



Trans-European Transport Networks (TEN-T) in the Baltic Sea Region

Policy Recommendations

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1 GENERAL FRAMEWORK

These policy recommendations are based on the conception and the results of an **expert workshop** which took place in Helsinki 17 June 2005¹. The workshop formed part of the BSR INTERREG IIIB project "**COMMIN – Promoting Spatial Development by Creating COMmon MINdscapes**"² and put a strong focus on coordination issues regarding Trans-European Transport Networks (TEN-T) in the Baltic Sea Region. The participants were several experts with different professional and disciplinary backgrounds ranging from spatial and traffic planners to economists and political scientists. The workshop as well as the project COMMIN aims at producing, exchanging and diffusing expert knowledge, experience, and know-how of current and future spatial planning processes in the Baltic Sea Region.

The Baltic Sea Region (BSR) is a very **heterogeneous** region, not only in economic and social terms, but also as far as **institutional arrangements** and **cooperations** in spatial planning are concerned. On the one hand, inter-state and inter-regional relations in the Western BSR, especially between the Scandinavian countries, are rather strong and have grown historically. On the other hand, there is a need for the **spatial integration** of the new EU member states Estonia, Latvia, Lithuania, and Poland as well as Russia and Belorussia. Spatial integration of the Eastern BSR into the BSR and into the broader European context can only be achieved if new and effective forms of transnational cooperation are agreed upon and new links are established.

Structure of Recommendations and Multi-level Governance Approach

This also rings true for the trans-European infrastructure networks. Therefore, the workshop on TEN-T was divided into four parts, which are also used as an underlying structure for the following remarks:

- 1) TEN-T in the Baltic Sea Region: Introduction and strategic considerations
- 2) Planning problems and coordination requirements
- 3) Innovative governance arrangements
- 4) Best practices

Both the concept of the workshop and the policy recommendations elaborated here are based on the assumption that the EU can be regarded as a system of **multi-level**

¹ The workshop was organised by the Institute for Regional Development and Structural Planning (IRS) in Erkner (Germany). A workshop agenda, including the list of participants, can be found in Annex C.

² "COMMIN" is a follow-up project to the INTERREG IIC project „Baltic Manual". It aims at improving mutual understanding of planning processes in the Baltic Sea Region (BSR) by improving information flows and communication. For further information please visit www.commin.org (available from early 2006).

governance. The multi-level governance approach contains a **vertical** as well as a **horizontal dimension**: "'Multi-level' refer(s) to the increased interdependence of governments operating at different territorial levels, while 'governance' signal(s) the growing interdependence between governments and non-governmental actors at various territorial levels" (Bache/Flinders, 2004:3). When applying the multilevel-governance approach to spatial and transport planning in the Baltic Sea Region (BSR), we suggest distinguishing between **three** different spatial levels:

- The **transnational level**, i.e. the Baltic Sea Region as a whole and its integration into a European and a global context. This is the level which sets the strategic framework for future regional development.
- The **macro-regional level**, which consists of several larger development zones within the BSR. Macro-regions can be seen as transregional areas of interactions where integration is promoted through functional cross-border relations.
- The **regional level** of neighbourly relations and regular cross-border interaction, which often faces the tangible "results" of transport infrastructure such as noise, pollution etc.

Each of these three spatial levels or spatial scales faces its own challenges, problems and tasks. In other words, "governance must operate at multiple scales in order to capture variations in the territorial reach of policy externalities. Because externalities arising from the provision of public goods vary immensely - from planet-wide in the case of global warming to the local in the case of city services - so should the scale of governance" Hooghe/Marks (2004:16). Therefore, the **recommendations** given in the following also distinguish between the **three spatial levels** of the transnational or BSR level, the level of macro-regions, and the regional level.

Since a governance approach has been chosen for the workshop, the special focus of attention was put on **coordination problems** and **cooperation needs**. Other also very important aspects of transport planning, especially the question of financing³, could not be treated within the framework of this workshop. They should also be kept in mind in addition to these recommendations.

³ Conferences on this issue have been conducted for instance by the Robert-Schuman-Foundation (see: http://www.robert-schuman.org/actualite/bruxelles/bruxelles24_04_2005.pdf). On Public Private Partnerships see e.g. the following publication by the European Conference of Ministers of Transport (ECMT): <http://unpan1.un.org/intradoc/groups/public/documents/UNTC/UNPAN013149.pdf>.

2 STRATEGIC ASPECTS OF TRANSPORT PLANNING IN THE BSR

2.1 The aims of TEN-T

Strategic European transport planning via TEN and the Pan-European Corridors is an important factor for European integration, since transport links establish or improve **accessibility**. In a normative respect, transport networks (TEN-T) are expected to improve economic and social cohesion in the EU, reduce regional disparities, promote cities as motors of regional development and improve global competitiveness of the EU as a region. In a more tangible way, it is anticipated that TEN-T will help to reduce travel time and emissions, avoid traffic congestions, foster environmentally friendly modes of traffic and bring positive regional economic effects. To be able to fulfil these aims, a **transnational perspective** regarding the BSR region as a whole has to be adopted to synchronise and harmonize national, regional and local plans and to make sure they do not obstruct each other. Since the Trans-European Networks can be seen as multi-level system in itself, they strongly rely on the **cooperation** of nation states and the sub-national levels.

2.2 Transport planning, accessibility and regional development

The first part of the workshop⁴ focussed on the strategic role of transport infrastructure in the BSR. As *Klaus Spiekermann* pointed out in his presentation based on ESPON results, **accessibility** - expressed e.g. as the travel time to reach a given number of people - is the main "product" of the transport system. Accessibility and transport links establish whether regions can be regarded as **peripheral** or **central**. Multimodal accessibility indicators, in contrast to "classic" road or rail accessibility, are heavily based on air transport and therefore more independent from geographical location. An important factor to enhance or hamper accessibility is the question of **intermodality**, for instance transport links from ferry harbours to airports or train stations. But accessibility and centrality of location are also concepts which depend on the **perception** of one's own position in space. The spatial position of Finland, for example, changes from peripheral to more central if Russia and different modes of transport are taken into consideration to define accessibility.

This change of perspective highlights the need to distinguish between transport planning for Europe as a whole and **transport planning** for the **Baltic Sea Region** as a **transnational region**, both within the EU and in a global context. The European Commission

⁴ The opening session got input from two transnational expert groups, namely from ESPON (European Spatial Observation Network) and VASAB 2010 (Visions and Strategies around the Baltic Sea) Secretariat. *Klaus Spiekermann* gave a presentation on the "Role of TEN-T for the European Integration of the Baltic Sea Region" based on ESPON results. *Jacek Zaucha* gave a presentation on "Transport Planning in the BSR from VASAB 2010 perspective".

seems to focus chiefly on the EU core area ("Blue Banana" or "Pentagon") and therefore sees congestion as the main problem of transport planning. In the Baltic Sea Region, however, with large peripheral and sparsely populated areas, the question of accessibility is much more prominent.

A BSR Concept of Accessibility

Seen from the VASAB 2010 perspective, the missing links and the relatively **poor condition** of infrastructure in the **Eastern BSR** severely **hampers** the **spatial integration** of the whole region. Therefore, sea and railway connections should be enhanced to connect the Eastern and the Western regions. In transport planning so far, the European perspective has been dominating the Baltic perspective. This holds true for accessibility, mode of transport and location, but also for the urban system. Since the TEN-T priority projects are likely to reduce **polycentricity** at the national level, a concept of polycentricity at the BSR level is needed which meets the balance between national priorities and BSR priorities.

In short, a genuine "**Baltic**" **interpretation** of the TENs and their implementation seems necessary. A **BSR concept of accessibility** should focus on saving travel time from lower to higher order centres, which are in term linked to each other. This highlights the importance of secondary networks and their connection to the main transport corridors. A BSR accessibility concept should also distinguish between the sparsely populated North and the densely populated South of the region. An important complement to the standard concept of accessibility, which is based on geographical distance or accessibility to markets is the question of IT accessibility.

Infrastructure and Regional Development

As *Spiekermann* underlines, the overall effects of transport infrastructure on **regional development** are rather weak compared to the effects of socio-economic and technical macro-trends such as globalisation and a growing regional competition. Moreover, infrastructure should not be limited to transport. IT infrastructure and **IT accessibility**, for example, can be regarded as a crucial factors for regional development, especially in peripheral regions. However, the effects of (transport) infrastructure on regions and regional development are not positive at any rate. Infrastructure gives regions access to markets, but it also increases the competition which the region is exposed to or it may contribute to the drain of people from this region. Therefore, infrastructure planning and implementation should be closely linked to economic development and assessed according to its regional effects. For **peripheral** European areas or for the new EU member states, though, a gain in transport accessibility brings **significant progress** in economic development whereas in the core areas it gives only little additional incentives for economic growth. This aspect is also important for a **Baltic perspective** on TEN-T.

3 PLANNING PROBLEMS AND COORDINATION REQUIREMENTS

When planning and implementing the Trans-European Networks, **cost** and **benefit conflicts** between the different institutional levels and different actors can be expected to occur. Closing a gap in infrastructure networks is likely to cause transnational benefit and affect even distant regions. However, the costs of closing this gap, such as pollution or congestion, will mainly be felt on the local level. Therefore, local authorities and affected citizens may obstruct projects of European interest. Depending on the political influence of local actors and on national mechanisms of conflict resolution, highly relevant projects to the EU or the BSR as a whole may not be realised because of a lack in local acceptance.

3.1 Why coordination?

But why exactly is coordination and cooperation indispensable? As *Claus Friedrich Laaser* pointed out in his presentation⁵, the economic theory of federalism gives several **reasons** why a coordination of infrastructure planning is generally required. Most importantly, transport planning may have several negative or positive **external effects**⁶. Firstly, network externalities could occur, which means that new infrastructure links may lead to additional benefits or costs for existing links. Secondly, interjurisdictional externalities are likely, since TEN infrastructure links different territories with different legislations. Lastly, inter-policy-objective externalities might arise because the planning and implementation of infrastructure has a direct impact on other policy objectives. In order to dissolve external effects, cooperation is crucial.

It was also pointed out by *Laaser* that, when discussing the TEN-T, the focus is often only on the transport “**hardware**”, meaning the tangible infrastructure facilities. However, the “**software**” side of infrastructure planning, such as institutions, planning systems and cultural specifics should not be disregarded. This holds especially true for the cooperation with Russia.

⁵ Entitled "Planning Problems and Coordination Requirements: Cross-Sectoral and Multi-Level Coordination Needs."

⁶ External effects or externalities occur "when a decision (for example, to pollute the atmosphere) causes costs or benefits to stakeholders other than the person making the decision. In other words, the decision-maker does not bear all of the costs or reap all of the gains from his action." (Source: www.wikipedia.org).

3.2 Types of conflicts

Based on these considerations, we suggest to distinguish between three main categories of conflict which need specific solutions and modes of government and governance. Naturally, these theoretical categories often intermix in reality.

- **Multi-level** or **vertical** conflicts occur between the different institutional levels, namely between the EU and the national level, between the national and the regional/local level as well as between the EU and the regional/local level.
- **Cross-sectoral** or **horizontal** conflicts arise between actors and stakeholders at the same institutional level. They are often conflicts between different policies, for instance between environmental policy, development policy and transport policy.
- **Cross-border** conflicts often occur because of different national (planning) systems with different standards or because of language problems. A great part of cross-border conflicts can be traced back to cultural factors.

Additionally, **goal conflicts** can be found on all relevant levels and in all sectors. Decisions on the allocation of financial resources will normally enhance one goal while disregarding another. Relevant examples here include decisions on land-bound versus sea-bound infrastructure and on North-South versus East-West direction of corridors.

3.3 Practical aspects of coordination

The four types of conflict outlined above have to be dealt with in TEN-T planning and implementation. As *Algirdas Šakalys* showed⁷ for the TEN **priority projects**, these prestige projects are often based primarily on **national interests**. It often proves to be quite difficult to harmonise national interests with Pan-Baltic or European interests. This is a fine example of multi-level conflicts, coupled with goal conflicts about where the financing should go.

An important challenge for coordination is also posed by the necessity of **regional interoperability**. As *Per Strømhaug* pointed out⁸, there are certain limits for cross-border cooperation. Technical problems due to different standards like track gauge or signalling are the most obvious hindrances. Other **cross-border problems** are due to the different distribution of responsibilities for transport issues in the BSR states, both the planning and the financing component, and to communication and language problems. These are harder to overcome than technical problems and can only be solved by continuous communication and interaction.⁹ Apart from this there are a multitude of initiatives, programmes and

⁷ In his input statement on "Coordination Problems in Projects of Common European Interest".

⁸ Mr. *Strømhaug* gave a presentation on "Intermodality and Interoperability".

⁹ This is also the idea which the project COMMIN takes up by trying to facilitate communication about spatial planning.

institutions with a transport focus in the Baltic Sea Region which require some sort of coordination on the Baltic level, for instance through the INTERREG programme level, linked with VASAB 2010 strategies. One crucial question of coordination for the whole Baltic Sea Region will be how to coordinate **Rail Baltica** and the **Motorways of the Baltic Sea** and to solve the goal conflict immanent in this task. The Sea Motorways are a slower transport solution than rail, but environmental friendly and rather quick to implement, since existing facilities can be used or "updated". However, they also require state financing. It seems advisable in this case to set priorities and to first develop and spend all available resources on the Sea Motorways and their connections to the large cities and then, in a second step and in the longer run build the Rail Baltica.

Motorways of the Baltic Sea

It became clear during *Juha Parantainen's* presentation¹⁰ that the concept "Motorways of the Sea" is not only of major importance for the region, but also highly ambitious and complex regarding its needs for coordination. The main challenge for the Sea Motorways taskforce is to connect the existing maritime links to the existing land links. Important **stakeholders** in the development of Sea Motorways are **administrations** of the member states and the European Commission. Other project partners come from the **intermediate** or the **private sector**, such as port operators and authorities, rail operators, shipping companies, shippers, ship agents, forwarders and truckers.

Possible multi-level **conflict lines** run between the Commission and the Member States, where the Commission's theoretical approach and general objectives meet with national interests. The relationship between the member states can be conflictive because of different cultures and styles of interaction (trans-border conflicts) or because of different political priorities (cross-sectoral conflicts, goal conflicts). Intermediate and private sector stakeholders normally compete for financial resources and profits and therefore face goal conflicts. An important additional aspect is the **time horizon** which stakeholders apply. While private stakeholders are more interested in profits after a relatively short time, the administrative actors try to influence long-term development. *Parantainen* underlined that the Commission and the Member States could act as facilitators for projects, but the actual projects should be developed by the stakeholders themselves, since they are responsible for the financing of projects. It is also crucial for the success of the project that all stakeholders can benefit from the project.

¹⁰ With the title "Planning Problems and Coordination Requirements Related to the Baltic Sea Motorway".

Four main areas of coordination are critical for the success of the sea motorways projects:

- 1) Find a clear division of roles between stakeholders;
- 2) Translate theoretical objectives into tangible project proposals;
- 3) Find a balance between long-term and short-term objectives;
- 4) Create win-win-situations for all stakeholders

However and in spite of all possible obstacles, there are some strong links and a tradition of cooperation in the Baltic Sea Region which might facilitate establishing rules and institutions for cooperation. The next part of the workshop focussed on what such innovative arrangements of governance might look like.

4 INNOVATIVE GOVERNANCE ARRANGEMENTS

As outlined above, problems and coordination requirements can occur on and between several institutional levels and sectors. In order to overcome conflicts and to promote transport projects of Trans-European or Pan-Baltic relevance, new and innovative arrangements of cooperation and governance have to be implemented¹¹. Therefore, the third part of the workshop aimed at discussing innovative governance arrangements in theory and in practice. It focused on governance and cooperation in the EU context from a theoretical point of view and then brought up the issue of innovative arrangements of coordination between transport and spatial planning and in cross-border contexts.

4.1 Governance and Cooperation in the EU

As *Anders Östhol* outlined in his presentation on "Governance and Cooperation", several multi-level dynamics take place in the European Union. Firstly, transnational¹² issues have become an integral part of the national agendas. At the same time, the European Union encourages cross-border cooperations which are based on functional rather than territorial criteria. **Regionalisation** processes are an example of how **functional cooperations** can be implemented at different spatial scales. Cooperations which are functionally rather than territorially motivated take place both at the transnational level, i.e. the BSR, and at the macro-regional or regional level. The crucial point in all regionalisation processes seems to

¹¹ The European Commission has recognised the need for better coordination in the TEN-T especially in the cross-border sections. It therefore has appointed "European coordinators" in order to improve cooperation between the member states in six priorities projects, one of these projects being the "Rail Baltica" project.

¹² "Transnational relations can be defined as "regular interactions across national boundaries when at least one actor is a non-state agent or does not operate on behalf of a national government or an intergovernmental organization" (Risse-Kappen 1995:1).

be the question how to achieve and organise cross-border **and** cross-sectoral cooperation and coordination in a region.

State – Market – Governance

The presentation showed that different spheres of cooperation require different governing regimes or modes of regulation. Governing regimes can either be driven by **state regulation** (i.e. hierarchies) or through **market mechanisms**. However, a third mode of regulation is becoming more and more prominent: **Governance networks** can be regarded as a balance between state and market principles in order to overcome dysfunctions. Because governance modes feature weak policy coherence and use networks rather than hierarchies as a governing principle, they can act cross-sectoral. Governance arrangements feature many actors and rely on multiple modes of accountability. In contrast, **government** shows stronger policy coherence, is more hierarchical and sectoral, involves fewer actors and has only limited modes for accountability.

Östhol named different ways of **overcoming dysfunctions** through different modes of regulation: If the existing structures are too complex to govern, more government (hierarchies) or more governance networks are needed. The number of too many territorial actors can also be reduced by introducing stronger competition/market structures or stronger hierarchies. Finding a new balance between government and market can be achieved by re-regulation or de-regulation. In case of overlapping competences, a stronger policy coherence or more regulations/laws are needed.

He concluded that the INTERREG programme and the Trans-European Networks can be seen as triggers to create **multi-level dynamics**. In order to boost these dynamics, more transnational competences are needed. Supranational initiatives and the increased mobility of people and goods encourage the transnational exchange of resources. From a functional point of view, infrastructure needs to be provided to accommodate these flows. This is a different perception of Trans-European Networks than negotiations by national governments on their preferred track routing. However, cross-border cooperations seem to be easier to achieve than cross-sectoral cooperations within the member states.

4.2 Innovative arrangements

What existing innovative arrangements are there in TEN-T planning and implementation in the Baltic Sea Region? From a transnational point of view, the INTERREG programme can be seen as the main integrator. But how does the INTERREG initiative with its spatial planning background interact with transport planning in general and the TEN-T in particular? As *Wiktor Szydarowski* outlined in his presentation, the INTERREG Community Initiative puts a strong focus on **functional** criteria like integrated concepts and multi-sectoral

approaches. Several transport-related projects have been and still are conducted under the umbrella of the INTERREG IIC and IIIB Baltic Sea Region programme¹³. These projects aim at creating some functional relations or systems and can be regarded as regional complements to or implementations of the work of the European Commission.

Spatial planning methods for innovative transport planning

As far as the mutual positioning between spatial planning and transport planning is concerned, some innovative approaches are also conceivable. As *Szydarowski* pointed out, the "traditional" link between the two sectors is that spatial planning receives recommendations which are based on transport and logistics analyses. New and innovative arrangements may take the other way around: **Spatial planning methods** could be used to establish an **integrated transport system** in the BSR. It seems advisable to prioritise some networks from a transnational spatial development point of view, considering variables such as regional development potentials or regional disparities, as well as compatibility between main and secondary networks. When assessing the need for and the impact of transport planning, relevant factors are transport network quality, spatial features and economic potential. Such an integrated approach will also help to reduce negative external effects.

5 BEST PRACTICES

5.1 INTERREG projects as good practices at the macro-regional level

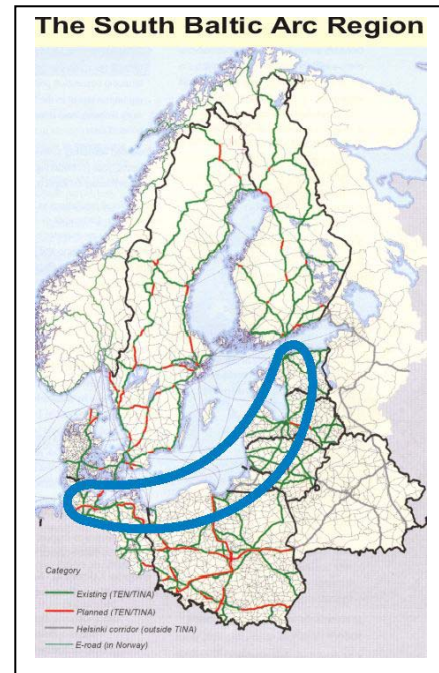
As outlined above, the BSR INTERREG programmes (IIC and IIIB) incorporate several transport-related projects¹⁴. Some of them could be considered as good examples for different aspects. They will be introduced shortly in the following paragraphs, giving their main features and lessons to be learned from these projects. They all have in common that they aim at creating functional spaces which do not see national borders as obstacles or aim at eliminating border effects.

¹³ Some examples are given in the "Best practice" part of these recommendations.

¹⁴ A list of these projects which has been compiled by *Wiktor Szydarowski* can be found in annex B.

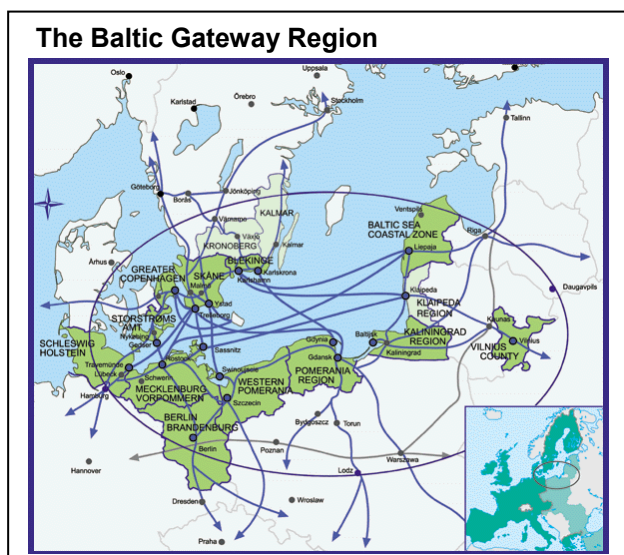
South Baltic Arc

The **South Baltic Arc**¹⁵ project aimed at demonstrating the regional development effects of enhanced transport infrastructure. It focussed on the projected "Via Hanseatica" which is to run along the Southern coastal area of the BSR, connecting Hamburg to Riga, via Rostock, Szczecin, Gdańsk and Kaliningrad. The project topics ranged from the **local level** (e.g. the future role of Szczecin as an urban centre) via **regionally** based development measures as complements for the effects of "Via Hanseatica" to the **transnational level**, where spatial development strategies were harmonized. One of the project outcomes is a **common methodology** for territorial impact assessment in transport infrastructure planning on the **programme level** along the Via Hanseatica corridor. The project can be seen as a good example for **strategic planning** at a macro-regional level.



Baltic Gateway

The **Baltic Gateway** project¹⁶ focuses on spatial implications of transport network development. It comprises partners (regional authorities, ports, municipalities and national governments) from seven countries in the Southern Baltic Sea Region and aims at developing transport and infrastructure in this part of the BSR. A **joint political statement on joint transport development strategies** by 15 regional leaders can be seen as an important step towards a regionalisation process. A **Quick Start Programme** for the Baltic Gateway area, which is currently elaborated, aims at structuring and scrutinizing existing



¹⁵ The project ran from 25.02.2002 to 24.05.2005. Contact person for this project is *Mr. Karl Schmude*, Ministry of Labour, Building and Regional Development of Mecklenburg-Vorpommern. For further details please visit http://www.am.mv-regierung.de/raumordnung/aktuell_south-baltic-arc.html.

¹⁶ Lead Partner: Region Blekinge, contact person is *Bengt Gustafsson*. The project duration is 12.03.2003 to 11.03.2006. Please also see <http://www.balticgateway.se>.

strategic initiatives. It also seems to be useful that the project is closely linked to other South Baltic INTERREG projects such as Baltic+, Seagull, String II, the already mentioned South Baltic Arc and SEB Trans Link.

Baltic Palette project

The **Baltic Palette** project¹⁷ region is located in the Central BSR and comprises the metro-



politan regions of Helsinki, Riga, Stockholm, St. Petersburg, and Tallinn. The first project (INTERREG IIC) produced a vision and an action programme for the region. A permanent cooperation network and a Joint Committee were created and a follow-up project, which considers the region as a future **global integration zone**, has been established. Out of the six subprojects of Baltic Palette II, one focused on "Transport Corridor Networks"¹⁸.

This subproject aims at including the implementation of an **intermodal**, "seamless" transport **connection** between **urban networks** in the BSR.

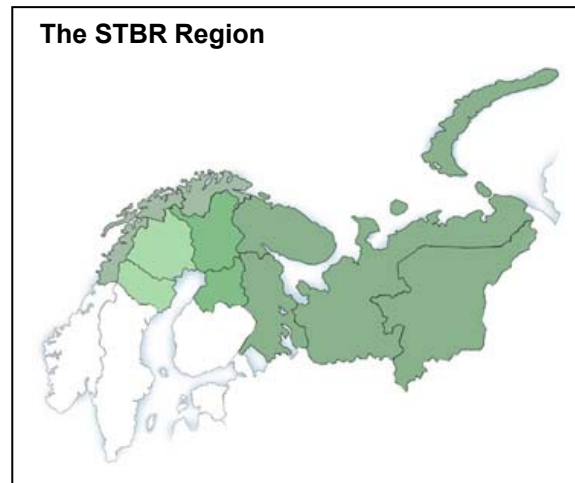
The project group has elaborated a common framework to analyse **infrastructure investment** and its effects on **multimodal accessibility** from a macro-regional point of view. Several reports on transport corridor networks have been elaborated in the project: They include reports on different regions and on the different modes of transport. The aim of these reports is to develop "transnational transport corridors by describing bottlenecks in the system, estimating the costs of the necessary investments, and defining the transport infrastructure **investment priorities** of a multi-modal transport system" (BP II 2004). Here, a transnational perspective is adopted in order to enhance both intra-regional integration and to establish links of the Baltic Palette region to the BSR and to the global context.

¹⁷ The Baltic Palette Projects I and II have been completed, a third project is currently prepared to apply for INTERREG IIIB funding. Contact: *Pentti Tuovinen* (pentti.tuovinen@uudenmaanliitto.fi) or *Toni Tiala* (toni.tiala@uudenmaanliitto.fi), please see: www.balticpalette.com.

¹⁸ The other subprojects work on polycentric regions, training and exchange in spatial planning, transportation, tourism, water management, and information society issues.

Sustainable Transport in the Barents Region project

The **STBR (Sustainable Transport in the Barents Region)** project¹⁹ is conducted in a sparsely populated and **poorly connected** area. Therefore, the project aims at creating a sustainable transport infrastructure for the macro-region as a whole, by improving east-west links to complement the existing North-South links within the four participating nation states. Apart from promoting communication, cooperation and a common understanding, the project is also preparing **evaluation methods for cross-border transport projects**. Project partners include authorities and local industries in Norway, Sweden, Finland and Russia. The STBR project is carried out under the political umbrella of the BEATA (Barents Euro-Arctic Transport Area).



5.2 Good practices: the regional level

The last part of the workshop focused on practical examples which might provide solutions for some aspects of the above mentioned problems. However, it seems more adequate to talk of "typical" or "good" rather than "best" practices. Since good practices are normally set at the **project level**, the main challenge is to develop **indicators** which can be applied in **different project contexts** and at the **programme level** as well.

The case of the Russian-Finnish border

The first example came from the Russian-Finnish border territories, namely along the E-18 highway which links the cities of St. Petersburg and Helsinki. As *Natalia Gutman* outlined in her presentation²⁰ on the Vyborg-Totfyanovka section of the E-18, the main goals of the project included the provision of high quality service and safety to road users, support of regional development, improvement of social and economic conditions for citizens and to further develop and anticipate future trends of cross-border cooperation. A strong focus of the cross-border cooperation between the Leningrad region and the Councils of Kymenlaakso and Southern Karelia was put on environmental issues. A high priority was given to

¹⁹ The project runs from April 2003 to December 2005. Contact persons at the STBR Secretariat are *Petri Mononen*, Liidea Ltd. (Finland) and Mr *Olof Bergwall*, Bergwall Analys (Sweden). For further information see <http://www.barentsinfo.fi/stbr>.

²⁰ The presentation was called "Best Practices in Planning of the Russian-Finnish Border Territories".

the **aims** of accountability and transparency. The micro-level of the project was highlighted taking as an example a new by-pass road and its impact on the urban and territorial structure of Vyborg. Further projects along the road, which will take up the approach of the pilot project, are currently being implemented or developed. Since some of the original objectives had been neglected and then picked up in later projects, such a **modular approach** and a longer-term perspective seem promising.

Territorial Impact Assessment as "good practice"

The second "good practice" example was presented by *Karl Schmude*²¹: He gave an introduction into and example of the German practice of Territorial Impact Assessment (TIA), which is used at an early planning stage in order to ensure well-balanced planning solutions and objectives. TIA is an **integrative, cross-sectoral** approach which takes into account all relevant issues, i.e. the economy, the environment, culture and society. It offers a fixed framework, combined with flexible processes. The territorial impact assessment integrates stakeholders from different levels and sectors, such as project developers, spatial planning authorities, sectoral authorities, institutions and NGOs, as well as the general public.

Success factors for TIA include the participation of all relevant stakeholders. It is also suggested to make TIA compulsory for larger infrastructure projects with considerable impacts. This would help to avoid high follow-up costs because of lawsuits and help reduce external costs. An example from the local level in Germany helped to undermine these points. However, TIA is neither compulsory in other EU member states nor are there provisions for **cross-border territorial impact assessment**. It also seems advisable, apart from establishing TIA at the project level, to introduce some "Strategic Territorial Impact Assessment" for the programme level. This also touches the question of and stresses the need for developing some **indicators** to measure the **transnational benefit** of projects and programmes. Some tools such as cost-benefit analyses regarding travel time and travel cost seem more promising at the programme level.

²¹ In his presentation on "Best Practice in Infrastructure Planning: Territorial Impact Assessment (TIA) with special regard to examples from DE and the need for cross-border assessments".

5.3 Conflict resolution through government or governance?

Which lessons can be learned from practical experiences for possible modes of conflict resolution? It seems necessary to note that not all types of conflict which we named earlier can be solved through governance. Sometimes the two "classical" governing modes, namely state regulation through hierarchies or market regulation might be more appropriate.

- **Multi-level conflicts**, for instance, which are based on overlapping competences between EU, national and sub-national authorities, can only be solved by means of **government**: Here, either a stronger policy coherence, clear responsibilities and/or new institutions are necessary.
- **Cross-sectoral** conflicts occur on all spatial levels. Since they are horizontal conflicts, they can rarely be solved through hierarchies or government. Here, **governance** networks seem to be the most appropriate mode of conflict resolution. Regionalization processes tend to favour integrated, multi-sectoral approaches. Therefore, cross-sectoral conflicts seem to be easier to solve on the **regional level** than within the nation states.
- **Cross-border** conflicts: As long as there are no binding "hard" regulations and institutions for planning at the European level, trans-border conflicts cannot be solved by hierarchies. However, an important field of action for the EU is the **harmonization** of "soft" factors such as laws, regulations and technical standards. Since cross-border projects like e.g. the Öresund bridge are often organised as **Public Private Partnerships** (PPP), it seems necessary to define rules which benefit all stakeholders in a project. Cultural differences and different planning systems can only be overcome through continuous **communication processes** at all spatial levels, which may be induced by state or private actors.

6 CONCLUSION AND RECOMMENDATIONS FOR FURTHER ACTION

Summing up, the authors would like to draw some **conclusions** and give **recommendations** for further discussion and possible practical guidance. These conclusions and recommendations have received important input from the workshop presentations and discussions and reflect the view of the Institute for Regional Development and Structural Planning (IRS). The recommendations focus on five closely linked topics which have been identified as being of major importance. The conclusions 1) to 3) are of a general manner, while conclusions 4) and 5) can be seen as exemplifications for two topics of major importance to the BSR.

- 1) **Coordination** of measures for integrated regional perspectives
- 2) **Implementation** of visions and concepts
- 3) **Tools** and methods required for planning
- 4) Exemplification: **Accessibility** as an aim of BSR transport links
- 5) Exemplification: **Motorways of the Baltic Sea** as crucial practical concept.

The main argument behind the recommendations runs that the most important task of transport infrastructure is to provide networks and corridors which enable, promote and enhance **regional development**. Infrastructure should connect large cities with each other and surrounding small and medium sized cities to larger centres. Thus, regional integration can be achieved and growing disparities avoided.

The recommendations **differentiate** according to **spatial scale**. As outlined before²², we distinguish between the transnational level of the BSR as a whole, the level of functional macro-regions as transregional interaction areas, and the regional level of neighbourly relations and day-to-day cooperation. Such a **multi-level perspective** seems advisable, since all three levels have to develop a perspective for regional development and integration, but each level also faces specific tasks. The **transnational** level has to provide a **strategic outlook** and a framework (legislation, programmes, tools) for BSR integration. At the same time, it is the task of the **regional** and the **macro-regional** level to **integrate** themselves into the development perspective given at the “higher” level.

²² See above, page 3.

6.1 First conclusion: Coordination

Integrated regional perspectives necessary for cross-sectoral and multi-level integration.

A Baltic perspective of development seems an adequate strategic outlook for future transport planning and development. Since transport can not be disconnected from regional and spatial development, a **cross-sectoral perspective** should be adopted, linking transport, economic and social policies to spatial planning. At the same time, integration can only be achieved if the policies of different **spatial levels** are harmonised and coordinated. Therefore, the most important issue seems to be how to initiate **regionalisation** processes and enhance the **regional level** as promoter for cross-border and cross-sectoral solutions. Here, transport and spatial planning, but also regional development policies have to be synchronised to develop integrated perspectives for different regional scales. BSR **integration** and **coordination** can be promoted through different means and measures at different scales.

Coordination: Recommendations for the transnational level (BSR)	
Vision	<ul style="list-style-type: none"> ➤ Develop a binding common vision for BSR transport development which includes: <ul style="list-style-type: none"> ➤ A common mindscape of location of the BSR in a European and global context, based on polycentric development (Baltic Development Forum, CBSS, VASAB). ➤ An overall transport concept and vision for the BSR which promotes intra-regional integration by providing orientation for macro-regions and regions. ➤ Link transport and the Baltic urban system in BSR vision. Primary and secondary transport networks should be classified, missing links weighed according to importance for BSR integration. ➤ Develop BSR criteria and priorities for transport development and integrate into overall vision.
Better coordination of measures needed	<ul style="list-style-type: none"> ➤ Accomplish better coordination of transport measures at the programme level (INTERREG, Objective 1) according to BSR priorities. It is suggested to strengthen the transnational level in the funding period starting in 2007. ➤ The BSR INTERREG secretariat should try to coordinate different macro-regional activities und promote functional links and networks between successful macro-regions on topics identified as important for BSR integration. ➤ Combine strategies: Use top-down approach to communicate visions and overall goals; ask for bottom-up feedback to modify programmes according to experiences from implementation level.

Coordination: Recommendations for the macro-regional level	
Elaborate macro-regional development concepts	<ul style="list-style-type: none"> ➤ The macro-regions must elaborate joint transport development strategies which comply with and establish links to transnational spatial visions. ➤ Criteria and priorities for macro-regional development have to be discussed and incorporated into development concepts for the macro-regions. ➤ Macro-regions must coordinate different projects and funding packages to promote complementary transport links.
Provide bottom-up feedback	<ul style="list-style-type: none"> ➤ Macro-regions should give input from project implementation experiences to programme formulation at transnational level.
Coordination: Recommendations for the regional level	
Elaborate regional concepts for integration	<ul style="list-style-type: none"> ➤ Regions should consider higher level regional development and transport concepts, then elaborate their own regional development concepts which fit in accordingly. ➤ Regions have to develop regional and local transport concepts which focus on links and networks. Transport links must be established with other regions and macro-regions to promote own location in space. Links should also enhance intra-regional integration through links and networks of cities and communities.
Develop regional priorities	<ul style="list-style-type: none"> ➤ Regions should develop their own regional priorities to focus activities and money on projects which are of regional importance. ➤ Regional priorities and local priorities must be linked to concepts of the higher spatial levels.
Provide bottom-up feedback	<ul style="list-style-type: none"> ➤ Regions should provide bottom-up feedback from the project level to BSR programme level. Experiences and problems at the regional and local level should influence transnational programme formulation and agenda setting.

6.2 Second conclusion: Implementation

Tasks and problem solving have to take into account spatial scale and actors involved.

It has become clear that problems and tasks have to be handled differently according to their spatial **scale** and to the types of **actors** (public, private, intermediate) involved. Moreover, some problems can best be solved by **governance** arrangements, whereas others require **government**, i.e. formal institutions, competences and hierarchical coordination. Therefore, one of the main tasks is to identify adequate solutions for different levels and transfer good practices into government and governance arrangements on all spatial levels. This requires joint learning processes on all levels, which in turn have to be interconnected. The INTERREG IIIB project COMMIN, in whose framework these recommendations have been elaborated, tries to establish mutual learning processes and their interconnection. This part of the recommendations proposes different measures for the **implementation** of common goals, visions and concepts as outlined in part 6.1.

Implementation: Recommendations for the transnational level (BSR)	
More powerful Baltic institutions necessary	<ul style="list-style-type: none"> ➤ Some form of government at the transnational level (Baltic institutions) is necessary for accountability, to ensure policy coherence and to promote a common vision. As a first step, a more proactive role of the CBSS Conference of Ministers of Transport is advisable. ➤ Further steps: Boost institution building at a transnational level by formalising informal cooperations and networks (make contact more regular, more binding or establish rules).
Provide regulatory framework and minimum standards	<ul style="list-style-type: none"> ➤ The transnational level has to provide a regulatory framework and common minimum standards (on legislation, environmental impact assessment, spatial planning tools, technical standards etc.) to facilitate cross-border and transnational cooperation. ➤ Develop procedural rules for cooperation and collaboration between sectors, between different levels and between different types of actors. ➤ Develop criteria to balance BSR transport development priorities and national priorities, e.g. at VASAB/CSD conference.

<p>Baltic information centre to promote good governance</p>	<ul style="list-style-type: none"> ➤ At the transnational level, an information centre including website should create a joint knowledge base and a common mindscape for cooperations on different spatial levels. ➤ The information centre should provide a monitoring concept which formulates requirements for "good practices" and good governance. Criteria for "good governance" include transparency, openness for stakeholders' interests, commitment, ex-post accountability and coherence. ➤ The centre should help to facilitate and establish top-down and bottom-up communication processes and feedback. ➤ It should also be a virtual "contact point", where macro-regions and regions can establish links on specific functional coordination requirements or discuss joint problems.
<p>Training sessions for common mindscapes</p>	<ul style="list-style-type: none"> ➤ The Baltic information centre should be supported by training sessions for planners and multipliers in order to create a common mindscape of BSR visions, future and challenges among relevant actors. The sessions might also help to harmonise national decision taking systems. ➤ The training sessions should be established at the transnational level according to BSR priorities and get input from lower levels.
<p>(Financial) Support for functional co-operations</p>	<ul style="list-style-type: none"> ➤ Emerging functional macro-regions should be supported financially and with advice on specific topics like legal questions, good practices for institutional and financial arrangements, etc. ➤ The BSR INTERREG programme level should provide incentives for specified functional cross-border co-operations on topics which have been identified as important.
<p>Implementation: Recommendations for the macro-regional level</p>	
<p>Innovative arrangements</p>	<ul style="list-style-type: none"> ➤ Develop innovative arrangements like rules for Public-Private Partnerships, for distribution of resources and for cross-border legal arrangements. ➤ Elaborate common framework to analyse infrastructure investment and its regional effects based on BSR criteria. ➤ Specify minimum standards of transnational level according to macro-regional requirements and develop criteria.

<p>Creating a regional outlook and institutions</p>	<ul style="list-style-type: none"> ➤ Use regular regional future workshops and regional conferences to provide an outlook on future transport development. ➤ Provide a communication platform (e.g. website with discussion forums) for the macroregion. ➤ Establish a joint institution like a steering committee or a regional committee for the macro region. ➤ Establish functional regional networks/working groups on topics of macroregional interest. ➤ Possible fields of cooperation for functional networks include e.g. port-hinterland connections, congestion in urban areas, connections to rural/ peripheral areas, innovative arrangements for railway gauge changing systems, etc.
<p>Communication</p>	<ul style="list-style-type: none"> ➤ Communicate innovative macroregional arrangements to higher level via transnational information centre. ➤ Give an input to training sessions seen from macro-regional perspective, e.g. on use of rules and regulations, innovative PPP arrangements, shortcomings, etc.
<p>Implementation: Recommendations for the regional level</p>	
<p>Conflict solution</p>	<ul style="list-style-type: none"> ➤ Find modes of conflict solution for local negative impacts of transport, e.g. for pollution, noise, environmental damage, congestion. ➤ Implement criteria and standards formulated at higher levels.
<p>Rules for participation</p>	<ul style="list-style-type: none"> ➤ Establish rules for stakeholder participation (mode, time, duration, frequency of participation, role of different actors). ➤ Establish rules to balance different priorities (e.g. environmental issues vs regional development).
<p>Regional promoters as moderators</p>	<ul style="list-style-type: none"> ➤ Establish "regional promoters", i.e. existing trustworthy actors like regional development agencies or municipalities to moderate conflict solution and cooperation processes.
<p>Communication</p>	<ul style="list-style-type: none"> ➤ Communicate cooperation needs, good practices in conflict solution and stakeholder participation to higher level via transnational information centre. ➤ Give an input for implementation of training sessions seen from regional perspective, e.g. on regional cross-border problems .

6.3 Third conclusion: Tools

New planning tools and indicators are necessary for an integrative approach

The planning tools which are applied in nation states might not be appropriate for **regionalisation** processes and emerging functional transnational or cross-border regions. Therefore, some **new planning tools** should be developed. An important step towards new planning tools are **indicators** to evaluate successful cross-border or cross-sectoral projects or to measure the transnational relevance of projects. The planning tools have to be differentiated according to the **spatial level** at which they are to be applied. Their aim should be to develop different forms of strategic planning for each spatial level. The most important task for these new instruments is to establish a **dialogue** and **coordination** between spatial planning and transport planning as well as to integrate the BSR transport system with perspectives of regional development.

Tools: Recommendations for the transnational level	
Methods	<ul style="list-style-type: none"> ➤ Develop methods to balance and prioritise objectives. ➤ Develop "Strategic Territorial Impact Assessment" for programme level or adopt existing methods (like Territorial Impact Assessment) for transnational level. ➤ Develop evaluation methods for cross-border projects. ➤ Conduct cost-benefit analyses, e.g. regarding travel time and travel costs, environmental costs, social costs to facilitate priority setting. ➤ Assess national systems (procedures, methods, instruments) according to risks and problems which might occur in transnational projects.
Tools	<ul style="list-style-type: none"> ➤ Use maps as an effective means of marketing the BSR (e.g. using existing INTERREG project maps). ➤ Use scenarios to open outlook to future of the BSR.
Indicators	<ul style="list-style-type: none"> ➤ Elaborate indicators to measure transnational benefit (as opposed to national benefit). ➤ Develop indicators and a monitoring concept for good practice.
Tools: Recommendations for the macro-regional level	
Methods	<ul style="list-style-type: none"> ➤ Find tools to assess effects of improved access on macro-regional development ("Regional Impact Assessment").
Indicators	<ul style="list-style-type: none"> ➤ Develop indicators to assess costs and benefits of projects.

Tools: Recommendations for the regional level	
Methods	<ul style="list-style-type: none"> ➤ Develop new methods (e.g. sea use planning) to prevent or solve local use conflicts. ➤ Find models for cross-border TIA.

6.4 Exemplification: Accessibility

Accessibility is both a multi-dimensional and a subjective concept which has to be modified for BSR context

It became evident during the workshop that accessibility is a highly subjective concept which depends for instance on the particular regional/national perspective or the mode of transport chosen. The Baltic Sea region should try to develop a **genuine concept of accessibility** which differs from a EU-wide accessibility concept as seen from the Brussels perspective. Important for such a BSR accessibility concept is not only the location of the region in the EU, but also in a **global context**. At the same time, improvements in BSR accessibility require **multimodality**. Since the Baltic Sea East of the Danish straits can only be bridged by plane or ship, a multimodal transport system which links different land, sea and air links seems most promising for improving the accessibility of the BSR, both intra-regionally and in a European or global context.

Accessibility: Recommendations for the transnational level	
A Baltic concept of accessibility	<ul style="list-style-type: none"> ➤ Elaborate a BSR concept of accessibility which includes peripheral areas and considers the location of the region as a gateway to Russia and the Far East as important dimensions of accessibility. ➤ The accessibility concept should be based on links and networks of cities, with metropolitan regions as important nodes. ➤ Identify missing links which are important for BSR transnational integration and assess priorities of missing links. ➤ Integrate aspects of IT accessibility and knowledge infrastructure into accessibility concepts. ➤ Foster accessibility and integration of the Eastern BSR as important for development of the whole region. ➤ Develop accessibility concepts with dedicated solutions and approaches for South BSR and North BSR (densely versus sparsely populated areas). ➤ Incorporate accessibility concept into spatial vision for BSR (see chapter 6.1.)

Harmonise different routings	<ul style="list-style-type: none"> ➤ Set priorities for promoting and connecting East-West and North-South corridors. ➤ Harmonise competing concepts of linking the BSR to Russia and the Far East.
Enhance intermodality	<ul style="list-style-type: none"> ➤ Integrate intermodality as a basic planning principle into accessibility concept. ➤ Consider accessibility as compatibility of different modes of transport and different levels of networks.
Interpretation of TENS	<ul style="list-style-type: none"> ➤ Develop a genuine BSR interpretation of the TENS (like e.g. the Motorways of the Baltic Sea)
Accessibility: Recommendations for the macro-regional level	
Accessibility	<ul style="list-style-type: none"> ➤ Synchronize regional strategies with Baltic accessibility concept. ➤ Link rural and peripherals areas to small and medium-sized cities.
Intermodality	<ul style="list-style-type: none"> ➤ Enhance intermodality as basic planning principle.
Accessibility: Recommendations for the regional level	
Cross-border projects	<ul style="list-style-type: none"> ➤ Promote relevant cross-border connections to widen bottlenecks ➤ Find solutions for cross-border public transport, including joint ticketing systems

6.5 Exemplification: Sea Motorways

The Sea Motorways offer great potential for BSR integration

It has been stressed in the COMMIN workshop that “Motorways of the Baltic Sea” could serve as the key concept for Baltic Sea **integration**. It is especially promising since the Sea Motorways focus on the **Baltic Sea** as a **linking element**. Therefore, they are not only important for transport as such, but may eventually lead to new transnational chains of production, changing the economic geography of the Baltic Sea Region and enhancing the competitive position of selected port cities. It also seems necessary to **coordinate** the Sea Motorways with the two other main **TEN-T** projects in the area (Rail and Via Baltica, Nordic Triangle) to achieve better transnational integration.²³ Tangible fields of action include the following:

²³ Please see also maps in Annex A.

Sea Motorways: Recommendations for the transnational level	
Provide project aims	<ul style="list-style-type: none"> ➤ A strategic outlook of the project aims and desirable links needs to be elaborated at the transnational level, considering the overall vision for the BSR (see chapter 6.1) and a BSR accessibility concept (see chapter 6.4).
Provide support	<ul style="list-style-type: none"> ➤ Provide political support for project, both within BSR states and in Brussels. ➤ Provide incentives for private actors to implement Sea Motorway related projects. ➤ Give criteria and guidelines to state actors for implementation of projects.
Harmonisation	<ul style="list-style-type: none"> ➤ Harmonise Sea Motorway with land-bound infrastructure, especially with Rail Baltica and Via Baltica. ➤ Find a balance between long-term and short-term objectives.
Assess impact	<ul style="list-style-type: none"> ➤ Assess impact of Sea Motorways on Baltic development.
Sea Motorways: Recommendations for the macro-regional level	
Intermodality	<ul style="list-style-type: none"> ➤ Find regulations for intermodality of freight traffic, connecting existing maritime to existing land links (esp. via railway and inland waterways). ➤ Find regulations for intermodality of passenger transport, including rail, roads and public bus services (especially important for East BSR).
Functional cooperations	<ul style="list-style-type: none"> ➤ Initiate functional cooperations between different actors, e.g. port twinings (on quality of ports, port capacities, container traffic, etc.), on cargo transport centres as intermodal interfaces, on environmental impacts, etc. Experiences from existing INTERREG projects could be useful.
Conflict solution	<ul style="list-style-type: none"> ➤ Find macroregional solutions for sea use conflicts (transport, recreation, economic purposes etc.). ➤ Harmonise maritime transport and short sea shipping uses.

Sea Motorways: Recommendations for the regional level	
Ensure intermodality	<ul style="list-style-type: none"> ➤ Connect ports to hinterland infrastructure to secure intermodality. ➤ Cooperate with other regions on specific topics which pose major regional problems (interoperability, pollution, etc.), e.g. by means of (inter)-regional conferences.
Stakeholders	<ul style="list-style-type: none"> ➤ Name responsibilities between different stakeholders. ➤ Harmonize different stakeholders' interests, creating win-win situations. ➤ Encourage and accompany project formulation through stakeholders who are responsible for financing (according to overall strategic aims given by transnational level).

Apart from these five fields of action and the recommendations given above, the **cultural factor** should not be underestimated: Different languages and different national planning traditions with varying responsibilities might hamper or even prevent cooperation. Therefore, **continuous communication** processes are needed to develop **joint terms, concepts and perspectives**. As outlined before, the project COMMIN tries come to an agreement on joint concepts and terms in spatial planning and to develop a common terminology in English. Mutual understanding of planning processes in the Baltic Sea Region is to be fostered by improving information flows and communication, thus facilitating spatial integration and European integration in general. These recommendations can be used both externally as well as within the project COMMIN, where it is hoped that they will influence and facilitate the training sessions for planners in the BSR (WP 2) and the planned web portal on joint terms and concepts (WP 1).

7 REFERENCES

7.1 Presentations

All presentations were given at the COMMIN thematic workshop "Trans-European Transport Networks in the BSR: Coordination Requirements and Innovative Governance Arrangements", Helsinki Technical University, 17th June 2005

Gutman, Natalia (2005): Best Practices in Planning of the Russian-Finnish Border Territories.

Laaser, Claus-Friedrich (2005): Planning Problems and Coordination Requirements: Cross-Sectoral and Multi-Level Coordination Needs.

Östhol, Anders (2005): Governance and Cooperation.

Parantainen, Juha (2005): Planning Problems and Coordination Requirements Related to the Baltic Sea Motorway.

Šakalys, Algirdas (2005): Coordination Problems in Projects of Common European Interest.

Schmude, Karl (2005): Best Practice in Infrastructure Planning: Territorial Impact Assessment (TIA) with special regard to examples from DE and the need for cross-border assessments.

Spiekermann, Klaus (2005): Role of TEN-T for the European Integration of the Baltic Sea Region.

Strømhaug, Per (2005): Intermodality and Interoperability.

Szydarowski, Wiktor (2005): Innovative Governance Arrangements in Spatial and Traffic Planning at the Transnational Level.

Zaucha, Jacek (2005): Transport Planning in the BSR from VASAB 2010 Perspective.

7.2 Other Sources

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ANNEX A: MAPS



ANNEX B: RELEVANT INTERREG PROJECTS

Spatial planning versus transport planning (1997-2004 experience)

- BSR Spatial Development Action Plan with spatial dimension of transport patterns (*VASAB 2010+*)
- Transport corridors as a development axis between metropolitan centres (*Baltic Palette, STRING, Via Baltica Spatial Development Zone*)
- New methodology for territorial impact assessment of transport infrastructure investments (*South Baltic Arc*)
- A regional complement to TEN-T Quick Start Programme in the South Baltic Sea area (*Baltic Gateway*)
- Joint transnational approach to influence modal split for freight transport (*TransLogis*)
- Spatial development implications of the logistic centres (*NeLoC, InLoC*)
- Recommendations for the consideration of regional air transport in planning processes (*SEABIRD*)
- Mutual visions and action plans for developing transport flows in less accessible areas (*SEBTrans, E18, Bothnian Arc*)
- Spatial evaluation of logistic chains in the maritime transport and their impact on port-related regional development (*BALTICOM*)
- Spatial development perspective for the BSR maritime transport (*MATROS*)

Source: Slide from Wiktor Szydarowski's presentation on "Innovative Governance Arrangements in Spatial and Traffic Planning at the Transnational Level", Helsinki, 17. June 2005.

ANNEX C: WORKSHOP AGENDA



Project co-financed
by the European Union



BSR INTERREG IIIB-PROJECT COMMIN - PROMOTING SPATIAL DEVELOPMENT BY CREATING COMMON MINDSCAPES

THEMATIC WORKSHOP ON:

TRANS-EUROPEAN TRANSPORT NETWORKS IN THE BALTIC SEA REGION: COORDINATION REQUIREMENTS AND INNOVATIVE GOVERNANCE ARRANGEMENTS

HELSINKI, 17 JUNE 2005, 9 A.M. – 6 P.M.

VENUE:

Helsinki University of Technology, Otaniemi/Espoo
Centre for Urban and Regional Studies,
Lecture Hall

MODERATION: LEENA BRANDT, JOURNALIST

WORKSHOP AGENDA

- | | |
|----------------------|---|
| 09:00 - 09:15 | Registration |
| 09:15 - 09:30 | Welcome, opening of the workshop |
| 09:30 - 10:30 | Part 1: Introduction and Strategic Considerations |
| 09:30 - 09:45 | Klaus Spiekermann (Spiekermann & Wegener):
Role of TEN-T for the European integration of the BSR |
| 09:45 - 10:00 | Dr. Jacek Zaucha (VASAB 2010 secretariat):
Transport planning in the BSR from VASAB 2010 perspective |
| 10:00 - 10:30 | Discussion |

10:30 - 10:45 Coffee break

10:45 - 12:30 Part 2: Planning Problems and Coordination Requirements

- 10:45 - 11:00 Dr. Claus-Friedrich Laaser (Kiel Institute for World Economics):
Cross-sectoral and multi-level coordination needs
- 11:00 - 11:15 Per Strømhaug (Nordland County Council, Bodø):
Multimodality and regional interoperability: coordination problems and potentials for regional development
- 11:15 - 11:30 Juha Parantainen (Ministry of Transport and Communications, Helsinki):
Planning problems and coordination requirements related to the "Motorway of the Baltic Sea" project
- 11:30 - 11:35 Dr. Algirdas Sakalys (Vilnius Gediminas Technical University):
Synopsis: Coordination problems in projects of common European interest
- 11:35 - 12:30 Discussion

12:30 - 13:30 Lunch

13:30 - 14:45 Part 3: Innovative Governance Arrangements

- 13:30 - 13:45: Dr. Anders Östhol (Swedish Institute for Growth Policy Studies, ITPS):
Good governance and cooperation in the multi-level EU context
- 13:45 - 14:00: Dr. Wiktor Szydarowski (BSR Interreg IIIB Joint Secretariat):
Innovative governance arrangements in spatial/traffic planning
- 14:00 - 14:45 Discussion

14:45 - 15:00 Coffee break

15:00 - 16:30 Part 4: Best Practices

- 15:00 - 15:15 Natalia Gutman (RosNIPI of Urbanistica):
Best practices in border crossing and cross-border planning: The case of the Russian-Finnish border
- 15:15 - 15:30 Karl Schmude (Ministry for Labour, Building and Regional Development, Mecklenburg-Vorpommern):
Best practice in planning processes
- 15:30 - 16:30 Discussion

16:30 - 17:00: Break

17:00-18:00 Final Discussion

- 17:00 - 18:00 Conclusions, input for recommendations (regarding e.g. programme objectives, coordination of measures, actor orientation)

20:00 - 22:00 COMMIN Dinner, Restaurant Kappeli

LIST OF PARTICIPANTS

- Natalia Gutman (RosNIPI of Urbanistica, St. Petersburg, Russia)
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WE LOOK FORWARD TO MEETING YOU IN HELSINKI!