lessons learned in implementing the EUSBSR appear in one way or another in the tasks of the European Commission, the national coordinators, the policy area/horizontal action focal points and the policy area/horizontal action coordinators. A steering committee/coordination group composed of selected stakeholders assists the policy area/horizontal action coordinators in their duties.

Furthermore, a considerable number of regional organisations, networks and initiatives are involved in the EUSBSR implementation. They represent states (including non-EU ones), regional and subregional authorities, cities, parliamentarians, spatial planning authorities, maritime interests, NGOs, academia and think tanks. Moreover, there is an entire horizontal action devoted to ‘Capacity,’ offering capacity building support for the implementing stakeholders, using multi-level governance as the overall guiding principle.

## 3. Selected scientific results

The purpose of this section is to support the background material of Section 2 by presenting selected scientific findings on transport corridor planning and governance. By no means can this be regarded as a complete review of literature. The only selection criterion deployed is the usefulness of the topics presented here in grasping the material of the subsequent sections. Neither coverage of the selected topics is full. It goes only as deep as the report scope permits.

### 3.1 Transport corridors as multi-dimensional affairs

In the recent past, infrastructure corridors gained recognition as a useful network structure in freight transportation when they offered a solution to the congested (due to containerisation) European ports by channelling freight to the hinterland (Witte et al., 2013). In fact, the need to address the significant institutional and technical fragmentation of the European transport industry soon added an institutional side to the functional role of the corridor concept (Priemus and Zonneveld, 2003).

In the early 1990s, the meaning of the corridor concept was further broadened on the assumption that enhanced connectivity stimulates the economic performance of lagging regions. As Priemus and Zonneveld (2003) nicely put it, “the assumption was that traffic and infrastructure are not only derived from social and economic processes but to a high degree determine these functions as well.” The corridor concept was explicitly linked to the EU cohesion agenda and became a comprehensive planning tool. As such, corridors affect a number of policies like land use, agriculture, housing and the environment. Thus, they should be considered as a ‘multi-dimensional affair,’ striving to integrate a number of sectoral policies including transport, housing, economic, agricultural and environmental policies (Witte et al., 2013).

It is true that corridors contrast main objectives of traditional spatial<sup>5</sup> planning, such as the preservation of open spaces and the currently popular realisation of compact cities. However, the areas in which corridor development takes place are too spatially and too institutionally complex to be dealt with only by the traditional command-and-control planning. Besides passing national borders, they also pass numerous local and regional administrative borders, all of which correspond to specific responsibilities (de Vries and Priemus, 2003). This complexity was increased further when the EU establishment resulted in the introduction of an extra layer of governance. Marshall (2014) claims that the EU scaled policy making for major infrastructure upwards and weakened national and regional spatial planning.

It is often argued (Priemus and Zonneveld, 2003; Arnold, 2006; BSR TransGovernance, 2014; EC 2015e) that corridor development requires coordination improvement at different levels:

- between different policy sectors and segments of society;
- between public and private organisations;
- at the cross-border level; and
- between central and local governments.

This is easier said than done. Multi-level governance (MLG) is a working method that offers the necessary flexibility. To describe it, we will borrow the definition that de Vries and Priemus (2003) use for ‘heterarchy,’ the “self-organised steering of multiple agencies, institutions, and systems which are operationally autonomous from one another yet structurally coupled due to their mutual interdependence.”

<sup>5</sup> The term spatiality is used in human geography to refer to the complex ways in which social life is organised and to the ways in which social relations are established and evolved within space.



## 3.2 Stakeholder involvement in transport planning

Adequate institutional capacity and the involvement of all relevant stakeholders play a key role in MLG. Institutional capacity building refers to the creation of the necessary conditions for collective action. De Vries and Priemus (2003) distinguish between hard conditions such as the legal procedures and soft ones such as the mutual trust or a common vocabulary among stakeholders. They argue that what enables stakeholders to interact in a constructive way is the social capital, defined as the links, shared values and understandings in society that enable individuals and groups to trust each other and work together.

The involvement of relevant stakeholders in transport policies is gaining importance lately, as it has been recognised that better understanding of the challenges that transport policy faces is a precondition for public acceptance of the proposed solutions.

Although in general regions benefit from economic growth, corridor development is not problem-free. It has been associated with unregulated urbanisation ('ribbon development'), congestion and 'pipeline and tunnel effects' that arise when regions or areas accommodate infrastructure but do not benefit from it (de Vries and Priemus, 2003). In addition, corridor related land development could compromise the performance of adjacent infrastructure resulting in costly belated retrofitting of both land and infrastructure (Hamilton et al., 2013). Numerous cases of public resistance to development projects in the transport sector, as is for example the ongoing construction of the station serving the new high-speed rail line passing through the city of Stuttgart, have shown that citizens should be given better information on the reasoning behind policy decisions and on the available alternatives (Panagakos et al., 2013).

Unlike more classic taxonomies of transport policy measures, Petersen's categorisation includes a 'participatory' group of policy instruments, which heightens public participation in transport planning (Petersen et al., 2009). Thus, social issues are given the same level of importance as economic and environmental issues.

At the EU level, the dialogue between the Commission and interested parties has been institutionalised and consultation standards have been applied from 2003 onwards.<sup>6</sup> At a lower level of governance, however, participatory instruments are not everywhere formalised. Based on the output of previous research projects, Petersen et al. (2009) identify five levels of public participation:

- **Information provision:** one-way process keeping those with an interest in the strategy informed.
- **Consultation:** where the views of stakeholders and the general public are sought at particular stages of the study and the results are input back into the study process.
- **Deciding together:** where the stakeholders become decision-makers.
- **Acting together:** where the stakeholders also become involved in the implementation of the strategy.
- **Supporting independent stakeholder groups:** where the decision-makers enable community interest groups to develop their own strategies.

The procedure deployed by the Emilia-Romagna region of Italy in preparing their 2010-20 Regional Integrated Plan on Transport and Logistics that involved not only the stakeholders directly concerned but also the general public is a good example (refer to Box 1). It should be kept in mind, though, that ensuring the active involvement of citizens is certainly not an easy task, particularly in cases of national border crossing (de Vries and Priemus, 2003).

Shippers (cargo owners) is a stakeholder group that deserves special attention as they tend to be underrepresented in corridor planning. Being responsible for initiating a shipment, they lie at the

<sup>6</sup> Refer to [http://ec.europa.eu/governance/better\\_regulation/consultation\\_en.htm](http://ec.europa.eu/governance/better_regulation/consultation_en.htm)

centre of every value chain. They not only shape present and future demand, but can also be a powerful catalyst for sustainable transport, a central feature of transport corridors (SSI, 2014). In 2007, some regional actors in Gothenburg and Western Sweden and a number of large Swedish cargo owners formed the Clean Shipping Network with the aim of stimulating sustainable development in the maritime industry by using their market power (CSI, 2013). The network is now expanding across Europe. Poulsen et al. (2016) suggest that consumer-facing shippers with reputational risks can be instrumental in environmental upgrading through their procurement choices.

### Box 1. Participatory planning in Emilia-Romagna

An effective participatory instrument was deployed by the Emilia-Romagna region of Italy in relation to the 2010-20 Regional Integrated Plan on Transport and Logistics (PRIT). During a 90-day long consultation conference, the Regional Government offered to interested parties the opportunity to discuss and fine-tune the original planning documents, which had been provided well in advance in written form. All local public administrations, managing companies of transport infrastructures, transport service providers and other public interest groups were invited to provide their inputs and suggestions to the Regional Plan.



One duly authorised person per institution was admitted in the conference to present this party's comments and remarks to the original documents. All inputs collected from the participating institutions were published in the official web site of PRIT (<http://mobilita.regione.emilia-romagna.it/prit-pianoregionale-integrato-dei-trasporti>), so that everybody could follow the process. During the last session of the conference, the Government of Emilia-Romagna replied to all feedback received. The process ended with the final approval of PRIT by the Regional Government and its publication on the regional gazette, transforming it into a regional law.

Source: Panagakos et al. (2013). Policy recommendations. SuperGreen Deliverable D6.2 version 2.

## 3.3 Opportunities for win-win solutions

Both policy-makers and private industry struggle in recent years to make transportation friendlier to the environment. Due to several trade-offs between economic and environmental objectives, a lot of effort has been placed on the search for win-win solutions, defined as the 'attainment of an acceptable environmental performance in the transportation supply chain, while at the same time respecting traditional economic performance criteria' (Psaraftis, 2016).

In terms of freight transport, the concept of 'green corridors,' denoting a concentration of freight traffic between major hubs and by relatively long distances, was introduced in 2007 by the European Commission as a win-win solution (EC, 2007). Through consolidating large volumes of freight, green corridors aim at improving the economic competitiveness of rail and waterborne transport, which, in

turn, enables exploitation of the superior GHG-emission characteristics of these modes in comparison to road haulage. Shifting cargoes away from roads alleviates congestion and produces positive externalities to the other users of the road network through improvements in reliability and reduction of transportation time. In addition, the scale and length of such freight corridors improve the feasibility of alternative fuels (biofuels, electricity, LNG, etc.) and enable further optimisation in terms of energy use, resulting in additional environmental and financial gains (Panagakos, 2016).

Furthermore, the examination of Regulation (EU) No 1315/2013 that established the TEN-T core network corridors revealed that all characteristics that distinguish a green corridor from an otherwise efficient one have been introduced in the new Guidelines (Panagakos and Psaraftis, 2014). These characteristics are:

- reliance on co-modality through adequate transshipment facilities and integrated logistics concepts;
- reliance on advanced technology allowing use of alternative clean fuels;
- development and demonstration capabilities of environmentally-friendly and innovative transportation solutions; and
- collaborative business models.

It is up to the transport service providers and the shippers (cargo owners) themselves to turn CNCs (as far as their freight dimension is concerned) into win-win solutions by introducing integrated logistics concepts based on innovative collaboration schemes.

Advanced information and communication technologies (ICT) can greatly improve the utilisation and performance of existing infrastructure and vehicles for both passenger and freight. Schedule optimisation, simplification of formalities and tracking and tracing are only some of the value added services. Automatic guidance systems can reduce congestion and accidents.

Before changing subject, it is worth mentioning that transport decarbonisation is a massive challenge that can be addressed only by packages of measures targeting simultaneously multiple elements of transport systems – infrastructures, vehicles/vessels, fuels, prices, regulations, business structures and practices, and user behaviours (Schwanen et al., 2011). Yang et al. (2009) conclude that no mitigation option can singlehandedly meet the set targets because of the expected travel demand growth.

## 4. Selected projects/initiatives

This section reviews the work of past or ongoing corridor projects and cooperation initiatives in the BSR with the aim of identifying successful multi-level corridor governance practices. It involves the examination of the main material produced by these bottom-up projects. The desk research results are augmented by input provided by individuals engaged in managing these projects. This input was provided through answering a questionnaire and participating in one or more interview sessions with the authors of this report.

With the assistance of the project and WP5 leading partners, the task team compiled an initial list of 23 potentially interesting projects/initiatives. All related past projects entered the list, as did the most recent initiatives mentioned in the TENTacle application and other contractual documents. We searched for the reports and other material produced by the listed projects at their websites. It appears, however, that the websites of some of the older projects are no longer active and the corresponding documents are not readily available. This finding leads to our first lesson learned: There is a need for an openly accessible depository of documents produced by corridor projects in the Baltic Sea Region in order to ensure that their results remain available for future use.

After reviewing the available material, we selected 17 projects/initiatives for further examination based on the nature of the projects and the availability of their output. A questionnaire on corridor governance was drafted for this purpose and was later revised to incorporate the comments received from all WP5 partners. The revised questionnaire is attached as Appendix 1. Following an introductory letter by the Project Manager, the revised questionnaire was sent to individuals involved in the management of either the 17 selected projects themselves or the corresponding corridor governance structures. After two rounds of follow-up communications, we received feedback from 12 projects/initiatives. A total of 13 interviews were conducted with the respondents to clarify and further discuss expressed views that deserve special attention. Three TENTacle partners (Region Blekinge, DTU and Region Örebro County) and four associated organisations (CLOSER, CETC-EGTC Ltd, Baltic-Link Association and the East-West Transport Corridor Association) have provided input through the questionnaires and/or interviews. The names and positions of the interviewed individuals appear in Appendix 2.

The 12 projects/initiatives that responded to our inquiries are briefly presented in the following headings grouped into two sets; one consisting of horizontal projects dealing with the corridor concept in general and another one composed of corridor-specific projects. It is worth mentioning that the quotes provided here have been confirmed by the relevant interviewees prior to their publication. An analysis of the aggregated feedback received through the questionnaires is provided in Section 5.1.

### 4.1 Horizontal projects

#### 4.1.1 *TransBaltic*

TransBaltic (2009-2012) was a transnational project on transport and regional growth co-funded by the Interreg Baltic Sea Region Programme 2007-2013. It was led by the Swedish region of Skåne in cooperation with other regional authorities, research institutions, transport operators, logistics associations and several pan-Baltic organisations. Its general objective was to provide incentives for a sustainable multimodal transport system in the BSR, by means of dedicated policy measures and boosted business models.

Its main output was the Macroregional Transport Action Plan (MTAP) that served the project's objective by setting a vision for a sustainable multimodal transport system in the year 2030, by recommending an optimum scenario (path) to achieve it, and by laying down a number of policy actions along this path. The document, which was initially published in 2012, was updated in the framework of the TransBaltic Extension (2013-2014) project (TransBaltic, 2014).

The MTAP was an innovative document in the sense that it promoted a system/network approach to the shaping of transport connections in the BSR even before the advent of the CNCs. Developed by the regional level authorities, the MTAP complemented the intergovernmental efforts of the EUSBSR by promoting a ‘system thinking’ that paid attention to insufficiently addressed thematic domains, like organisation, coordination and management, qualifications and skills, and ICT applications.

Multi-level governance was a central theme of the MTAP. In addition to the infrastructural (links and nodes) and operational (passenger and freight) dimensions, the TransBaltic vision contains the following elements:

- platforms for cooperation between public administration, research and business sectors to identify potentials and pave the way for future investments,
- compatible and consistent transport planning and management processes between the governance levels and across the administrative borders.

The application of transport policies that pay due attention to the specificities of individual sub-regions (place-based approach), and the establishment of sufficient multi-level governance mechanisms are among the key policy messages of the project. Two of the 21 actions proposed by MTAP are of particular relevance to MLG. The first one (‘Establish governance structures for transnational transport corridors’) involves:

- identifying relevant key stakeholders in a transport corridor community, including their roles, responsibilities and interactions,
- creating a single point of coordination as an instrument for corridor development,
- establishing a corridor partnership with participation of public and private stakeholders from the transnational transport corridor community,
- creating an institutional set-up for a corridor governance structure that consists of: (1) a high-level policy organ, (2) a core management group as a legal body, with a member assembly, a management board, and an executive secretariat, and (3) thematic advisory groups, and
- setting a scope of responsibilities for the created corridor governance structure within the areas of policy support, trade and transport facilitation, performance monitoring, information facilitation, communication and promotion.

The second related action concerns the ‘consolidation of sustainable transport development initiatives at the regional level’ and involves:

- identifying and mobilising relevant regional community stakeholders, and setting up of working structures and reference groups,
- designing an overall vision shared by all involved stakeholders on how to achieve more sustainable transport in the region,
- creating a set of objectives followed by a roadmap/strategy on how to achieve them,
- defining a palette of mutually harmonised measures and activities, suited to the regional specificities and the competence areas of individual stakeholders, and equipped with indicators and milestones,
- developing a priority list of technical, spatial, and social solutions towards more sustainable transport in the region as a platform for further steps, and
- prospectively communicating experiences and results from the regional to the macroregional level.

In relation to this last activity, the project has placed particular emphasis on the lack of mechanisms feeding the results of the region’s territorial cooperation projects to the relevant national transport planning processes. Although several of the MTAP actions were realised through next-generation



Interreg projects (e.g. BSR TransGovernance and Midway Alignment) and networks (e.g. Baltic Ports Organization), the managing team of TransBaltic was expecting to generate higher interest among national-level authorities in implementing the proposed measures. The project did succeed, however, in sensitising many actors on the importance of system thinking when projecting transport investments, an approach that was further reinforced by the corridor cooperation obligation induced by the CNC process.

#### 4.1.2 BSR TransGovernance

The BSR TransGovernance project (2013-2014), also co-funded by the Interreg Baltic Sea Region Programme 2007-2013, was a direct descendant of the TransBaltic project presented above and the Scandria® and EWTC II projects that follow. It was led by Region Blekinge and a consortium consisted of 23 partners from all BSR EU Member States and Norway. Its objective was to demonstrate how multi-level governance models, tools and approaches contribute to a better alignment of transport policies in the BSR at various administrative levels.

The project defined four reference scales that have witnessed significant cross-border cooperation of public/private stakeholders:

- the MACRO scale relating to the entire BSR area,
- the MESO scale concerning cross-border integration areas with high intensity of passenger and goods exchange,
- the CORRIDOR scale implying the transnational multimodal corridors crossing the BSR, and
- the MICRO scale involving specific intermodal terminals.

A number of showcase examples were analysed in each scale to test and demonstrate practical benefits of the stakeholder management processes deployed (BSR TransGovernance, 2014).

The MLG structures examined vary to match the specific characteristics of each case. However, a few elements tend to appear more often than others do. They are of a rather general nature and include:

- a well-defined leadership,
- setting of a vision/strategy for corridor development,
- mobilisation of relevant public and private stakeholders and identification of their expectations,
- establishment of an appropriate stakeholder platform,
- focus on a limited number of measures according to stakeholder priorities,
- definition of clear roles and responsibilities for all parties involved,
- provision of a transparent channel for information flows among stakeholders, and
- establishment of a progress monitoring mechanism leading to adjustments if necessary.

At the MACRO scale, the low commitment of national authorities to the results of territorial cooperation projects, identified already by TransBaltic, was confirmed and a better information flow was suggested both vertically (across different governance levels) and horizontally (across national planning authorities of BSR states). More specifically, the project came up with the following suggestions to national authorities:

- Ensure information flow between the strategic macroregional frameworks (EUSBSR, NDPTL) and territorial cooperation programs and projects.
- Extend the exchange of national plans across the BSR in the consultation stage.
- Develop tools to map transport flows and trends across national borders.

- Integrate transnational aspects in the national planning and facilitate institutional learning.

The corresponding suggestions to project developers are as follows:

- Focus on important challenges of common interest to all levels (European/international, national, local/regional).
- Be patient and think long term in developing trustful networks, identifying issues of common interest and in implementing joint actions.
- Invite national transport planning agencies to the territorial cooperation projects for the sake of sharing learning process.
- Share and communicate new findings beyond the immediate cooperation network.

#### 4.1.3 SuperGreen

SuperGreen (2010-2013) was a Coordination and Support Action funded by the EU FP7 to assist the European Commission in further defining and developing the ‘green corridor’ concept that was introduced in 2007 with the Freight Transport Logistics Action Plan. Its central activity was the development of a corridor benchmarking methodology using a set of Key Performance Indicators (KPIs) that are suitable for monitoring the sustainable development goals of the European Union. In addition, the project conducted a program of networking activities between stakeholders (public and private), and delivered policy and R&D recommendations supporting the development of green corridors. Due to its valuable output, the project had significant contact with the TEN-T policy unit, was mentioned in official EU transport policy documents<sup>7</sup> and was selected as a success story in the area of *Smart and Sustainable Logistics* by the Transport Research & Innovation Portal that demonstrates how transport research contributes to policy-making (TRIP, 2015).

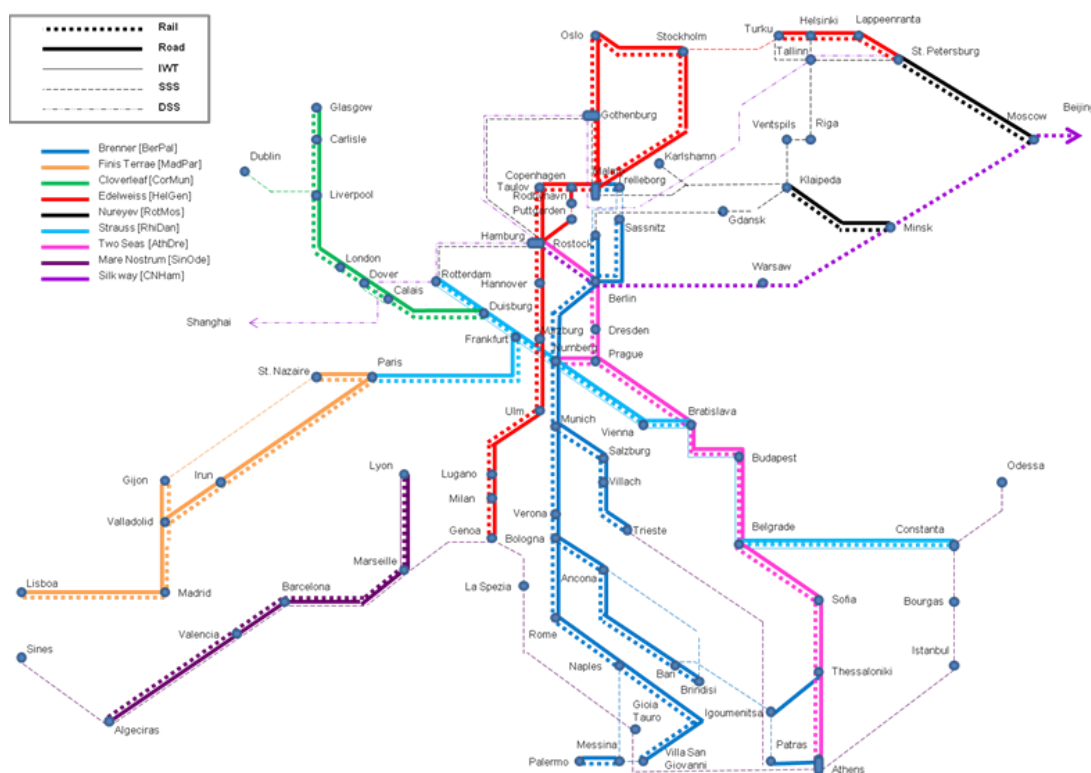


Figure 1 - The SuperGreen corridors in metro format

Source: Ilves et al., 2011

<sup>7</sup> COM(2013) 940 final (Building the Transport Core Network: Core Network Corridors and Connecting Europe Facility)



SuperGreen did not promote a particular corridor. For the sake of testing its benchmarking methodology, it selected instead nine multimodal corridors that cover the EU and connect it to its neighbours and the Far East (Figure 1).

SuperGreen neither established a corridor governance structure. However, it reviewed the literature on the subject and came up with a number of observations including the following:

- There are two corridor development models: The **top-down** model is characterised by the use of legislation to provide formal recognition of the importance of a corridor, designation of specific routes, harmonisation of standards, simplification of cross-border movements and funding for corridor infrastructure. It is often initiated by a powerful public entity. On the other hand, if the idea of a green corridor is originally initiated among private businesses, the **bottom-up** approach is more often followed. It usually involves a regional institution to mobilise stakeholder support for improvements in a corridor and to push for trade facilitation reforms including improving border-crossing procedures.
- Although the above distinction basically relates to the origin of the initiative, as the corridor structures mature, their success depends on the cooperation between both public and private sectors, and the active participation of all stakeholders. In this respect, in the long run the two models tend to converge.
- The public-private cooperation is often reflected in the corridor governance structure, which, as a promoter, usually has the support of the private sector but also works closely with government agencies to improve procedures and policies. Such an organisation provides a point of coordination for stakeholder efforts and a forum for identifying major impediments. It often provides also coordination for the financing schemes.
- It is advisable to involve all affected stakeholders in corridor governance and transport planning. Transport policies have a direct impact on peoples' lives and tend to be highly controversial. Better understanding of the challenges that transport policy faces is a precondition for public acceptance of the proposed solutions.
- In relation to their freight surface transport dimension, the TEN-T core network corridors are no different from green corridors. Their governance structure should reflect this similarity, too.

SuperGreen made a deliberate effort to involve all stakeholders. Firstly, the consortium that ran the project consisted of 22 partners from 13 European countries. Transport and logistics operators, shippers, authorities responsible for social and spatial planning, consultants, academia and R&D institutions were among the project partners, which also included lighter-weight players, as well as organisations from neighbouring countries. Secondly, the project benefited from the expertise and experience of an Advisory Committee that provided independent advice and feedback on key issues related to the progress of the project and validated its main results. Supranational institutions like the EU DG-MOVE, Community of European Railway and Infrastructure Companies, European Community Shipowners' Association, Inland Navigation Europe, European Intermodal Association, European Shippers Council and the International Transport Forum (OECD) were represented in the SuperGreen Advisory Committee. Furthermore, the project actively sought industry participation through a series of three plenary and four regional stakeholder workshops that provided feedback on all project output (<http://www.supergreenproject.eu/>).

#### 4.1.4 SWIFTLY Green

The SWIFTLY Green project (2013-2015), supported by the EU TEN-T Programme, was a study aimed at reducing the environmental impact of transport along the TEN-T Core Network Corridor stretching from Sweden to Italy. It was undertaken by a consortium of 13 partners from 6 countries, led by CLOSER, Lindholmen Science Park in Sweden. The project investigated best practices and innovative solutions identified through mapping and analysis of previous and contemporary projects

funded by the EU TEN-T EA, Interreg, Marco Polo and FP7 programs, and other non-EU sources including industrial initiatives.

The ‘SWIFTLY Green Corridor Portal’ and the ‘Green Corridor Development Plan’ comprise the main output of the project. The former combines in a web portal the three tools developed by the project:

- **The Replica Corridor Tool:** A web application for searching a database of 127 greening measures identified and recommended by SWIFTLY Green based on their marketability and transferability. Search results are visualised in a standardised format and can be filtered according to certain search criteria.
- **The Green Corridor Visibility Planner:** A web application supporting users to find updated information on transport services and infrastructure/facilities in the transport network and to identify the best transport option according to user-specified weights on time, cost and CO<sub>2</sub> emissions.
- **The NTM Corridor Calculator:** An integrated tool within the Green Corridor Visibility Planner, enabling more in depth analysis of various improvement activities that can be carried out in a corridor solution. The level of detail of user input determines the results, which also include social costs.

The measures proposed by SWIFTLY Green include:

- the implementation of cooperative business models along the freight transport chains, and
- the increased engagement of private and public sectors in education and dissemination activities,

both of which relate to the MLG concept.

The Green Corridor Development Plan provides recommendations and concrete actions that SWIFTLY Green promotes to support the European Energy and Climate Package targets. Of MLG relevance are the following recommendations:

- The CNC Coordinators have an important role in fostering discussions towards the development of a holistic corridor management, especially by practicing the multi-level governance concept.
- Corridor governance structures should be entitled to agree upon aims, targets and KPIs that take into consideration the heterogeneity and requirements of stakeholders.
- The research and innovation dimension of future European funding programs should be strengthened and the cooperation between local, national and European research initiatives should be enhanced. The transfer of research outcomes towards business applications should receive special attention.

Although the project findings relate to the ScanMed corridor, it is envisaged that they can be applied on all TEN-T core network corridors.

## 4.2 Corridor-specific projects

### 4.2.1 Baltic-Link corridor

The initiative for the Baltic-Link corridor was introduced by the Interreg IIC project SEBTrans (1999-2001) that studied the trade and transport infrastructure in the South-Eastern Baltic Sea and concluded that a number of missing links and other bottlenecks of existing infrastructure would severely impede the fast growing trade in the region. It further identified the complete absence of intermodal solutions for small-scale freight transport. In addressing these problems, the continuation Interreg IIIB project SEBTrans Link (2002-2005) proposed a number of interventions in road, railway and terminal

infrastructure along the Baltic-Link corridor that connects Scandinavia to the Adriatic Sea via the ferry route Karlskrona-Gdynia and eastern Central Europe. In Sweden, the Baltic-Link includes Road 27 and the ‘Coast-to-Coast’ rail connection Gothenburg-Karlskrona (Figure 2).



**Figure 2 - The Baltic-Link corridor**

**Source: Baltic-Link MoS leaflet**

As a result of these two projects, the Baltic-Link Association was founded in 2005 to:

- follow up on the corridor work performed by the two previous projects,
- build knowledge on and promote the Baltic-Link corridor as a link within the TEN-T,
- develop a common identity for the corridor, and
- foster transnational cooperation (e.g. with the Amber Road Cities Association – ARCA– in Poland to promote the Pan-European Transport Corridor VI).

It took the form of a non-binding cooperation network of Swedish members with an interest in the Baltic-Link corridor. Membership included 15 municipalities, 5 regional authorities and 3 private companies (one Ro-Pax vessel operator and two transport logistics service providers). The Association is a non-profit scheme financed by a small annual membership fee. It is run by a board, a steering committee, a permanent secretariat and a working group (Baltic-Link Association site).

The achievements of the Baltic-Link Association include:

- The Motorways of the Sea Gdynia-Karlskrona project (2009-2013). In addition to putting the Gdynia-Karlskrona on the MoS map, the project co-financed a combined terminal in Alvesta, improvements to the Emmboda-Karlskrona railway connection, the establishment of an intermodal terminal in the port of Karlskrona and the provision of shore-side electricity to two Stena Lines ferries serving the project route. Project activities were supplemented by accessibility improvements to a new intermodal ferry terminal in Gdynia funded by the Polish Cohesion Fund 2007-2013.
- The upgrading of the Gothenburg-Karlskrona road status from regional to national Road 27.

- The introduction of an east-coast perspective to the traditional west-coast focal point of the Swedish Baltic Sea policy.
- The recognition by the Swedish government of the Baltic-Link Association as a stakeholder to consult with on issues concerning transport in the Baltic Sea Region.

Today, the Baltic-Link Association continues promoting the Baltic-Link corridor in order to upgrade its status to a TEN-T link with a view to the planned revision of the TEN-T Regulation foreseen for 2023. Until then, it:

- actively supports the planned improvements on Road 27 (Backaryd bypass) to complete its status upgrading,
- promotes, in collaboration with ARCA, the upgrade of Road 27, the ferry link Karlskrona-Gdynia and the road linking the ferry terminal in Gdynia to Polish Route 6 (Gdynia - Gdańsk) to an European E-route status, and
- works towards securing a more prominent role for Blekinge as one of Sweden's gateways to the expanding trading markets in Central/Eastern Europe.

In terms of corridor governance, the Baltic-Link Association is an example of stakeholder structures at the lowest level of the complexity scale. It is a non-binding network open to any member (public or private) interested on the specific corridor. The minimal formalities involved provide flexibility and reduce red tape. The low-cost operation can lead to outstanding efficiency when combined with good results. On the other hand, the rather informal character of the scheme primarily works with networks of limited size among members who already know and trust each other.

#### 4.2.2 East-West Transport Corridor

The East–West Transport Corridor (EWTC) is an international multimodal freight corridor stretching from Esbjerg (DK) and Sassnitz (DE) to Vilnius (LT) through Øresund, Southern Sweden and Klaipėda. From there, the corridor connects eastwards to China and westwards to Belgium – thus serving as a modern ‘silk way’ between Asia and Europe through the Baltic Sea Region (Figure 3).



Figure 3 - The East–West Transport Corridor

Source: EWTC II, 2012

In 2006, 42 partners from Denmark, Sweden, Lithuania and Russia joined forces to strengthen transportation development along the EWTC through infrastructure improvements, new solutions for business in logistics, and cooperation between stakeholders. The success of this first EWTC project



(2006-2007) led to the follow up project EWTC II (2009-2012) that was co-funded by the Interreg Baltic Sea Region Programme 2007-2013. The general objective of EWTC II was to transform the EWTC into a green corridor in line with the EU policy.

The project placed particular emphasis on the long-term cooperation among the corridor's stakeholders and in 2010, the EWTC Association (EWTCa) was established to stimulate business opportunities along the corridor and promote the EWTC brand. In addition to strengthening liaison between its partners, EWTCa assists in the application of green transport innovations and new technologies, disseminates good practices and modern logistics solutions, and represents partner interests in national and international fora. Its membership covers 13 countries and comprises primarily transport-related businesses and associations. Some universities and regional authorities participate, too.

EWTCa, which received technical and financial assistance via the EWTC II project during its first two years, is now self-financed relying exclusively on membership fees. There are no legally binding partner commitments to the Association, which is managed by its General Assembly, the Association Council, the President, two Vice-Presidents (one for Europe and one for Asia) and the Secretariat headed by the General Secretary.

Activities are defined in a 4-year Action Plan, resulting from a priorities survey among members. The Association organises B2B meetings between Asian and European stakeholders, an activity that seems to be appreciated by the participating businesses. The EWTCa appears in the BESTFACT database<sup>8</sup> as a best practice in the area of 'Green Logistics and Co-Modality.'

#### 4.2.3 Scandria® corridor

The Scandria® corridor is a political initiative of regions and municipalities located on the shortest transport axis between Scandinavia and the Adriatic Sea (Figure 4). It aims to improve efficiency and sustainability of transport in the corridor and to generate regional added value in the associated areas. Inaugurated in 2007 with the so-called 'Berlin Declaration' that provided the necessary political backing (Scandria®, 2016), the initiative is supported by more than 100 organisations from policy, industry and educational institutions. Together they have organised different transnational projects and initiatives, such as Scandria® in the Baltic Sea Region, South-North-Axis (SONORA) in Central Europe, Transalpine Transport Architects (Transitects) in the Alpine Region or the North-South-Initiative of Chambers of Commerce.

Of relevance to the BSR is the Scandria® project (2009-2012), which was co-funded by the Interreg Baltic Sea Region Programme 2007-2013. It resulted in an Action Programme on the development of the Scandria® corridor that contains a 2030 vision and action proposals. In view of the need for intensive dialogue across regions and states, different levels and various disciplines, the 2030 vision included the so-called Scandria® Alliance as an open multi-level governance platform to act as an integrator of territorial cooperation along the corridor. Supported by thematic working groups, it would involve stakeholders from the EU, national, regional and local level; from politics, administration, industry and science.

Later on, in the framework of the BSR TransGovernance project of Section 4.1.2, the Scandria® corridor initiative organised a series of regional and thematic workshops on this subject. It made an inventory of relevant cross-border initiatives and investigated possible organisational models sustaining stakeholder cooperation. Major governance gaps between national and regional, as well as between administrative and business stakeholders were identified. Favouring flexible cooperation structures that allow the adjustment of activities according to needs, Scandria® does not support new structures that duplicate or counteract existing top-down mechanisms like the CNC corridor fora.

<sup>8</sup> BESTFACT is an EU-supported portal aiming to develop, disseminate and enhance the utilisation of best practices and innovations in freight transport that contribute to meeting European transport policy objectives with regard to competitiveness and environmental impact ([http://www.bestfact.net/wp-content/uploads/2014/02/Bestfact\\_Quick\\_Info\\_GreenLogistics\\_EWTCa.pdf](http://www.bestfact.net/wp-content/uploads/2014/02/Bestfact_Quick_Info_GreenLogistics_EWTCa.pdf)).

Instead, it suggests complementing them with a bottom-up regional perspective (Neumüller and Friedrich, 2014).

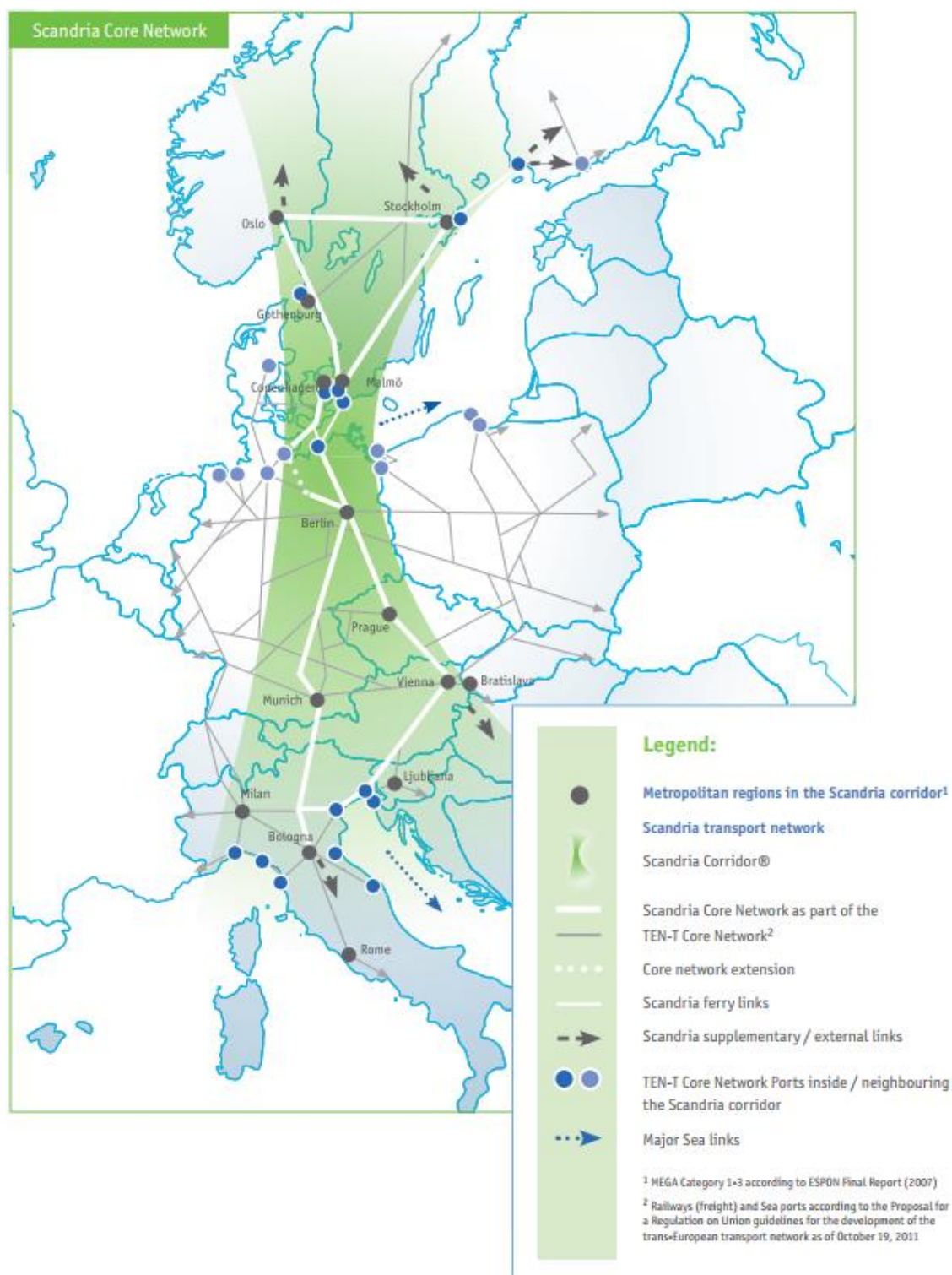


Figure 4 – The Scandinavian-Adriatic (Scandria®) corridor

Source: Scandria®, 2012

This work resulted in a refined version of the Scandria<sup>®</sup> Alliance proposed as the MLG model for the Scandria<sup>®</sup> corridor (Neumüller and Friedrich, 2014). It would consist of a non-exclusive agreement-based cooperation between regional stakeholders. Other stakeholders such as national administrations, infrastructure managers or private companies would be given the opportunity to get involved. The Alliance would be tasked to define political and operative objectives, develop project initiatives and coordinate activities of cross-border/urban node initiatives along the Scandria<sup>®</sup> corridor.

The Alliance would be composed of a decision making body and an operative scheme, designed as a one-stop agency. Initially two thematic working groups are foreseen (on intermodal logistics and alternative fuels). An annual corridor conference would be the political event serving the dialogue with national and European level stakeholders. A web-based communication platform ([www.scandria-corridor.eu](http://www.scandria-corridor.eu)) already provides a channel for information flows. The advancement of the Scandria<sup>®</sup> Alliance formation and the cooperation in the thematic areas of intermodal logistics and alternative fuels are the focal points of the ongoing follow-up BSR-project Scandria2Act.

#### 4.2.4 Rail Baltica Growth Corridor

The Rail Baltica Growth Corridor (RBGC) project (2010-2013) was supported by the Interreg Baltic Sea Region Programme 2007-2013 to promote transport policies for the development of multimodal logistics and modern railway infrastructure in the Eastern Baltic Sea Region. As shown in Figure 5, RBGC was linked to the TEN-T Priority Project No. 27 'Rail Baltica' and the subsequent North Sea - Baltic CNC. Led by the City of Helsinki and coordinated by the Small Business Center of the Aalto University, the project focused on strengthening the voice of Baltic cities and regions through a cooperation platform expressing the needs of the transport sector and its customers in line with green growth principles.

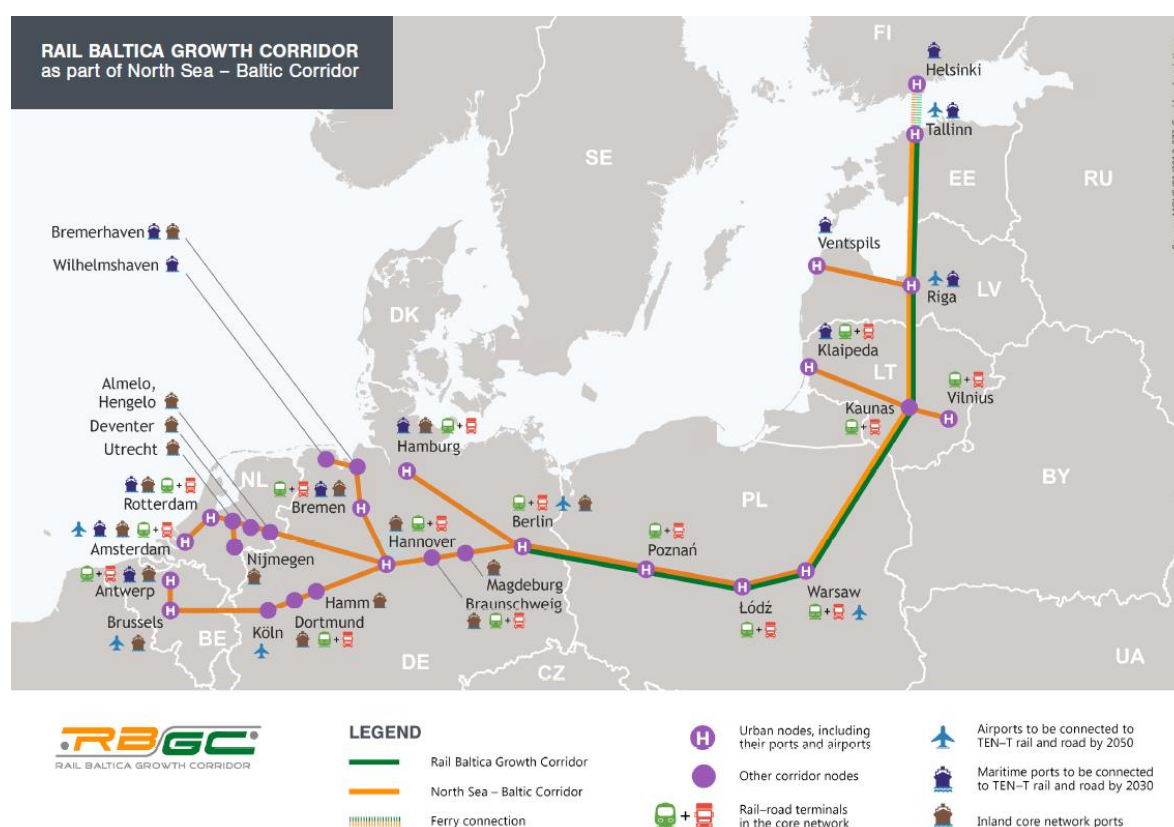


Figure 5 – The Rail Baltica Growth Corridor

Source: Keinänen and Paajanen, 2013



In addition to connecting BSR with the EU-Spirit network<sup>9</sup> and harmonising services offered by logistics centres in the Rail Baltica region, the project delivered the Rail Baltica Growth Strategy (Keinänen and Paajanen, 2013) that contains a vision and an action program for growth and sustainable transport in the project area. One of the three aims envisioned by the RBGC strategy concerns the facilitation of multi-level cooperation at the transnational, interregional and local levels (the promotion of crucial infrastructure investments and the creation of multimodal hubs in freight and passenger transport are the other two).

The governance model proposed by the project consists of the so-called Rail Baltica Growth Forum (RBGF), which is a platform for information exchange among relevant stakeholders and end users. This bottom-up initiative, mainly expressing the voice of cities and regions, is meant to complement the formal top-down TEN-T Corridor Forum and the inter-ministerial Rail Baltic Joint Venture. A special role is seen for the RBGF in relation to the systematic branding and marketing of the envisioned interoperable Rail Baltic.<sup>10</sup>

Furthermore, the project commissioned a study to identify potential sources of economic growth along the RBGC and outline a possible governance model (KPMG, 2013). After studying a number of governance models for corridors mainly in Europe, the following guidelines were suggested:

1. Form network (alliance/community) of actors, both public and private
2. Create dialogue fora ('Clubs') for stakeholders
3. Set up clear vision; communicate and market it clearly
4. Design platform/structure (by defining the membership agreement, cooperation contract, formal executive positions, etc.) for those sharing the vision
5. Get strong personalised leadership
6. Gain lobbying power, get political support and remember the access routes and points
7. Make clear action plan / strategy
8. Operationalise task forces and secure resources
9. Form solid information basis, study regional economic benefits, monitor development
10. Use best practice examples.

The on-going Interreg project NSB Core is considered as the RBGC's successor.

#### 4.2.5 Mid-Nordic Green Transport Corridor

The discussion on a corridor stretching through the middle parts of Norway, Sweden and Finland (Figure 6) was initiated by private interests, the North East Cargo Link (NECL) cooperation, in 1996. Since then, the interaction with regional and local authorities has gradually increased. The project NECL I (2003-2006) was supported by Interreg to form a strategy for the North East Cargo Link, containing measures for the elimination of bottlenecks and missing links, and for intermodality improvements by the establishment of combined rail-road terminals on suitable locations along the corridor.

The NECL II project (2010-2013), supported by the Interreg Baltic Sea Region Programme 2007-2013, aimed to implement the NECL I Strategy through pre-investment studies, development of transport solutions, marketing of the corridor at a macroregional level, and a continued development of a logistic ICT solution (Portal). Led by the County Administrative Board of Västernorrland, the project was undertaken by a consortium of 22 partners from Sweden, Finland and Norway, consisting of regional and local authorities, the Mid Sweden University and the non-profit organisation Midnordic Committee. Transport planning authorities of all three countries were also involved as

<sup>9</sup> The EU-Spirit network is an FP5 international Internet-based travel information service for customers of long-distance and local public transport, covering multimodal (road, rail, sea and air) timetable information.

<sup>10</sup> Alongside the Rail Baltica reconstruction plan on the existing 1,520 mm gauge railways, the considerably more ambitious Rail Baltic starts in Finland via a ferry connection to Tallinn and continues on the European 1,435 mm standard through the Baltic States to Poland and further on to Berlin.

project partners in the hope of influencing national plans, whereas project output was expected to attract regional and national funds specifically allocated for infrastructure improvements. The term ‘Midnordic Green Transport Corridor’ was introduced by the project to promote the corridor brand independently of project activities.



**Figure 6 – The Mid-Nordic Green Transport Corridor (marked in green)**

Source: NECL II, 2013

The project followed an approach that was both proactive (e.g. a mission to Russia was organised to confirm the intention of Russians to build a new motorway in the area between lake Ladoga and the Finnish border) and flexible (e.g. decision to extend a previous study to investigate how the future sulphur directive within the BSR might affect the Midnordic Region). Several measures proposed by the project were finally realised, as is the electrification of the Norwegian Meråker railway line, which albeit on the agenda for several years, had not been undertaken due to lack of funding.

NECL II identified a number of risks that can jeopardise the successful completion of such a project. Counter measures need to be considered in the project design phase:

- Since the projects of interest here often include actions that need to be part of national transport plans, the main risk is that this will not materialise by the end of the project. Extensive efforts at different levels need to be made, including lobbying among both politicians and market players.
- In case project tasks depend on activities beyond the direct control of project partners, it is necessary to provide sufficient time buffers to enable adjustments due to unexpected delays.
- It is crucial to have the right resources (both own and external) at the right time.

- In addition to skills and detailed knowledge of the project, the individuals involved need to have the right attitude (commitment and enthusiasm).
- Effective communication (both external and internal) is crucial with multi-actor transnational projects.
- There is a high risk of losing practical relevance by being too general or generic. The project, then, should focus on things that can make a difference on a hands-on level and make them happen.

An additional success factor not mentioned in the project reports but quite evident throughout the project output is the essential role that an inspiring project leadership can play.

#### 4.2.6 CETC-ROUTE65

The Central European Transport Corridor (CETC) – also known as CETC-ROUTE65 – runs from Skåne (Southern Sweden) to the Adriatic Sea through the Baltic Sea (Ystad – Świnoujście) and Central Europe (Poland, Czech Republic, Slovakia, Hungary and Croatia). The initiative aims to develop a system of multimodal infrastructure and economic links that enhance the region's competitiveness and generate sustainable growth. It was initiated in 2004 as an agreement between six regions from four countries. By 2010, the signatories to the agreement had increased to 17 partners from six countries. In the same year, the Transport Ministers of these countries jointly declared their will to:

- strengthen the CETC-ROUTE65 cohesion with the European transport system,
- promote joint initiatives and projects aiming at enhancing economic development in all CETC-ROUTE65 regions, and
- promote the development of CETC-ROUTE65 as a green corridor in various international fora.



Figure 7 – Members of the CETC-EGTC Ltd.

Source: CETC-EGTC, 2017

CETC-ROUTE65 was managed by an Interregional Steering Committee, chaired by a different partner every six months, and was supported by a technical secretariat based in Szczecin, Poland (Marshall's Office of the West Pomeranian Region).

What differentiates CETC-ROUTE65 from the other corridor projects is the May 2010 decision of 14 partner regions to alter the form of partnership and establish a European Grouping of Territorial Cooperation (EGTC). The EGTC is a European legal instrument that enables public authorities of various Member States to team up and deliver joint services, without requiring a prior international agreement to be signed and ratified by national parliaments. Setting up an EGTC, however, requires considerable bureaucratic effort. The CETC-EGTC Ltd. was officially registered in March 2014, almost four years after taking the initial decision. The current membership of CETC-EGTC Ltd. appears in Figure 7.

The new management structure separated the CETC secretariat from the politics and capacities of the regional administration and strengthened its effectiveness in the race against competing north-south corridors by enhancing its status. Moreover, the legal personality offered by the EGTC scheme facilitates the participation of partner regions in national and international projects, thus, supporting their financial health. In 2015, a Strategic Centre was established as an internal organisational unit of the CETC-EGTC Ltd. to assist partner regions with their analysis and strategic planning work.

#### 4.2.7 Midway Alignment

The Midway Alignment of the Bothnian Corridor – also known as the Kvarken Multimodal Link – aims at upgrading the existing maritime link between the Finnish city Vasa and the city Umeå on the Swedish side of the Bothnian Gulf (Figure 8). It mainly involves the deployment of a new-built, preferably LNG-driven, ferry with icebreaking capacity that would secure a reliable year-round service.

The project is financed by municipal, regional and national Finnish/Swedish funds and private companies, and has been supported by the EU Motorways of the Sea (MoS) facility of the TEN-T funds. The MoS project (2012-2015) comprised the first phase of the development and included:

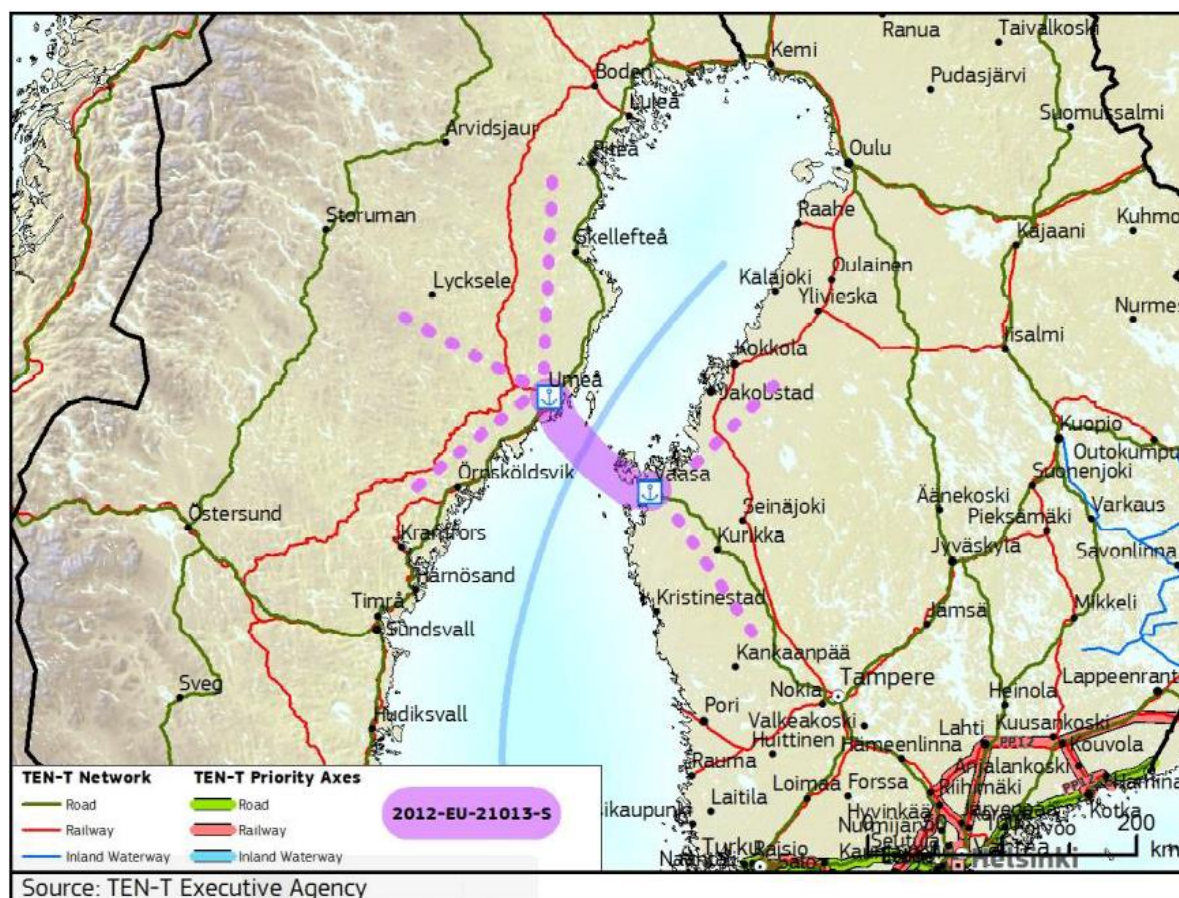
- infrastructure investments on both sides to improve port logistics, rail connections and intermodality,
- start-up aid for a temporary ferry, including the necessary upgrading and adjustments, and
- preparatory studies including an analysis of traffic management and organisational aspects of the transport link, as well as the development of a transport concept to meet the needs and provide a good foundation as input for the detailed design of the ferry.

The implementation phase, originally scheduled for 2015-2017, might be delayed due to the need to combine several national and international financial sources.

However, the feature that makes this case noteworthy relates to the governance structure deployed. In 2012, the two major stakeholders concerned, the cities of Vasa and Umeå, formed a jointly owned company (The Kvarken Link Ltd.) for undertaking the activities of the second phase. A joint port company (Kvarken Ports) was also formed between the two ports concerned.

In comparison to the EGTC scheme of Section 4.2.6, a private company provides an equally strong legal personality without the red tape of the EGTC structure. On the other hand, it is applicable primarily in cases of a very narrow scope and aligned interests. It is worth mentioning that the scheme was constrained to the two cities.





**Figure 8 - The Midway Alignment of the Bothnian Corridor**

Source: EC, 2013

#### 4.2.8 The Oslo-Stockholm corridor

Almost 3.4 million people live in approximately 50 municipalities located along the 420 km that separate Oslo from Stockholm. A large number of passenger journeys take place within the zone each year, while the cross-border labour-related commuting is substantial. The freight traffic between the two countries exhibits significant growth, too (SWECO, 2017). However, both the road and rail infrastructure along the axis display capacity deficiencies leading to travel time, safety and accessibility problems (Trafikverket, 2017).

In view of these deficiencies, the Swedish national transport plan for the period 2014-2025 includes a 'strategic choice of measure study' (åtgärdsvalsstudie – AVS – in Swedish) that aims at identifying the shortcomings of the present situation, defining the goals for the future and presenting proposals for measures to be taken. To come up with a common strategy, the AVS involves an in-depth dialogue with all key actors. Two stakeholder workshops were organised during the first phase of the Oslo-Stockholm AVS, undertaken by the Swedish Transport Administration in 2016. Upon completion<sup>11</sup>, the AVS study will provide a basis for planning short-term (to be implemented by 2030) and longer-term (to be implemented by 2040) measures. In addition, the study will classify proposed measures by function (road, rail, and traffic), geography and type of intervention.<sup>12</sup>

<sup>11</sup> At the time of drafting this report, completion was scheduled for September 2017.

<sup>12</sup> Sweden follows the so-called 'four-step-principle' in prioritising investments in transport, according to which the following order of interventions is applied:

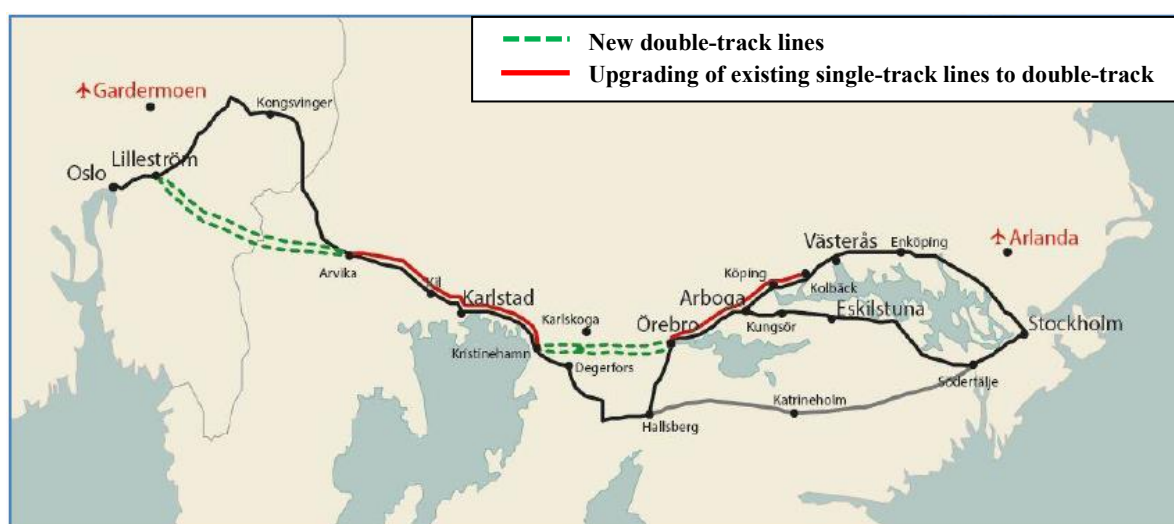
Step 1: Measures affecting transport demand, modal choice and behavior;

Step 2: Measures improving efficiency of existing infrastructure;

Step 3: Upgrading existing infrastructure; and

In addition to AVS, the Oslo-Stockholm corridor exhibits a second feature of MLG interest, in the form of a company created by local and regional authorities to pursue the development of a transport corridor.

In 2014, the municipalities of Karlstad and Örebro, and the regions of Värmland and Örebro County jointly declared their intention to cooperate proactively for a faster and reliable rail link on the Oslo-Karlstad-Örebro-Stockholm route. Since then, the work was advancing in the form of a project until the end of 2015, when the same stakeholders established the company Oslo-Stockholm 2.55 AB to enhance the operational effectiveness and efficiency. Each of the participating authorities holds 25% of the company's shares, a figure that will change when the municipality of Västerås and the region of Västmanland join as shareholders (expected to take place within 2017). Company operations are financed by the owners through annual operating contributions. It is managed by a Chief Executive Officer and a Board consisting of leading political representatives of the shareholders. The chair of the Board is the former Acting Director General of the Swedish Transport Administration.



**Figure 9 - Suggested investments on the Oslo-Stockholm rail corridor**

Source: SWECO, 2017

The expressed aim of the company is to realise a fast and dependable railway between Oslo and Stockholm with a total travel time under three hours (two hours and 55 minutes). This is to be achieved by complementing the existing infrastructure and creating two short-cut sections of railway along the corridor (Figure 9), more or less in line with the preliminary AVS results (Trafikverket, 2017). The Oslo-Stockholm railway is to be designed for speeds up to 250 km/hr and should provide additional capacity accommodating long and heavy freight train traffic.

To support the project, Oslo-Stockholm 2.55 AB has commissioned a cost-benefit analysis, which concludes that the project is profitable (SWECO, 2017). The social benefits, estimated at 67 billion SEK, exceed infrastructure costs that account for about 55 billion SEK (at current prices). Benefits include gains due to travel time savings, increased housing activity, higher real estate values, higher business returns, and higher wage rates as a result of broader labour markets. Other benefits related to improved freight flows, increased opportunities for higher education and better integration of immigrants are mentioned but not quantified. Significant environmental benefits are also expected; they have been quantified in terms of volume of CO<sub>2</sub> emissions averted but not valued in monetary terms.

*Step 4: Building new infrastructure and major rehabilitation of existing one.*

In addition, Oslo-Stockholm 2.55 AB is seeking ways to expedite implementation through financing schemes other than the traditional government grant. To this end, it recently ran a formal ‘request for information’ procedure to survey the market’s interest in a DBFOM (design-build-finance-operate-maintain) or similar model for the new rail link. Proposals linking the new railway with other social development such as stations, depots, homes, workplaces and commercial areas were also invited. In this respect, the role of Oslo-Stockholm 2.55 AB as a one-stop-shop has been instrumental.

It needs to be clarified that the scope of Oslo-Stockholm 2.55 AB is much narrower than that of a formal AVS, which looks into all functions of the corridor. Furthermore, the company expresses merely the interests of the participating shareholders. It is the combination of Oslo-Stockholm 2.55 AB with the much broader AVS mechanism that ensures that the resulting strategy can relate to all actors concerned. Furthermore, the cooperation with similar actors in Norway is crucial for the project. Contacts have been established both on regional and national levels to secure the necessary investigations on the Norwegian side for developing plans that connect to the Swedish ones.



## 5. Stakeholder input

This section presents the input that stakeholders provided in the course of Activity 5.1. It consists of three parts. The first one summarises the feedback received through the questionnaires and exhibits the aggregated results on the specific questions posed. The second part looks into the categories of stakeholders involved and the adequacy of their representation as assessed by the managers of the projects examined. The last part focuses on the involvement of the market and lighter-weight players and include the feedback received during the Malmö workshop, held in May 2017.

### 5.1 Analysis of survey results

The questionnaire used for soliciting the stakeholder feedback (see Appendix 1) consists of four sections: Project design; stakeholder issues; project impact; and other concerns.

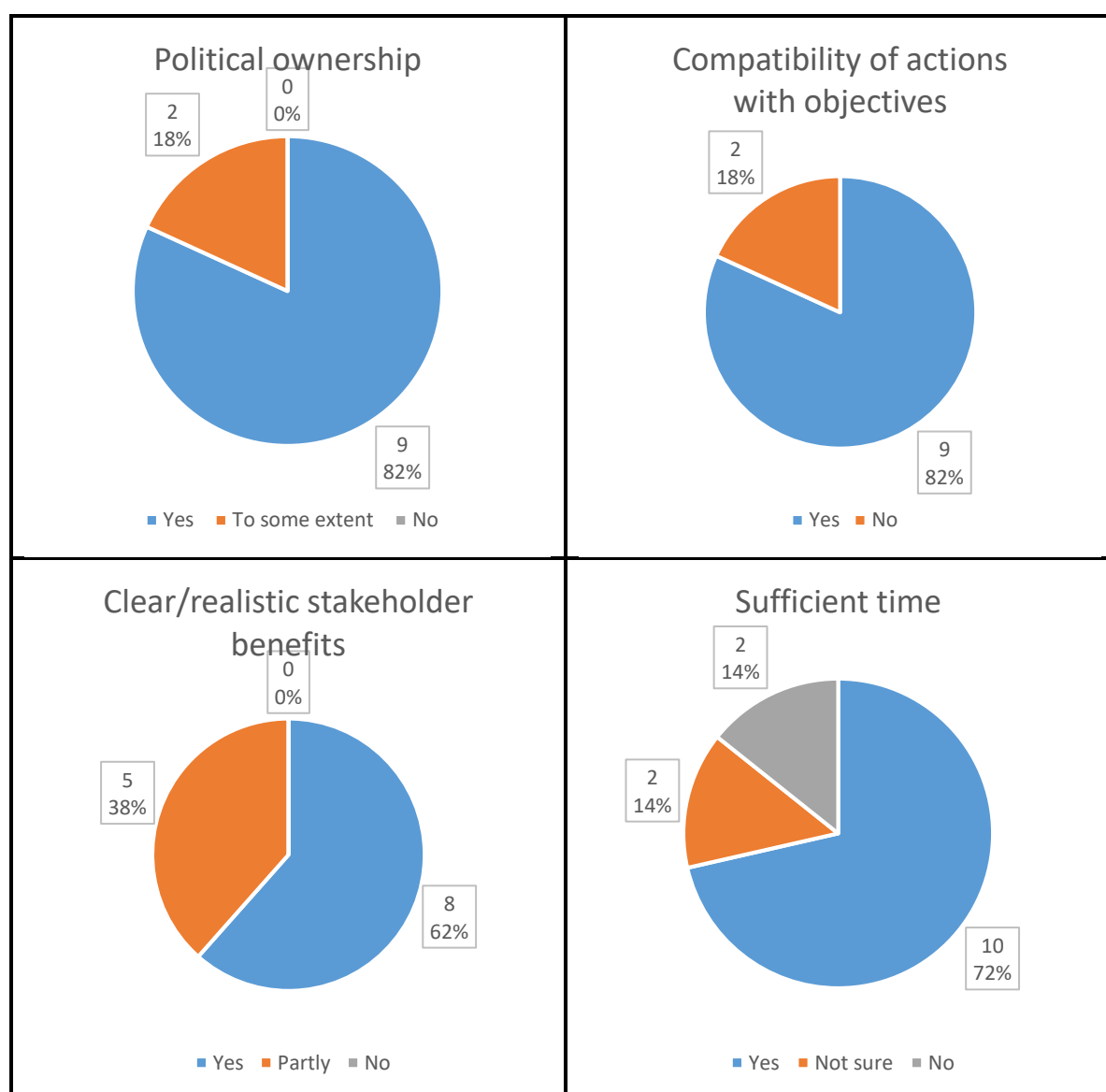


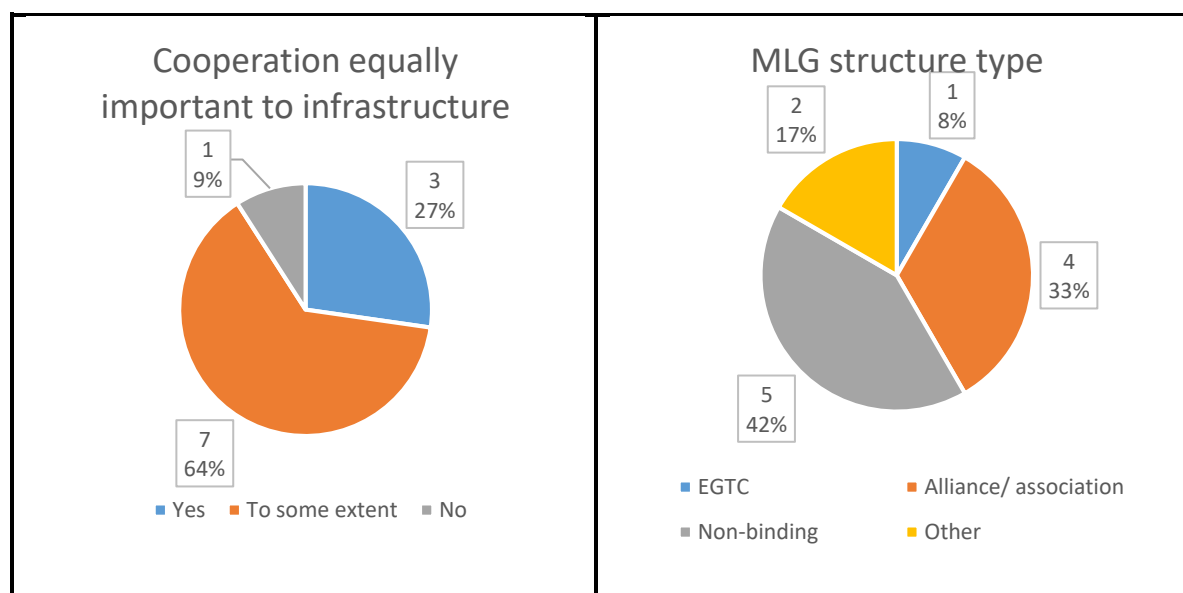
Figure 10 – Survey results in relation to project design principles

Source: Own compilation

Six questions form the project design section of the questionnaire. Four of them have been identified in past projects as basic principles in project design (Tallberg and Hansson-Malm, 2013; Szydarowski and Tallberg, 2013; Binnewies et al., 2016). The relevant answers are shown in Figure 10. To the question on political support, nine of the 11 responses<sup>13</sup> were positive, whereas two (TransBaltic and SuperGreen) reflected reservations. It is interesting to note that all reservations relate to horizontal projects. Corridor-specific projects seem to enjoy full political support.

Conflicts between objectives and actions/priorities were identified in only two projects. Midway Alignment experienced implementation problems due to excessive specification of planned actions in the application stage, whereas Mid-Nordic reported partners with slightly different agenda to that of the project. The latter issue finds its way to the next question on how clear and realistic the stakeholder benefits have been. Although no project suffered from vague or unrealistic benefits, there are references to diverse stakeholder benefits (Mid-Nordic and Stockholm-Oslo), different perceptions of benefits in the beginning and at the end of the project (Scandria® and SWIFTLY Green), as well as the lack of a formal indicator for assessing such benefits (EWTCA).

In relation to project duration, the general position (expressed by 10 out of a total of 14 responses<sup>14</sup>) is that projects provided sufficient time for generating knowledge, engaging all stakeholders and attracting political attention. The two negative responses received relate to timing problems with regard to either external developments (SWIFTLY Green) or delayed project initiation (Mid-Nordic). Reservations have also been stated with respect to dissemination difficulties after the formal project lifespan (SuperGreen and SWIFTLY Green) and the 1.5 years that is usually provided for an AVS study (Oslo-Stockholm).



**Figure 11 – Importance of cooperation and type of MLG structure**

**Source: Own compilation**

Figure 11 presents the feedback received on two additional questions concerning project design. When prompted to assess if the stakeholders thought of their soft cooperation as equally important to hard infrastructure investments, respondents favoured the moderate ‘to some extent’ option in 7 out of 11

<sup>13</sup> The TransBaltic and BSR TransGovernance projects are represented by a single combined response submitted by the individual who managed both projects.

<sup>14</sup> Among all cases examined, SWIFTLY Green and Oslo-Stockholm enter the analysis with two sets of responses each, submitted by different individuals. For these cases, the second answer to a question is reported only if different from the first one. This treatment is equivalent to a single respondent selecting more than one of the available options.

cases. Conflicting interests were mentioned by several projects as an obstacle to cooperation (e.g., SuperGreen, Midway Alignment, Mid-Nordic and Oslo-Stockholm). The hesitation of TransBaltic/TransGovernance stems from the little attention that the authorities at national level were paying on soft cooperation at the time (and to a certain extent still do, according to the respondent). The negative response of the EWTCa respondent only reflects unawareness ('don't know' was not provided as an option in this specific question). The RBGC respondent maintains that cooperation is necessary for developing passenger and logistics services, an argument carried forward by Stockholm-Oslo that considers cooperation as a prerequisite for the required investments in hard infrastructure. The CETC respondent goes one step further arguing that, in addition to soft cooperation, the partnership requires a powerful mechanism to ensure sufficient integration.

In terms of the MLG structures deployed, popularity appears to be inversely proportional to the degree of binding that each type of structure offers. The most binding EGTC scheme has been applied in only one project, followed by two cases of the equally binding company arrangements (appearing as 'other' in Figure 11). Four projects have selected less binding cooperation frameworks like strategic alliances or associations. With five applications, the non-binding arrangements (e.g. collaboration platforms or thematic working groups) comprise the most popular category.

The second group of questions relate to stakeholder issues. It consists of 11 questions, five of which pertain to the stakeholder categories engaged and are discussed in the next headings. The remaining six questions refer to more general issues considered crucial for the successful implementation of a project and are shown in Figure 12.

Two thirds of the responses claim fully defined stakeholder roles and responsibilities. Problems encountered concern initially sketchy responsibilities that had to be further defined during project execution (SWIFTLY Green, SuperGreen and Midway Alignment) and lack of familiarity of some partners with international projects imposing extra load on the lead partners (Mid-Nordic).

A similar picture is displayed in relation to the compatibility between stakeholder roles/responsibilities and their mandates. In addition to the already mentioned diverse partner expectations on project output (SuperGreen), two projects reported problems stemming from conflicting mandates of some stakeholders. Scandria® mentioned partners having an intermediary role on top of their own calling for greater coordination within the partner boundaries, whereas Mid-Nordic referred to the mandate problem of national agencies like the Swedish Transport Administration, which have to reconcile their own views with those of the state expressed by the official governmental positions.

The weakest consent (54%) among the questions of Figure 12 is exhibited when the respondents are asked to assess whether the stakeholders assign high priority to the project aims. Both SuperGreen and Mid-Nordic have experienced partners with priorities other than those implied by the aims of the respective projects. Three other projects (EWTCa, CETC and Stockholm-Oslo) acknowledge that priorities and interests vary among stakeholders, a view also shared by TransBaltic/TransGovernance when it comes to national level organisations.

The two-thirds positive response to the question on clear stakeholder roles is repeated in the context of the firm commitment required by the usually lengthy process of corridor projects. Two projects report cases of limited commitment by project partners either during project execution (SuperGreen) or after its conclusion when the adoption and implementation of project results can foster daily business (TransBaltic/TransGovernance). Along these lines, Mid-Nordic refers to stakeholders who have transformed project output in real infrastructure projects, whereas others were only pursuing their short-term business interests with no real connection to the corridor concept. Yet viewed from the association's perspective, EWTCa deploys an open membership approach that does not require firm commitment.

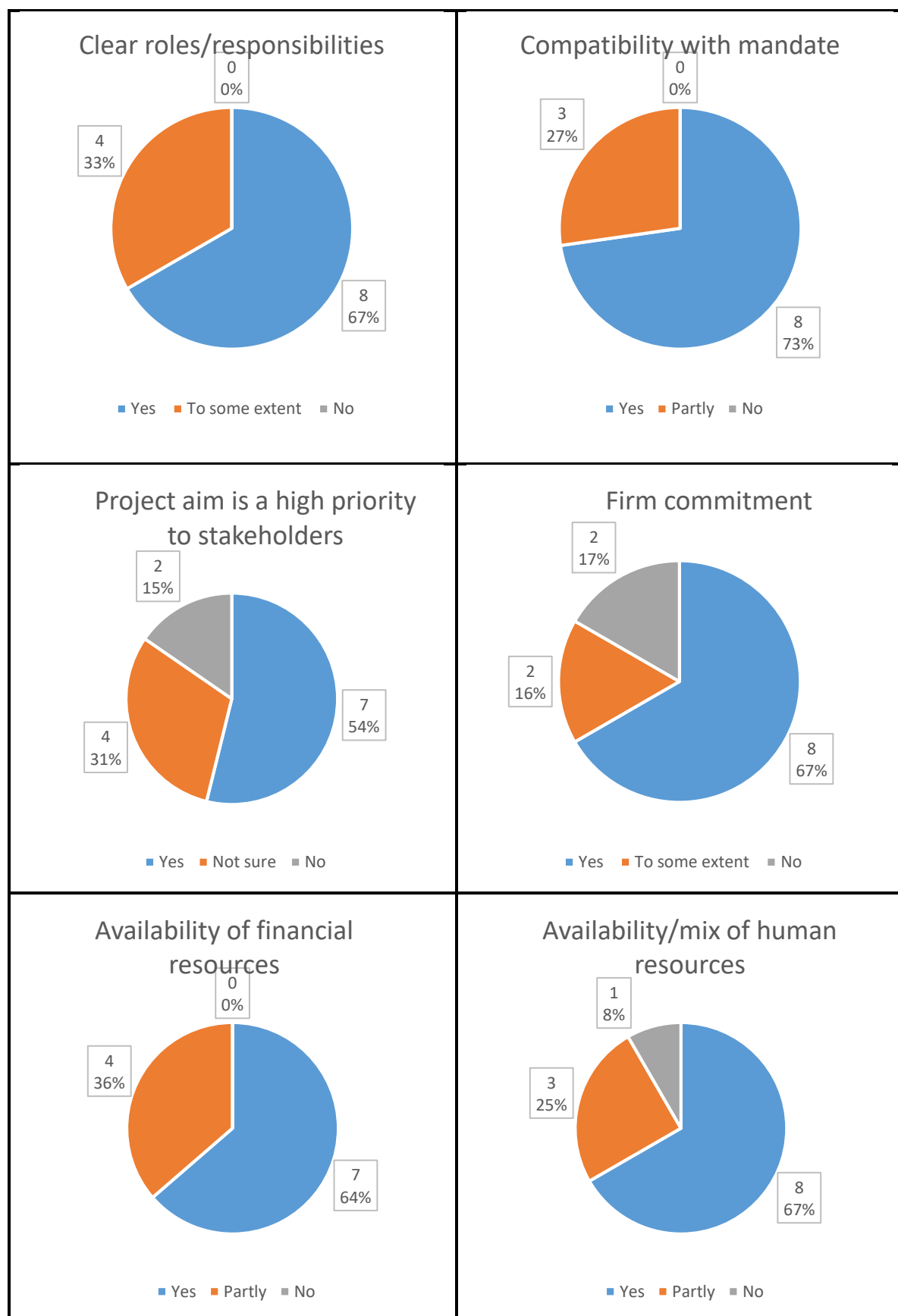


Figure 12 – Survey results in relation to major stakeholder issues (Own compilation)

The respondents' position on whether the stakeholders possess the financial resources required for planning, implementing and controlling the project activities display a similar pattern. Each of the four 'partly' responses we have received is a special case. EWTCA reports that there are partners in the association who do not pay their membership fee. Mid-Nordic experienced partners who realised during project implementation that the available project funds were intended only for assessing potential future infrastructure works, the implementation of which needed to be pursued at national level. CETC responded positively but only for soft actions, clarifying that the nationality of the partner might make a difference. As mentioned in Section 4.2.6, the EGTC scheme provides better funding opportunities. The Oslo-Stockholm corridor is a different case altogether. As far as the AVS study is concerned (refer to Section 4.2.8), this is conducted and financed entirely by the Swedish Transport Administration. Interested stakeholders finance their participation by own means.

In relation to the availability and mix of human resources required to plan, implement and control the respective project activities, we received reservations from three respondents. TransBaltic/TransGovernance stated that very often partners do not assign the right people to project activities probably due to undeservedly low perception of Interreg projects in their home institutions. The Oslo-Stockholm 2.55 AB and CETC confined the problem to the national and macroregional levels respectively, where the requirements are more qualified. Along the same lines, Mid-Nordic took a stronger position complaining that many of the individuals who ran the project activities did not have decision-making power.

The 13 questions of the third section of the questionnaire concern project output and impact. Six of these questions focus on the immediate output of the projects and the benefits they produced for their stakeholders. The corresponding responses appear in Figure 13. The answers to an additional question concerning a general assessment of the deployed MLG schemes are not presented here as they have been incorporated in Section 4. The remaining six questions relate to the external impact of the projects and their contribution to broader societal objectives. Figure 14 illustrates the corresponding answers.

The two-thirds pattern of Figure 12 also applies to the question on whether the project succeeded in meeting its objectives. The most pessimistic view comes from TransBaltic/TransGovernance, which finds that its ultimate objective of sensitising the national decision-makers on the importance of system thinking when projecting transport investments has not been achieved, despite having produced the planned project deliverables (refer to Section 4.1.1 for more details). Similarly, although SWIFTLY Green has delivered the requested toolbox, its use and implementation is below expectations. CETC has met its other objectives but has not succeeded in including the entire CECT corridor to the TEN-T network. Also Mid-Nordic reports a partial success, as there are still results to be seen despite having met most of the project objectives. Oslo-Stockholm 2.55 AB claims that they are on the right track, although expected results have not been achieved yet.

On whether the project has functioned as an incubator for new business ideas and/or regional development projects, we received four negative answers (SuperGreen, SWIFTLY Green, Baltic-Link and the Oslo-Stockholm AVS study) mainly due to the nature of the projects. Partially positive responses came from two cases: Oslo-Stockholm 2.55 AB expects great interest if the project succeeds, whereas Mid-Nordic reports regional development initiatives not only involving project partners but also other municipalities leading to a higher than expected impact.

With 10 positive responses in 12, the results show a strong contribution of the projects in fostering the cooperation and engagement of both private and public sectors. The only reservations came from CETC and Oslo-Stockholm 2.55 AB, who both mentioned that their activities focused on the public sector with private interests being invited only to public events.

When it comes to the project's role in building the required trust among different stakeholder groups, eight of the responses received were positive, the remaining three agreeing to this statement only partially. Midway Alignment found the inclusion of private partners that compete to each other outside the project a bit of a challenge. SWIFTLY Green concluded that, although there were no trust problems among project partners, the project would have benefited from a clearer description of the



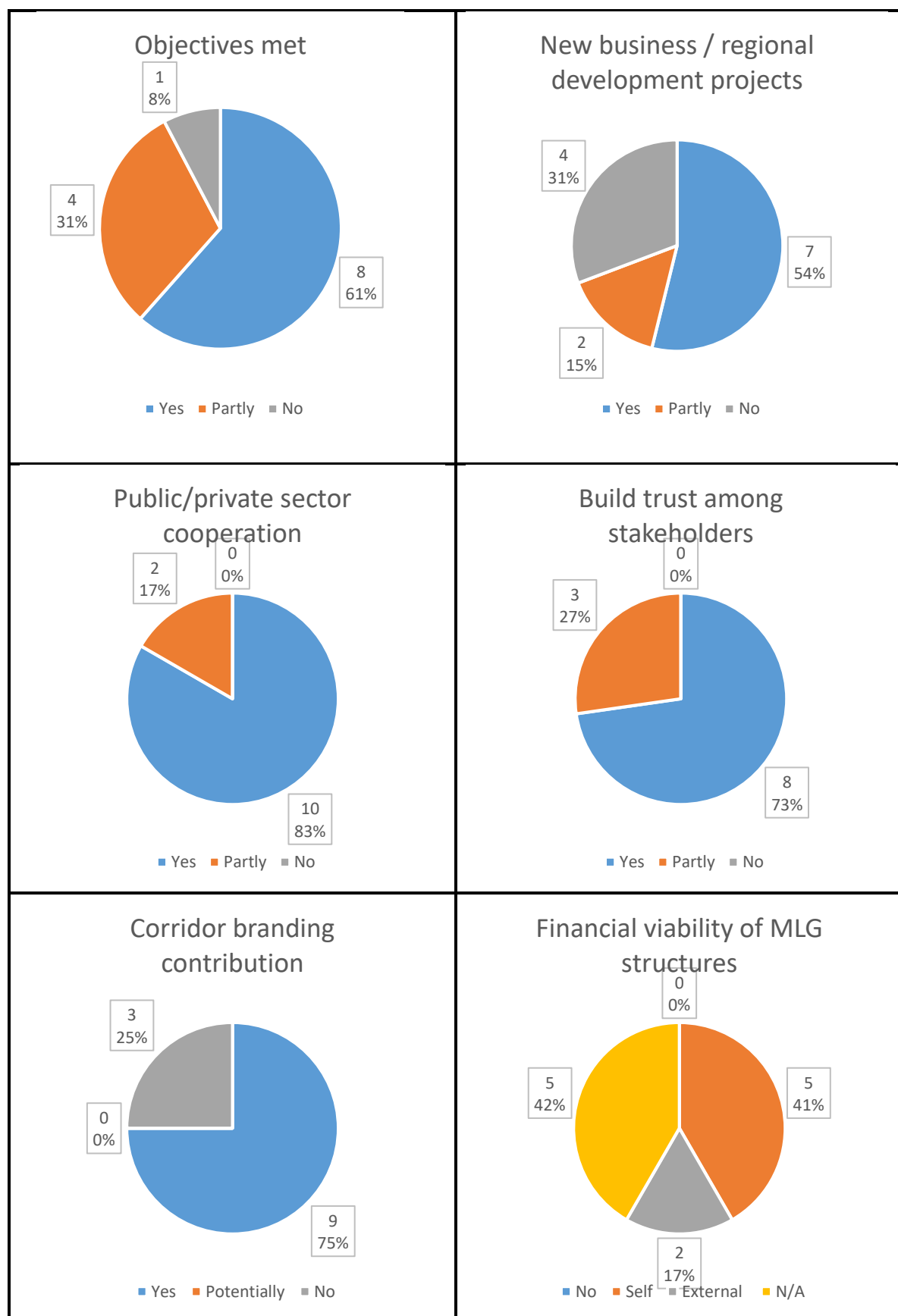


Figure 13 – Effectiveness of project implementation, internal (Own compilation)

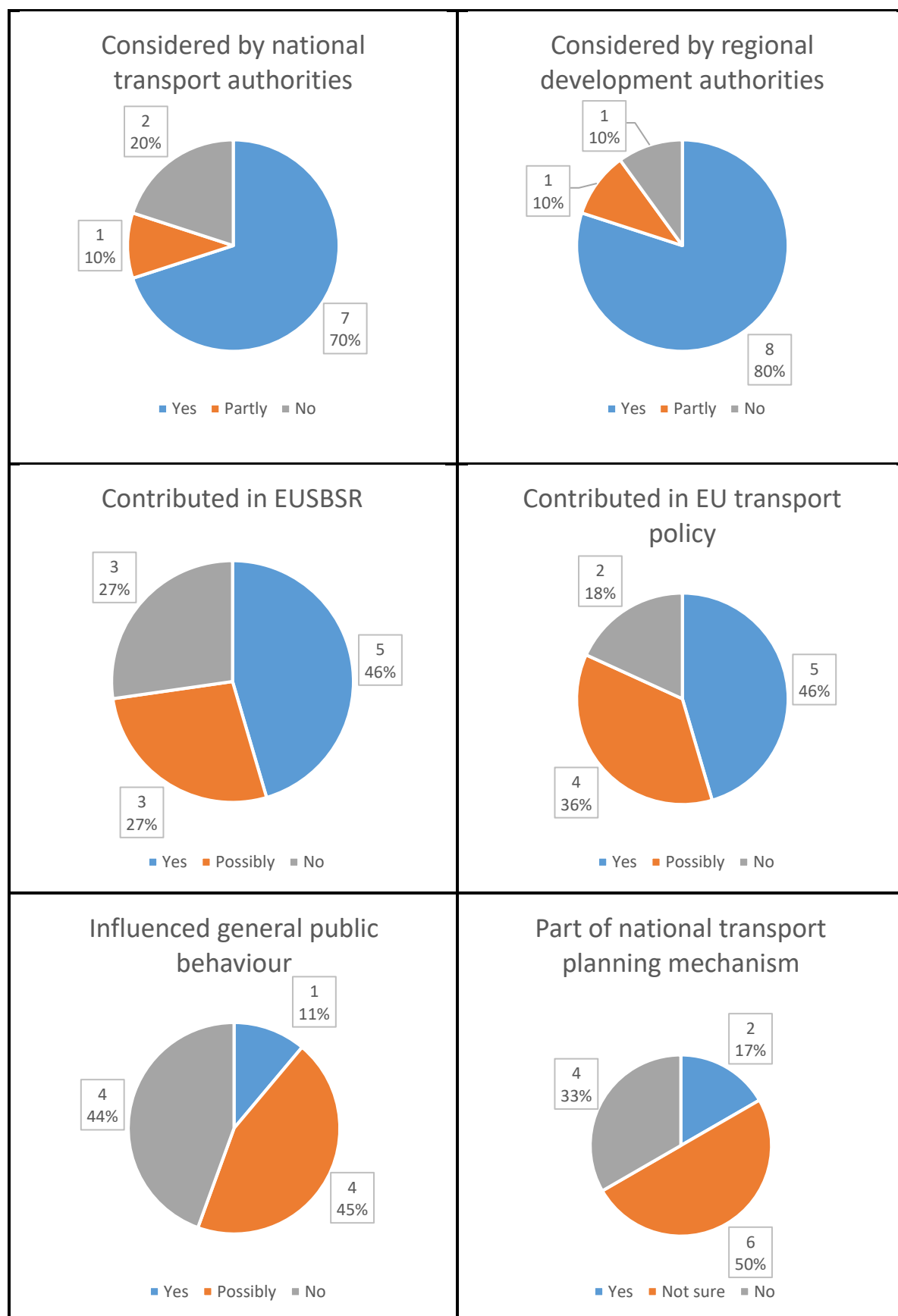


Figure 14 – Effectiveness of project implementation, external (Own compilation)

fate of its deliverables after project completion as this might have facilitated the engagement of external actors. SuperGreen's hesitation reflects unawareness of changes in each partner's attitude towards other project partners.

With nine positive responses in 12 replies, the evidence also support the role of the projects in promoting regional or corridor-specific branding. The three negative responses come from two horizontal projects (SuperGreen and SWIFTLY Green) and the Oslo-Stockholm AVS study and are fully attributed to the nature of the projects.

All MLG structures put in place by the projects analysed are still alive after termination of the initial external funding. Out of six such schemes, two are supported by follow-up Interreg projects (Scandria® and RBGC), the rest being funded either by membership fees (Baltic-Link, CETC and EWTC) or through equity capital (Midway Alignment). Shareholder contributions fund the Oslo-Stockholm 2.55 AB operations.

In terms of project impact, Figure 14 shows that despite the significant consideration that the examined projects have attracted from the national and regional authorities, so far they have only moderately contributed to the region's transport strategy and had an even lower influence on the general public behaviour and the national transport planning.

Seven of the ten responses received indicate that the national transport authorities have considered the recommendations produced by the projects examined. Scandria® holds a partially positive position, maintaining that the answer depends on the particular organisations involved. It further names the Swedish Transport Administration as an example of organisations that have put project results in direct use. However, TransBaltic/TransGovernance takes the exactly opposite stance on judging the consideration that the Swedish national agencies give to project results, probably signifying the dependency of the approach on the specific project under consideration. A negative view on the issue is also shared by SuperGreen, which notes the lack of a mechanism for dissemination activities after the end of the project as a contributing factor. Baltic-Link has not responded to any of the impact related questions of the survey.

SuperGreen extends this position to the regional development authorities, too. The reservations expressed by Mid-Nordic are related more to the lack of available funds at the local and regional level for infrastructure projects than to the attitude of the regional development authorities towards project recommendations. All other respondents share the opinion that the regional development authorities have considered the project recommendations.

The responses to the question on whether the project has contributed in EUSBSR formulation appear more balanced. Scandria®, TransBaltic/TransGovernance and RBGC, the predecessors of the current EUSBSR flagship projects Scandria2Act, TENTacle and NSB Core respectively, claim strong influence on the revised PA Transport description. They have strengthened the connection between TEN-T corridors and regional development, and promoted transport cooperation with third countries, a view shared by EWTC, too. The Midway Alignment response is also positive, as the cross-border Vaasa-Umeå link is represented in the flagship NSB Core project. SuperGreen, SWIFTLY Green and Mid-Nordic, on the other hand, take a more modest stance reflecting the fact that they have no way to assess their influence despite suspecting that their voices have been heard. The remaining responses are negative on the basic argument that EUSBSR formulation was outside the scope of the project.

The picture that emerges when it comes to contributions to the EU transport policy is very similar to the above. TransBaltic/TransGovernance sees a collective role of the BSR Transport Cluster<sup>15</sup> in the adoption of green and MLG elements in the CNC planning and implementation. Together with other projects, Scandria® claims influence on the design of the current TEN-T network with special focus on ScanMed. RBGC refers to the EC's perception of its successor NSB Core as an important platform

<sup>15</sup> In September 2012, eight Interreg BSR projects joined forces to run the "BSR Transport Cluster for sustainable, multimodal & green transport corridors" project for one year. It aimed to promote the corridor approach in the BSR, to strengthen complementarities of the projects' results and to provide a harmonised contribution to the EUSBSR and the EU transport and cohesion policies. Four of the 12 projects examined in this report (TransBaltic, Scandria®, RBGC and EWTC) participated in this effort.

that has to be observed in transnational work plans. EWTC focuses on its role in enhancing relations with third countries, while SWIFTLY Green finds hints of its influence in the latest corridor work plans. A possible contribution is reported by Mid-Nordic, SWIFTLY Green and CETC (through presentations of project results in several meetings) and SuperGreen (through direct references to EU documents).

The projects' impact on the general public behaviour exhibits a much gloomier view. Only Midway Alignment reports that the project has resulted in improved public awareness of the significance and impact that TEN-T status might have on corridors and nodes. Albeit too early to be affirmative, RBGC and both Oslo-Stockholm respondents express aspirations of general public acceptance of the project results. The involvement of citizens in local and regional decision-making makes Mid-Nordic assume that a certain degree of public acceptance has been achieved in relation to some of the project outputs. One of the two respondents associated with SWIFTLY Green also sees the possibility of some impact on public behaviour. Four respondents (SuperGreen, TransBaltic, SWIFTLY Green and Scandria®) take a negative position on this matter. The fact that three of these four replies concern horizontal projects might indicate that these projects lack relevance to the public.

The last question of this section of the survey prompts respondents to assess whether the MLG schemes deployed by the projects have been acknowledged as part of the national transport planning mechanism. The only definite positive answer comes from the Oslo-Stockholm AVS study, which is an activity foreseen by the Swedish national transport plan and undertaken by the Swedish Transport Administration. RBGC also replies positively but only in theory. Practice, they admit, can be very different. However, lately they see some opening of existing governance structures to wider stakeholder cooperation, which might lead to a reinforced role. Among the six respondents who declare uncertainty, Midway Alignment reports problems in cross-border areas due to different treatment given to the MLG schemes by the national transport authorities of the countries involved. Facing the same problem, Mid-Nordic suggests the establishment of official cross-border authorities to 'get things done.' The hesitation of CETC derives from the fact that the EGTC scheme is still new in Poland and, although the Polish government plans to use this mechanism to connect Eastern Poland to neighbouring countries, its influence on the national transport planning process remains to be seen.

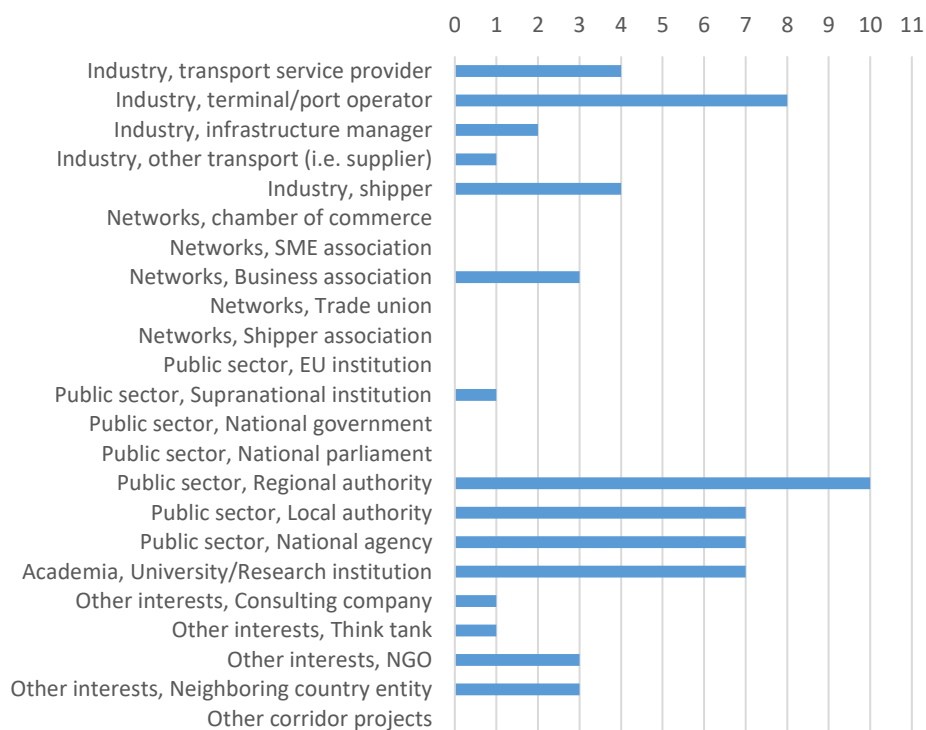
Only RBGC responded to an open-end question about any other MLG-related issue in the last section of the questionnaire. They consider the Corridor Forum of the CNCs as the most important existing transnational MLG structure in the European transport development. Whereas other MLG structures like those generated by the bottom-up projects considered in this report can be highly efficient in their respective field, they should be viewed only as add-ons to the Corridor Forum activities, which need to be continued in the future and receive high priority among the EU, Member States and the regions.

All respondents agreed to make a direct reference to their names and projects in the survey report, provided that the corresponding statements and the relevant context will be subject to their approval prior to any publication. Such approval has been given.

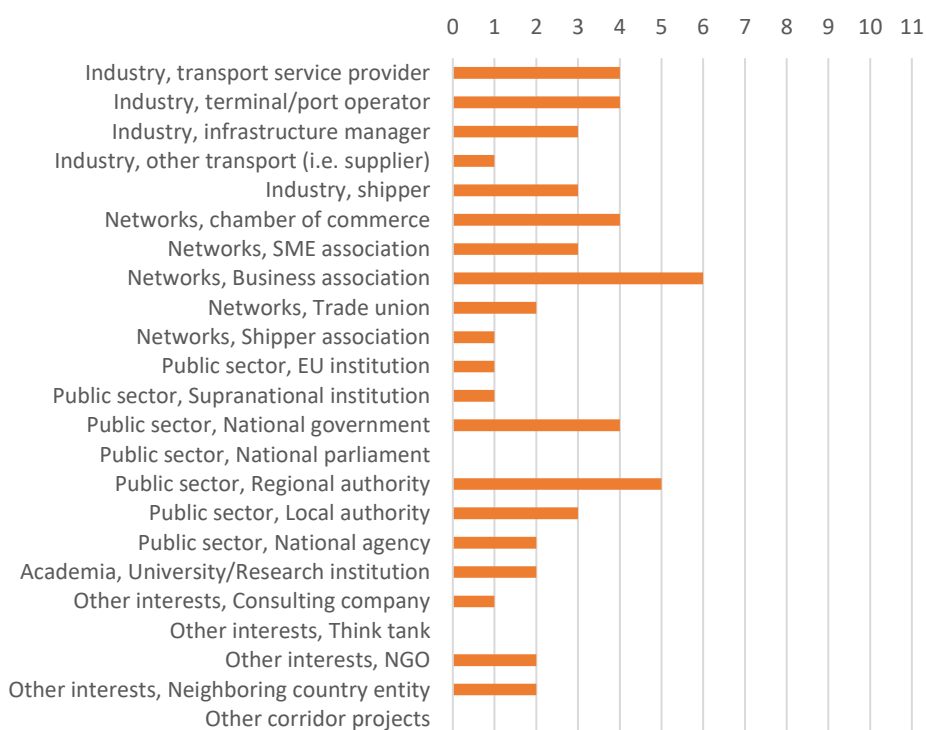
## 5.2 Stakeholder composition and adequacy

The stakeholders engaged in the 11 projects of our analysis are presented in Figure 15 by type of involvement and stakeholder category. Stakeholders are involved either in the phase of project design, in which case they enter as project partners or associated organisations, or in the phase of project implementation, when they are mobilised through project activities (meetings, workshops, seminars, conferences, etc.). They are classified in five groups: industry, networks, public sector, academia and other interests. Commercial interests like transport service providers, terminal/port operators, infrastructure managers, other transport-related companies (e.g. fuel suppliers) and shippers comprise the industry group. Networks consist of business, SME and shipper associations, chambers of commerce and trade unions. EU, supranational and national institutions, regional and local authorities, as well as national agencies form the public sector group. University and research institutions make up academia, whereas consulting companies, think tanks, NGOs, entities from neighbouring countries and other corridor projects are grouped together under the other interests group.

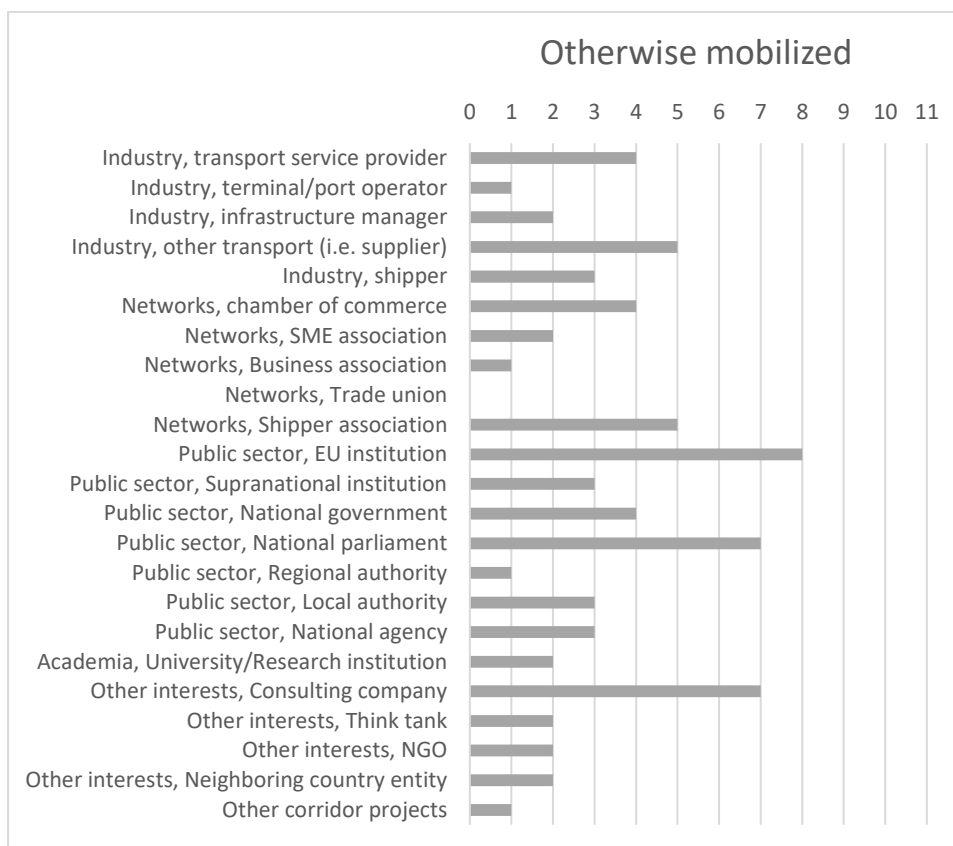
### Project partners



### Associated organisations







**Figure 15 – Frequency of stakeholder engagement by category (Own compilation)**

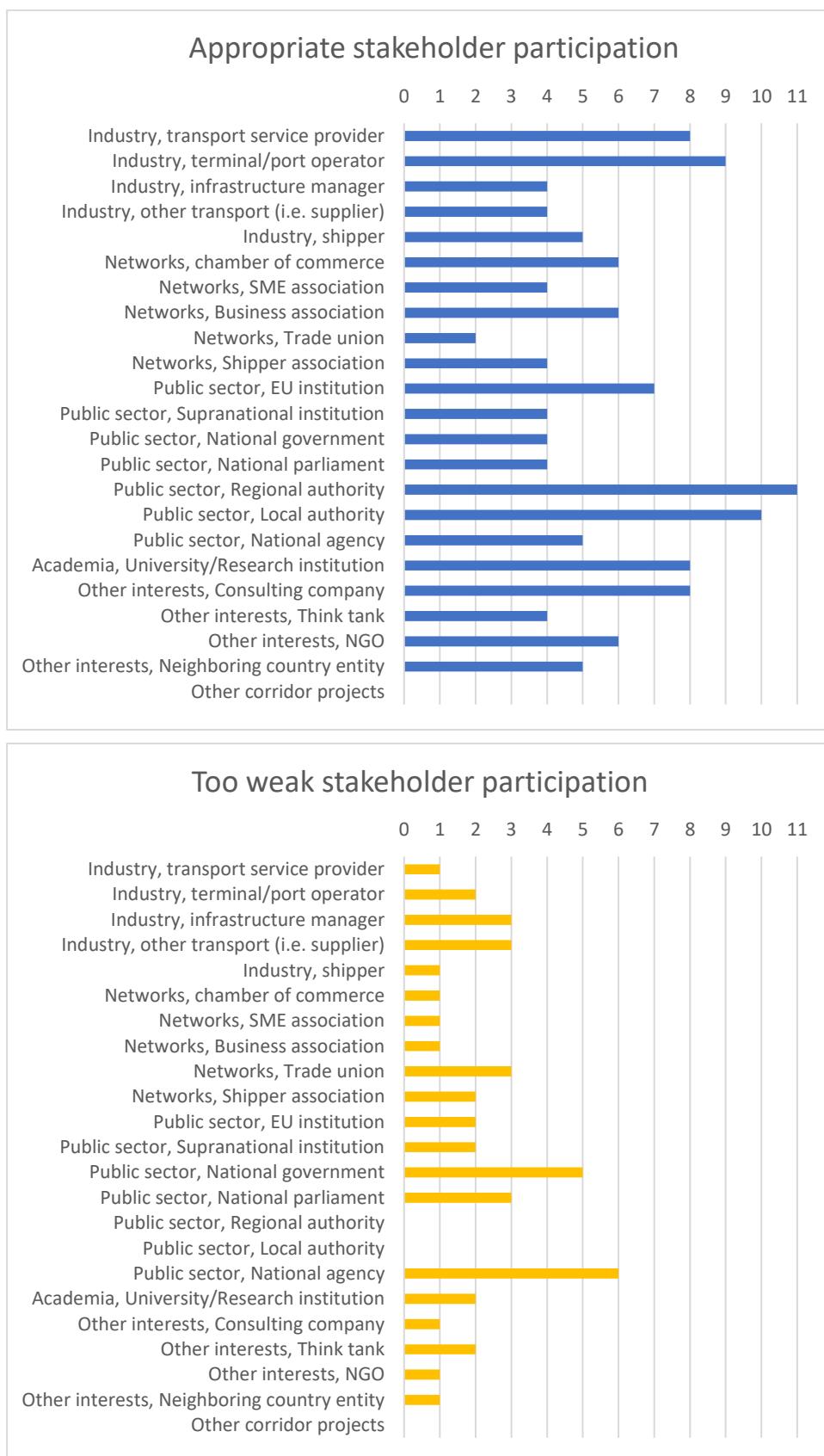
In relation to project partnership, the public sector appears to be the most common stakeholder group, followed by industry and academia. Within the public sector group, regional authorities feature as project partners in 10 out of 11 projects, which is not surprising given that most of these projects are co-financed by the Interreg Programme. The only project that does not have a regional authority as partner is SuperGreen, a Coordination and Support Action of FP7. Local authorities and national agencies with a frequency of 7/11 follow suit in frequency among public sector entities. It is interesting to note that no institutions at national level or above participate as partners in any of these projects.<sup>16</sup>

With a frequency of 8/11, the terminal/port operators feature at the top of the industrial group and at the second most popular position overall. Neither this result comes as a surprise given the geographical focus of the analysis on the Baltic Sea Region. The modest frequency of shippers/cargo owners (4/11) is lower than expected given their significance in freight transportation. Also noteworthy is the very low score of networks, where only business associations make their presence visible (3/11).

In contrast, business associations are the most frequent participants in project work as associated organisations, which exhibit a rather balanced frequency profile. Interestingly, four projects report the involvement of national government representatives (Scandria®, TransBaltic, RBGC and CETC). The only categories absent from this type of stakeholder involvement are the national parliaments, think tanks and other corridor projects. In fact, the participation of parliamentarians would have been a surprise given that project work of the sort discussed here lies outside their formal role.

As for stakeholders mobilised through other project activities, the EU institutions exhibit the highest frequency (8/11), an anticipated result given their interest in the subject and their involvement in financing the projects. Among the public sector group, national parliaments and governments are also

<sup>16</sup> The only supranational institution that appears as project partner in Figure 15 is Øresund Logistics (DK/SE) of TransBaltic.



**Figure 16 – Frequency of appropriate and weak participation by stakeholder category**

Source: Own compilation

very active in this respect. The other transport category (5/11) and the service providers (4/11) are the industrial stakeholders most frequently observed in project events, whereas shipper associations (5/11) and chambers of commerce (4/11) lead the networks group. Consultants, too, are frequent (7/11) invitees to project activities, as their more active involvement in project partnership is restricted by the co-financing requirement.

A related question prompted the respondents to rate the adequacy of the representation of all participating stakeholders (either as project partners or not) in terms of input to the project activities. They were given three options: 'too weak', 'appropriate' and 'too much.'<sup>17</sup> No one selected the latter option for any stakeholder. In fact, Mid-Nordic commented that 'there is no such thing as too much involvement.' The frequencies observed in relation to the other two options appear in Figure 16. The representation of regional authorities is fully satisfactory, followed by those of the local authorities, terminal/port operators, transport service providers, academia, consultants and the EU institutions.

What is more interesting, though, concerns the weak participations. It seems that the project managers were expecting more from the national agencies (6/11) and national governments (5/11). The following three reasons for the weak involvement of national government were revealed during the interviews that followed the survey (TransBaltic/TransGovernance):

- **Need to stay neutral/objective.** In the transport sector, very often, there are alternative solutions to a particular problem. They can relate to alternative modes, routes and a number of technical characteristics to say the least. By actively participating in an Interreg project that usually promotes a specific alternative, biases can be introduced in the decision-making and unintended signals may be transmitted to the stakeholders involved.
- **Capacity restrictions.** Participation in the numerous activities of all these projects would add a lot of work to the often overloaded national government employees.
- **Budget limitations.** Budgetary restrictions, too, impose a limit to the number of project activities that national government employees can attend.

### 5.3 Engagement of market and lighter-weight players

Due to the emphasis that TENTacle places on the subject, respondents were asked to indicate whether their projects included a particular initiative to involve market representatives (manufacturing, transport and logistics industry). The overwhelmingly positive responses are illustrated in Figure 17. The only negative answer came from RBGC, which did not include market representatives in their structure. However, the fact that the project was coordinated by the Small Business Center of the Aalto University is evidence that business interests were indeed taken into consideration.

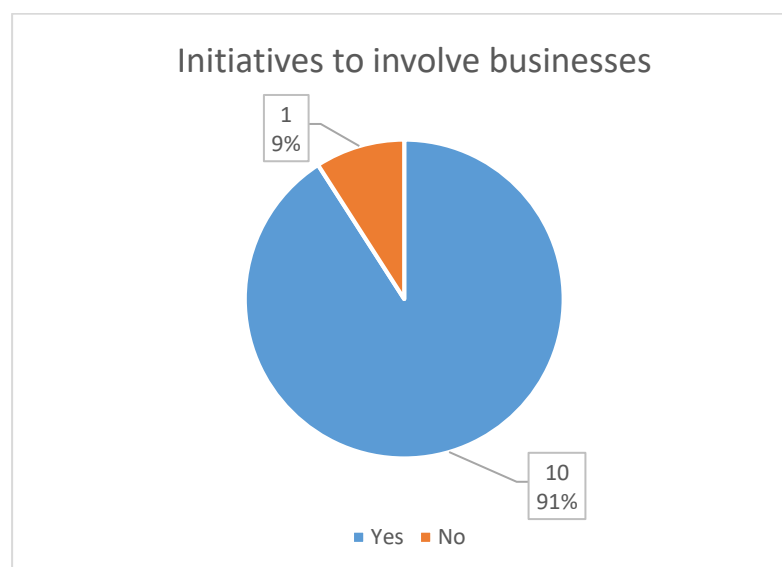
Four among the 10 positive answers describe these initiatives as special meetings organised by the projects, where market representatives had the opportunity to express their views and priorities. The project output, be it a strategy/action plan (TransBaltic/TransGovernance and CETC), a study (the Oslo-Stockholm AVS) or a blocktrain arrangement (Scandria®), has incorporated this input. All other positive answers refer to the involvement of business interests directly into the project partnership.

The 5-level taxonomy of stakeholder participation, presented in Section 3.2, can be used here to investigate the level of business engagement:

**Level 1 – Provision of information to businesses with an interest on the subject:** All projects examined, irrespective of type (Interreg, TEN-T, research, study), provide information to their stakeholders through their information dissemination campaigns. Usually these include several of the available options: leaflets, brochures, reports, studies, articles in general and specialised press, articles in scientific journals, books, paper-based and electronic newsletters, videos, websites, radio and TV broadcasting, project events like conferences, seminars and workshops, as well as participation in

<sup>17</sup> Respondents were asked to use their judgement to assess adequacy in terms of whether the interests of a specific stakeholder category have been expressed, discussed and/or reflected in project output. It was noted in the questionnaire that this could be a function of both the number of participating stakeholders from a particular category and the competence/commitment of the respective individuals.

third-party events and fora through presentations, posters and specialised booths. Difficulties encountered in this respect concern the lack of funds for extending dissemination activities after project completion, including the project website, as well as the fate of project deliverables.



**Figure 17 – Projects with initiatives to engage market representatives**

Source: Own compilation

**Level 2 - Consultation of businesses to obtain input:** Very often the project events mentioned above function as a two-way process adding the collection of stakeholder feedback to the information dissemination of the first level. Other project activities like specialised surveys are often undertaken to this end. All projects of our analysis have included such activities in their work plans. The often low participation of business interests in project activities of this sort has been reported as a problem that limits the effectiveness of these measures. It is mainly attributed to the tendency of businesses to spend their constrained time budget for direct contacts with the authorities and other stakeholders.

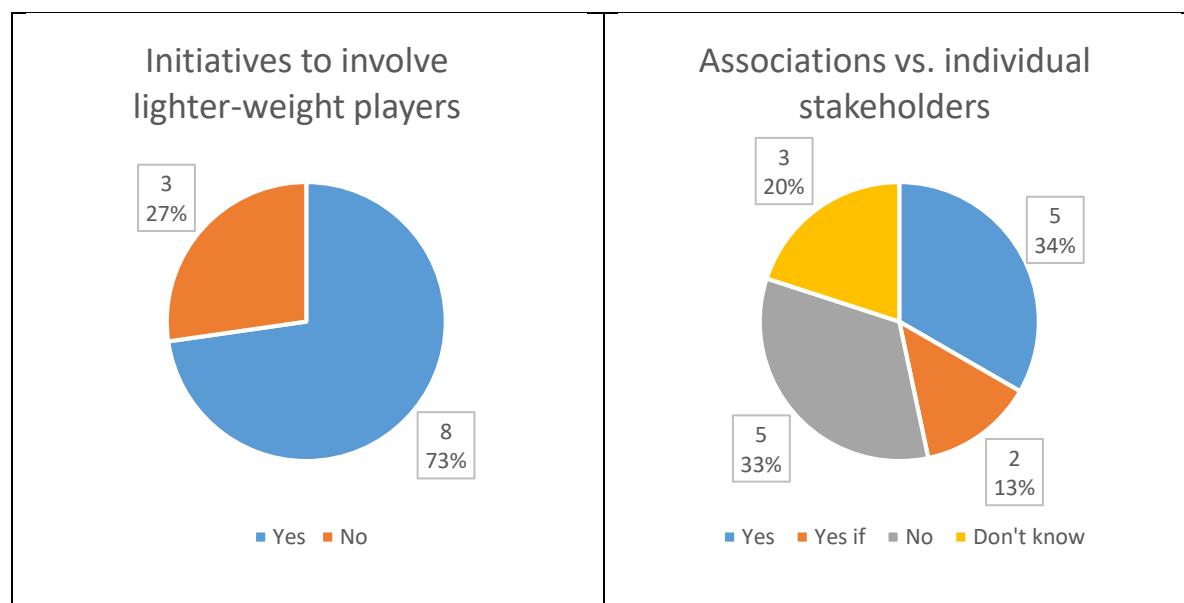
**Level 3 – Businesses are directly involved in decision-making:** At project level, this is equivalent to including market representatives in the project structure as partners. This is the case for all projects examined with the exception of RBGC, CETC-EGTC Ltd. and Oslo-Stockholm 2.55 AB. The Oslo-Stockholm AVS study is a special case in this respect, as no third parties can be involved beyond Level 2. The low participation of market players in project partnerships is often attributed to the short-term profitability mindset of businesses that differs from the more long-term policy perspective of corridor projects. Probably for the same reason, project structures do not reflect the central role that shippers have in the supply chain.

**Level 4 – Businesses are also involved in the implementation phase:** All businesses involved as project partners were also active in the implementation of project activities. In fact, there were projects like Scandria® and RBGC that managed to engage non-partner businesses in project implementation through their thematic working groups.

**Level 5 – The project enables independent business groups to develop their own strategies:** The only project, among those examined, that reached this level of business engagement is EWTCA. As mentioned in Section 4.2.2, the activities of the Association are defined in a 4-year Action Plan, which results from a survey among members on their priorities. Thus, the members themselves determine their own strategy. It has to be clarified, though, that when the stakeholder structure is supported financially by project funds, this is not easy to achieve, if possible at all. The EWTCA activities during

the first two years of its existence, when the Association was funded by the EWTC II project, were determined by the EWTC II Action Plan.

It follows that the engagement of market representatives can become more attractive if they are given the opportunity to develop their own strategies, which, in turn, might require greater flexibility on the side of the funding agency.



**Figure 18 – Projects involving lighter-weight players and attitude towards associations**

**Source: Own compilation**

Lighter-weight players (smaller and rural regions/municipalities, NGOs, SMEs, etc.) appear less frequently in project work than the market representatives examined above but their presence is still significant. As shown in Figure 18, only three (Transbaltic/TransGovernance, SWIFTLY Green and CETC) of the 11 projects examined did not involve representatives of this stakeholder group. Among the other ones, one project (Oslo-Stockholm AVS study) engaged them only through a special meeting, whereas the remaining seven projects had lighter-weight players in their partnership, as follows:

- Smaller regions/municipalities: 4 (Baltic-Link, RBGC, Mid-Nordic, Midway Alignment),
- SMEs : 4 (SuperGreen, Baltic-Link, EWTCA, Midway Alignment),
- NGOs : 1 (Scandria®).

It is worth noting that two of the projects that involved SMEs (SuperGreen and EWTCA), also included SME associations in their partnership. A distinction needs to be made here between direct forms of participation, which involve individual light-weight players, and mediated forms of participation in which the views of a particular stakeholder group is represented by an intermediate organisation.

The right-hand side of Figure 18 illustrates the responses to the question: Would you consider the participation of stakeholder associations more beneficial to the project in comparison to individual stakeholders? One third of the responses were negative based on the argument that nobody knows the needs of a company better than they do. Another third of the total indicated that although this is correct, the fact that SMEs often do not have the resources to participate directly in such schemes makes their representation by an association the second best solution. The last third was composed by the respondents who did not take a position and those who selected a positive answer on the condition that the opinion expressed by the association is formally supported by its members. This last answer



was offered as an option to preclude the possibility of hidden agendas on the part of the representative organisations. The balanced view on this issue is underlined by the dual ‘yes’ and ‘no’ answer received from two of the projects (Scandria® and RBGC).

## Box 2. Fehmarnbelt Business Council



In 2008 the Ministers of Transport of Denmark and Germany signed a state treaty on the construction of a fixed link between Fehmarn on the German and Lolland on the Danish side of the Fehmarnbelt.

The FBBC is a cooperation of the business associations directly involved through their location in the Fehmarnbelt region. It was established to build a platform for business associations and other parties who want to contribute to the process of integration and make the Fehmarnbelt Fixed Link a success from day one.

Apart from being the contact point for business associations and businesses on the axis Hamburg - Lübeck - Copenhagen – Malmö, the FBBC aims at:

- Establishing an economic growth region
- Promoting regional business opportunities through integration into construction activities and beyond
- Winning qualified work force for the region
- Promoting the chances of the fixed link for the entire region
- Promoting the establishment of a connected modern infrastructure
- Bringing the benefits of this new infrastructure directly to the region and its businesses.

The areas of activity include:

- Organizing conferences
- Committee work
- Developing positions
- Maintaining the FBBC Secretariat as contact point to the FBBC.

The following institutions are members of the FBBC:

- Dansk Erhverv - Danish Chamber of Commerce
- Dansk Industri - Confederation of Danish Industry
- German-Danish Chamber of Commerce
- Chamber of Commerce and Industry of Southern Sweden
- Hamburg Chamber of Commerce
- Chamber of Skilled Crafts Schleswig-Holstein
- Chamber of Industry and Commerce Schleswig-Holstein
- Schwerin Chamber of Industry and Commerce
- Lübeck Merchants' Association
- Confederation of Employers' Associations in Hamburg and Schleswig-Holstein

Source: FBBC website, <http://www.fbbc.eu/> (Accessed: 21/5/2017)

The Fehmarnbelt Business Council of Box 2 is a successful example of business involvement in the promotion of a transport corridor project through associations. It was established in Lübeck in 2007, even before the bilateral treaty on the construction of the Fehmarnbelt fixed link was signed, to strengthen the axis of growth between the metropolitan areas of Copenhagen/Malmö and Hamburg/Lübeck. Its ten members are all business associations from three countries representing about 400,000 companies of all sizes. Its broad constituency makes FBBC an influential actor in the political decision making. Being a true ‘voice of business,’ the FBBC is the natural contact point for government and administration in cross-border issues along the Hamburg-Malmö axis.

At a smaller scale, specialised networks can be a useful tool in expressing the ‘voice’ of lighter-weight players. The specialised interest groups run by the Chamber of Commerce and Industry of Southern Sweden like the Baltic Sea Business Network or the Asia Business Club is an example. The Danish Baltic Sea NGO Network is another one (see Box 3). Associations of local and regional authorities can play this role on behalf of smaller and rural municipalities/regions, too. For example, the Swedish Association of Local Authorities and Regions (SALAR) that represents the governmental, professional and employer-related interests of Sweden's 290 municipalities and 20 county councils/regions can form the framework for such a service.



The assistance that lighter-weight players can obtain from the EU should also be mentioned here. Numerous publications like ‘*Cluster collaboration and business support tools to facilitate entrepreneurship, cross-sectoral collaboration and growth*’ and the ‘*Smart guide to cluster policy*’ assist regional authorities and other stakeholders to promote regional industrial modernisation, support SME development and encourage smart specialisation. Furthermore, the European Cluster Collaboration Platform (ECCP) provides networking support through: (i) collecting and disseminating a wide variety of information on available European programs and

initiatives, (ii) presenting success stories of cluster organisations that can serve as inspiration or guidance for cluster peers, and (iii) facilitating the interaction between organisations and their members at regional, national, international or sectoral level.

Box 3 lists a number of suggestions that could make EUSBSR project work more attractive to NGOs, as proposed by the Baltic Sea NGO Network. Assuming that the other lighter-weight players face similar constraints, one can conclude that their involvement can be strengthened if project owners:

- define project objectives and expected benefits in a concise and explicit manner,
- involve them as early as possible, preferably in the project development phase,
- provide a detailed description of project activities in terms of both context and location,
- identify specific topics that they could handle given their limited human and financial resources, and
- if not directly involved as project partners, seek their views through dialogue during project implementation.

These views are similar to the feedback received during the stakeholder seminar that was organised by the Swedish Transport Administration in Malmö on 23 May 2017 to discuss lessons learned and accumulated experience with the target group representatives.

### Box 3. Involvement of NGOs and civil society in the EUSBSR


Most NGOs know nothing about the EUSBSR and the few that do, have a very general idea about it. The challenges are:

- To make them see an interest in getting involved and using their resources in a project
- To give them the opportunity of real influence in developing a project
- To take into consideration their limited human and financial resources.

To attract the interest of NGOs in EUSBSR work, you should:

- Present the strategy in an easily understandable language
- Define the expected benefits of the strategy pursued
- Describe in detail the specific projects that the strategy entails
- Identify specific strategy topics on which NGOs can have a real contribution
- Provide information on the locations of EUSBSR projects, so that local NGOs and politicians can be involved
- Invite participation at the earliest possible stage; the ideal would be to involve NGOs and the public in the proposal preparation phase before concrete plans are presented in public
- During project work, ensure dialogue with NGOs, without ignoring the local ones.

Source: Grav, J. W. (2016). Involvement of NGOs and civil society in the EUSBSR – Needs and challenges. Presentation of the Baltic Sea NGO Network at the 7<sup>th</sup> Strategy Forum of the EUSBSR, 8-9 November 2016, Stockholm

	<p>Baltic Sea NGO Network, Denmark (formerly DANFØ) is a national network of Danish NGOs and institutions with the common goal to promote and improve conditions for developing civil society in the Baltic Sea Region.</p>
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This feedback can be summarised as follows:

- |      |   |
|------|---|
| WHO  | <ul style="list-style-type: none"> <li>• The participation of shippers (cargo owners) should be more actively pursued to complement that of transport operators and logistics companies</li> </ul>  |
| WHAT | <ul style="list-style-type: none"> <li>• Focus the dialogue with market and lighter-weight players on their needs (what the corridor can do for them) rather than on general policy issues</li> </ul>   |
| HOW  | <ul style="list-style-type: none"> <li>• Prepare a stakeholder involvement strategy</li> <li>• Pursue communication via networks and associations featuring such players</li> <li>• Use existing groups to involve smaller players but tell them why and allow real dialogue</li> <li>• Narrow sectoral group meetings and round tables (max. 10-15 participants) may be more productive than open events</li> <li>• Interview selected stakeholders instead of inviting them to meetings.</li> </ul> |

## 6. Lessons learned

The preceding sections presented the most important issues on MLG identified through the review of selected literature and project documents, a series of interviews and feedback obtained during a stakeholder seminar. In order to enhance the value added, an effort was made to report problems that troubled past projects. Each one of these problems can be addressed through specific measures. The purpose of this section is to group these measures into broader themes and present them as lessons learned. Each one of these lessons is addressed to the most appropriate recipient. The EU Coordinators, the national planning authorities, the project developers and the management of the Interreg Baltic Sea Region Programme are the recipients of the 12 lessons of this section. It is noted that some (if not all) of the lessons addressed to project developers are not unique to bottom-up corridor projects, which face the management challenges common to all multi-scale projects.

### To the EU Coordinators:

#### *Lesson 1. Different perspectives makes it happen*

Through their work plans, the EU Coordinators have acknowledged the need for a strong cooperation of all relevant stakeholders in their ambitious goal to move from a regional and national planning perspective to a corridor-oriented one. The recent *Joint Declaration of the European Coordinators on the future of TEN-T & CEF* (TEN-T, 2017) reaffirms this position by appraising the merits of multi-level governance ‘...for bringing Europe closer to all stakeholders, primarily its citizens.’ The projects examined in this report have designed and implemented a variety of bottom-up stakeholder structures. By nature, none of these can replace existing mechanisms like the CNC corridor fora. Instead, they complement the formal fora with a bottom-up regional perspective that progressively gains more importance as attention shifts from the ‘hardware’ to the ‘software’ elements of the corridors. The EU Coordinators have a crucial role in exploiting the provisions of the TEN-T Guidelines and own initiatives like the ‘Ideas Laboratories’ to realise the vision of the CNCs by 2030.

### To the national planning authorities:

#### *Lesson 2. Regional experiences can facilitate national planning*

Transport corridors are spatially and institutionally often too complex to be dealt with effectively only by command-and-control planning practices. MLG is a set of working practices that enables coordination across different levels of authority, across different sectors and across different countries. Past projects have revealed that the BSR territorial cooperation projects have had limited impact on national transport planning despite the significant knowledge and experience on best practices they have accumulated. At the same time, cross-border links albeit critical for seamless transport flows across Europe keep getting limited attention from the national planning authorities. Some people go as far as proposing the establishment of special purpose trans-national governance schemes with the mandate and funds to take decisions, thus, decoupling the cross-border transport planning from domestic priorities.

It might be unrealistic to claim that the ad hoc territorial cooperation projects should have decision-making power. However, they can complement the work of the national planning authorities, which can still do more when it comes to:

- facilitating institutional learning,
- integrating transnational aspects in the national planning, and
- exchanging national plans across the BSR in the consultation stage.

It is certain that the capacity and budgetary constraints that national planning authorities face, combined with their need to stay neutral/objective, motivates their limited involvement in territorial

cooperation projects and their selective approach in the project results they adopt for further processing. The relevance and compatibility of the solutions proposed (by e.g. BSR-related Interreg projects) to the aims of the planning institution should naturally be in focus. It also seems reasonable that preliminary assessments of effectiveness, efficiency, political and public support, as well as the expressed intentions of neighbouring countries concerned will be of major importance.

## To project developers:

### ***Lesson 3. There is no such thing as one-size-fits-all***

A variety of MLG schemes have been deployed by past corridor projects in the BSR ranging from loose non-binding arrangements (e.g. informal networks and thematic groups) to agreement-based cooperation (e.g. associations and alliances) and to more rigid binding structures (European Groupings of Territorial Cooperation and private companies). However, no scheme exists that would fit all situations. Its existence would actually contradict the very nature of MLG, which is devised to reconcile a multiplicity of different interests each time. Table 1 summarises their basic characteristics, their advantages and disadvantages. The selection among available options depends on factors like the objectives pursued, the time horizon, the flexibility requirements, the need for political support, etc.

### ***Lesson 4. Design stakeholder specific communication***

It is important to identify all stakeholder categories sharing an interest in a corridor project and to detect their expectations concerning governance, priorities, roles and decision-making procedures. Stakeholders can come from the public sector, industry, networks, academia and other institutions like think tanks, NGOs, consulting companies, entities from neighbouring countries etc. Special attention should be paid in attracting private sector representatives who tend to be less active in this kind of work. Shippers, particularly those with immediate exposure to the end consumers, can have a decisive role in selecting the logistics arrangements of the supply chain.

Stakeholders can be involved as project partners, associated organisations or be otherwise mobilised through project activities. A stakeholder involvement strategy should be prepared to define the approach to be followed for each group of stakeholders. The following features have proved successful in relation to the dialogue with private stakeholders:

- Focus the dialogue with business players on their needs (what the corridor can do for them) rather than on general policy issues
- Pursue communication via networks and associations featuring business players
- Arrange narrow sectoral group meetings and round tables (max. 10-15 participants) rather than open events.

### ***Lesson 5. Consider the limited resources of lighter-weight players***

By taking into consideration the constraints that lighter-weight players face in terms of human and financial resources, project developers can strengthen the participation of this type of stakeholders in project work. This would entail:

- defining project objectives and expected benefits in a concise and explicit manner,
- involving them as early as possible, preferably in the project development phase,
- providing a detailed description of project activities in terms of both context and location, and
- identifying specific topics that they could handle with the available resources.

In case lighter-weight players are not directly involved as project partners, their views should be sought through dialogue during project implementation.



**Table 1 - Types of multi-level governance structures**

Source: Own compilation (based on Neumüller and Friedrich, 2014)

Type	Definition	Advantages	Disadvantages
<b>Informal network, thematic groups</b>	<ul style="list-style-type: none"> <li>• Nonbinding network of various stakeholders without written agreement</li> <li>• Cooperation on demand</li> <li>• One stakeholder leading the process voluntarily</li> </ul>	<ul style="list-style-type: none"> <li>• Low administrative effort</li> <li>• Fast formation and working process</li> <li>• Flexibility in partnership</li> <li>• Flexibility in setting the agenda</li> </ul>	<ul style="list-style-type: none"> <li>• Undefined regulations for cooperation</li> <li>• Risk of low partner commitment</li> <li>• Insecure financing</li> </ul>
<b>Agreement based cooperation</b>	<ul style="list-style-type: none"> <li>• Cooperation based on written agreement</li> <li>• Fixed financial contributions</li> <li>• Formal executive scheme</li> <li>• Action plan</li> </ul>	<ul style="list-style-type: none"> <li>• Stronger commitment of partners</li> <li>• Financial security</li> <li>• Minimum staff</li> </ul>	<ul style="list-style-type: none"> <li>• Requires partner consensus</li> <li>• Limited flexibility (e.g. additional tasks have to be negotiated at political level)</li> </ul>
<b>EGTC</b>	<ul style="list-style-type: none"> <li>• Based on Regulation (EC) No. 1082/2006, Regulation (EU) No 1302/2013 and national laws of head office country</li> <li>• Own legal personality</li> </ul>	<ul style="list-style-type: none"> <li>• Negotiating power</li> <li>• Enhanced visibility</li> <li>• Eligible for EU funds</li> <li>• Well defined decision making &amp; roles</li> <li>• Independence from political developments</li> </ul>	<ul style="list-style-type: none"> <li>• Considerable bureaucratic effort to set up</li> <li>• Difficulties in the involvement of private entities as members</li> </ul>
<b>Private company</b>	<ul style="list-style-type: none"> <li>• National laws of head office country</li> <li>• Own legal personality</li> </ul>	<ul style="list-style-type: none"> <li>• All of the EGTC advantages (see above)</li> <li>• Minimum effort to set up</li> <li>• Very broad range of applications</li> </ul>	<ul style="list-style-type: none"> <li>• Only for cases of narrow scope and identical interests</li> <li>• Non eligible for funding from EU territorial cooperation schemes</li> </ul>

### ***Lesson 6. Extend reach to include the general public***

TENTacle identified the limited impact that the bottom-up corridor projects in the BSR have had towards affecting the views of the general public. It is conceivable that more effective public awareness campaigns would improve the participation of market and lighter-weight players, attract the attention of politicians and enhance the responsiveness of the national planning authorities. Openness and inclusiveness of the institutions of a nation is something that has been raised as a key determinant of this nation's general and long-term success (Acemoglu and Robinson, 2012).

### ***Lesson 7. Do not forget the low-hanging fruits***

The complexity of a corridor project increases the risk of losing practical relevance by being too general or generic. The project should not forget to work with a limited number of measures and small, simple solutions that could make a difference on a hands-on level. Broader objectives of more general nature are always needed to show the direction. However, it is simple practical achievements that often contribute to the visibility of the project, which is necessary for meeting more ambitious targets.

### ***Lesson 8. Provide sufficient time to cope with expected and unexpected delays***

Corridor projects involving a multiplicity of stakeholders across levels of authority, sectors, regional and national borders entail lengthy processes that require good planning and patience. A step-by-step approach should be applied providing sufficient time for generating knowledge, engaging relevant stakeholders and attracting political attention. Moreover, given that external factors often influence the timely execution of a project activity, sufficient time buffers are necessary to enable adjustments if needed.

### ***Lesson 9. Ensure sufficient organisational and personal commitment***

Commitment is necessary for the success of any endeavour. This is even more so when the project involves partners who might have different priorities. This requirement applies to both the organisations and the individuals involved. Organisational commitment is indicated by the provision of the necessary human and financial resources to the project. What is more important, however, is the personal commitment indicated by an individual's sense of dedication to assigned responsibilities and tasks. Provided that the partner organisations assign skilful individuals with the appropriate mandate, personal commitment is equivalent to knowing where they want to go, and being persistent in their efforts to get there.

### ***Lesson 10. Get the right leader onboard***

This is easier said than done. The project planning and control power that the leader is entrusted with can make all previous project-related lessons work or fail. The leader has an important role in setting project goals and objectives; developing integrated plans, schedules and budgets; achieving the best allocation of available resources; authorising and controlling the work; monitoring progress, identifying deviations and taking corrective actions; liaising with the funding institutions and the outside world. But more importantly, it is the person who inspires others and develops a sense of commitment in all participating individuals.

## **To the management of the Interreg BSR Programme:**

### ***Lesson 11. Accommodate developments during project implementation***

Previous research has concluded that from the perspective of the participating stakeholders, the value of a project is maximised when it enables independent stakeholder groups to develop their own strategies. Project developers need to consider this when drafting the application. However, circumstances often change while the project is being approved or implemented. In these cases, assistance from the Project Officers is needed in applying the Programme Guidelines in as flexible manner as possible in order to accommodate the need to adjust project work to the current conditions. Despite the apparent necessity of a rather strict operational framework, there have been examples of a more accommodating interpretation of the Programme Guidelines that have proved beneficial.

### ***Lesson 12. History is fading away***

Difficulties were encountered in locating the deliverables of older projects. There is a need for an openly accessible depository of all documents produced by corridor projects in the Baltic Sea Region in order to ensure that their results remain available for future use.

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## Appendix 1 - Questionnaire

### 1 Project design

#### 1.1 Was the project politically supported?

- ☐ YES
- ☐ TO SOME EXTENT
- ☐ NO

If other than 'YES', please explain:

#### 1.2 Did you identify any conflicts between the objectives and the actions/priorities of the project?

- ☐ YES
- ☐ NO

If 'YES', please specify below what could have been done differently in this respect:

#### 1.3 Were the stakeholder benefits clear and realistic?

- ☐ YES
- ☐ PARTLY
- ☐ NO

If other than 'YES', please identify the problem and suggest alternative approaches:

#### 1.4 Were the stakeholders convinced that their soft cooperation is equally important as hard infrastructure investment in the corridor?

- ☐ YES
- ☐ TO SOME EXTENT
- ☐ NO

If 'YES', please provide the kind of arguments that were used.

If other than 'YES', please explain:

**1.5 Did the project provide sufficient time for generating knowledge, engaging all stakeholders and attracting political attention?**

- ☐ YES
- ☐ NOT SURE
- ☐ NO

If other than 'YES', please identify the problem and suggest alternative approaches:

**1.6 Did the project design, implement and test any of the multi-level governance structures listed below?**

Please indicate your answer by placing an "X" in the appropriate box. Multiple answers are allowed both vertically and horizontally.

Multi-level governance structure	Design	Implement	Test
European Grouping of Territorial Cooperation			
Other binding cooperation framework (e.g. strategic alliance or association)			
Non-binding cooperation framework (e.g. collaboration platform or thematic working groups)			
Other, please specify			

## 2 Stakeholder issues

### 2.1 Which of the following stakeholder categories did you involve in the implementation work for the project?

Please indicate your answer by placing an “X” in the appropriate box.

Stakeholder category	Involved			Not involved
	Project partner	Associated organisation	Otherwise mobilised	
Industry, transport service provider				
Industry, terminal/port operator				
Industry, infrastructure manager				
Industry, other transport (i.e. supplier)				
Industry, shipper				
Networks, chamber of commerce				
Networks, SME association				
Networks, Business association				
Networks, Trade union				
Networks, Shipper association				
Public sector, EU institution				
Public sector, Supranational institution				
Public sector, National government				
Public sector, National parliament				
Public sector, Regional authority				
Public sector, Local authority				
Public sector, National agency				
Academia, University/Research institution				
Other interests, Consulting company				
Other interests, Think tank				
Other interests, NGO				
Other interests, Neighboring country entity				
Other, please specify:				

### 2.2 Please rate the adequacy of the representation of all participating stakeholders (either as project partners or not) in terms of input to the project activities:

Please use your judgement to assess adequacy in terms of whether the interests of a specific stakeholder category have been expressed, discussed and/or reflected in project output. This can be a function of both the number of participating stakeholders from a particular category and the competence/commitment of the respective individuals.

Participating stakeholder	Adequacy of representation
---------------------------	----------------------------

	Too weak	Appropriate	Too much
Industry, transport service provider			
Industry, terminal/port operator			
Industry, infrastructure manager			
Industry, other transport (i.e. supplier)			
Industry, shipper			
Networks, chamber of commerce			
Networks, SME association			
Networks, Business association			
Networks, Trade union			
Networks, Shipper association			
Public sector, EU institution			
Public sector, Supranational institution			
Public sector, National government			
Public sector, National parliament			
Public sector, Regional authority			
Public sector, Local authority			
Public sector, National agency			
Academia, University/Research institution			
Other interests, Consulting company			
Other interests, Think tank			
Other interests, NGO			
Other interests, Neighboring country entity			
Other, please specify:			

### 2.3 Were the stakeholder roles and responsibilities clearly defined?

- ☐ YES
- ☐ TO SOME EXTENT
- ☐ NO

If other than 'YES', please specify below which stakeholder categories had a problem in this respect and what could have been done differently:

### 2.4 Were the stakeholder roles and responsibilities compatible with their mandate?

- ☐ YES
- ☐ PARTLY
- ☐ NO

If other than 'YES', please specify below which stakeholder categories had a problem in this respect and what could have been done differently:



## 2.5 Did the stakeholders consider the project aim of high priority to them?

- ☐ YES
- ☐ NOT SURE
- ☐ NO

If other than 'YES', please specify below which stakeholder categories had a problem in this respect and what could have been done differently:

## 2.6 Did the stakeholders possess the financial resources required for planning, implementing and controlling the respective activities?

- ☐ YES
- ☐ PARTLY
- ☐ NO

If other than 'YES', please specify below which stakeholder categories had a problem in this respect and what could have been done differently:

## 2.7 Did the stakeholders possess the quantity and mix of human resources required for planning, implementing and controlling the respective activities?

- ☐ YES
- ☐ PARTLY
- ☐ NO

If other than 'YES', please specify below which stakeholder categories had a problem in this respect and what could have been done differently:

## 2.8 Did the stakeholders demonstrate the firm commitment required by the usually lengthy process of corridor projects?

- ☐ YES
- ☐ TO SOME EXTENT
- ☐ NO

If other than 'YES', please specify below which stakeholder categories had a problem in this respect and what could have been done differently:

**2.9 Would you consider the participation of stakeholder associations more beneficial to the project in comparison to individual stakeholders?**

- ☐ YES
- ☐ YES, IF THE ASSOCIATION MEMBERS FORMALLY BACK THE POSITION
- ☐ NO
- ☐ DON'T KNOW

**2.10 Did the project include a particular initiative to involve market representatives (manufacturing, transport and logistics industry)?**

- ☐ YES
- ☐ NO

If 'YES', please describe the initiative and the targeted stakeholder category:

**2.11 Did the project include a particular initiative to involve lighter-weight players (smaller & rural regions/municipalities, NGOs and SMEs etc.)?**

- ☐ YES
- ☐ NO

If 'YES', please describe the initiative and the targeted stakeholder category:

### 3 Project impact

#### 3.1 Did the project succeed in meeting its objectives?

- ☐ YES
- ☐ PARTLY
- ☐ NO

If other than 'YES', please explain which project objective were not fully met and the underline reasons:

#### 3.2 Did the project function as an incubator for new business ideas and/or regional development projects?

- ☐ YES
- ☐ PARTLY
- ☐ NO

Please explain:

#### 3.3 Did the project channel the cooperation and engagement of both private and public sectors?

- ☐ YES
- ☐ PARTLY
- ☐ NO

Please explain:

#### 3.4 Did the project succeed in building up the required trust among different stakeholder groups?

- ☐ YES
- ☐ PARTLY
- ☐ NO

If other than 'YES', please specify the reasons below:

### 3.5 Did the project contribute in regional or corridor-specific branding?

- ☐ YES
- ☐ POTENTIALLY
- ☐ NO

Please explain:

### 3.6 If you have implemented or tested any of the listed schemes of Q1.9, please provide below your summary assessment:

In case you have tested the scheme, please base your answer on the results of the test. If not, please use your own judgement. In this case, you can base your assessment on criteria like effectiveness (meeting the goals of the scheme as determined at the design stage); efficiency (resources used in relation to output produced); outreach (number of stakeholders involved) or any other that you consider important.

Multi-level governance structure	Assessment
European Grouping of Territorial Cooperation	
Other binding cooperation framework (e.g. strategic alliance or association)	
Non-binding cooperation framework (e.g. collaboration platform or thematic working groups)	
Other, please specify	

### 3.7 Are the deployed multi-level governance schemes still alive after termination of the initial external funding?

Please indicate your selection by placing an “X” in the appropriate box next to each scheme deployed.

Multi-level governance structure	No	Yes		Not applicable
		Self-financed	External financing	
European Grouping of Territorial Cooperation				
Other binding cooperation framework (e.g. strategic alliance or association)				
Non-binding cooperation framework (e.g. collaboration platform or thematic working groups)				
Other, please specify				

### 3.8 Have the project recommendations been considered by the national transport authorities?

- ☐ YES
- ☐ PARTLY
- ☐ NO

Please specify outcome and reasons:

### 3.9 Have the project recommendations been considered by the regional development authorities?

- ☐ YES
- ☐ PARTLY
- ☐ NO

Please specify outcome and reasons:

### 3.10 Have the project recommendations contributed in formulating the EU Strategy for the Baltic Sea Region?

- ☐ YES
- ☐ POSSIBLY
- ☐ NO

Please specify outcome and reasons:

### 3.11 Have the project recommendations contributed in formulating the EU transport policy?

- ☐ YES
- ☐ POSSIBLY
- ☐ NO

Please specify outcome and reasons:



### 3.12 Have the project recommendations influenced the behavior of the general public (\*) with regard to the project corridors?

(\*) Depending on the project objectives, this might entail travel avoidance, modal shifts, different selection criteria for transport service providers, new horizontal and vertical collaboration schemes, etc.

- ☐ YES
- ☐ POSSIBLY
- ☐ NO

Please specify outcome and reasons:

### 3.13 Have the multi-level governance schemes of the project been acknowledged as part of the national transport planning mechanism?

- ☐ YES
- ☐ NOT SURE
- ☐ NO

If 'YES', please explain; if other than 'YES', please give your opinion on what needs to be done:

## 4 Other concerns

4.1 Please specify below any other issue related to the multi-level governance of corridor projects that you consider important:

4.2 Do you agree to make a direct reference to your name and project in the survey report? (2)

(<sup>2</sup>) In such a case, the exact statement of yours and the relevant context will be subject to your approval prior to any publication.

☐ YES

☐ NO

**Thank you for your time and effort.  
Your input is of great value to us.**

## Appendix 2 – List of interviewees

1. Harilaos Psaraftis, Professor at the Technical University of Denmark and Project Manager of SuperGreen (at the time he was Professor at the National Technical University of Athens, which was the Lead Partner of SuperGreen), Denmark
2. Jan Lindgren, Project coordinator, Swedish Transport Administration, Sweden
3. Jerker Sjögren, Consultant, Former Director of CLOSER, Lindholmen Science Park, Sweden
4. Laima Greiciune, General Secretary of the East-West Transport Corridor Association, Lithuania
5. Malla Paajanen, Chief Adviser at Helsinki-Uusimaa Regional Council, Finland
6. Marta Ciesielska, Senior Advisor, Marshal's Office of the Westpomeranian Region, Poland
7. Mathias Lindström, Director of the Kvarken Council and Project Manager of the Midway Alignment of the Bothnian Corridor MoS project, Finland
8. Nicklas Blidberg, Project Manager, CLOSER, Lindholmen Science Park, Sweden
9. Per-Olof Löfberg, Head of Traffic Planning, Municipality of Växjö, Sweden
10. Per-Åke Hultstedt, Head of Operations, Municipality of Piteå, Project Manager of NECL II, Sweden
11. Sven Friedrich, INFRASTRUKTUR & UMWELT Prof. Böhm und Partner, Potsdam, Germany
12. Tore Almlöf, Head of the Administration Department, Municipality of Karlskrona, Sweden
13. Wiktor Szydarowski, Project Manager of TENTacle, BSR TransGovernance and TransBaltic projects, Region Blekinge, Sweden