

# Integrated Planning along Transport Corridors

## Position Paper

Work Package 2 | Activity 2

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#BSRAccess



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## Abbreviations

BSR	Baltic Sea Region
BSRP	Baltic Sea Region Programme
CEF	Connecting Europe Facility
CNC	Core Network Corridors
DG	Directorate-General
EGTC	European Grouping for Territorial Cooperation
EIB	European Investment Bank
ERDF	European Regional Development Fund
ERTMS	European Rail Traffic Management Systems
EU	European Union
EUSBSR	EU Strategy for the Baltic Sea Region
GoA	Group of Activities
PA	Policy Area (within EUSBSR)
RFI	Request for Information
TEN-T	Trans-European Transport Networks

## Preface

Since spring 2018, Kvarken Council with Mathias Lindström as Director has led the activity 'Integrated planning along corridors', which is part of Group of Activities 2.2 of BSR Access project platform co-funded by the Baltic Sea Region Programme. The project partnership also includes Helsinki-Uusimaa Regional Council (lead partner), Region of Blekinge, Port of Hamburg Marketing, Joint Spatial Planning Department of Berlin-Brandenburg and Capital Region of Denmark. The work at Kvarken Council on the integrated planning along transport corridors has been coordinated by Johanna Häggman. As subcontracted consultant Ramboll Sweden AB has been responsible for the production of the survey, webinar and position paper. The Ramboll team has included Lars Brümmer as team leader, Wiktor Szydarowski as leading consultant (until August 2020) responsible for the survey, and Malla Paaanen Consulting as sub-consultant responsible for the webinar, position paper and Multimodality Agora.

The purpose of the activity 'Integrated planning along transport corridors' is to identify transnational planning initiatives and processes as well as institutionalised cooperation models in transport development in the Baltic Sea Region and beyond. The collaboration networks have been scanned and investigated in order to further enhance collaboration between stakeholders and exchange of best practices. The purpose is to create new knowledge about the status of the transnational stakeholder cooperation and to compile the key findings into a useful tool that reaches out to our target groups: decision-makers, transport practitioners, researchers and politicians in the EU, Member States, cities and regions, and other stakeholders.

## 1. Introduction

This position paper summarises the work in the activity 'Integrated planning along transport corridors' carried out in an intensive collaboration between the project partners, associated organisations and other stakeholders. The work has focused on the following questions:

1. What are the key challenges in cross-border and transnational transport planning that stakeholders have engaged themselves with, what instruments and methods have they used and what results have they reached?
2. Based on our findings what recommendations and transferable solutions could be offered to better integrate spatial and transport planning?

The activity 'Integrated planning along transport corridors' has consisted of the production of an empirical survey and a webinar. The survey, carried out in 2019-20, made an investigation into the cooperation projects, networks and other platforms that coordinate collaboration and communication of stakeholders of the transnational transport development. The survey, which leaved out collaboration groups that have a mandate by law, reached in total 12 out of 14 relevant networks that operate transnationally in various roles in stakeholder cooperation in transport development. Survey report is available [here](#).

After the survey was published in May 2020, a webinar was organized in October 2020 offering the key results to be discussed among the stakeholders representing both collaboration network leaders and members. The highlights of the webinar, which had approximately 50 registered and 30 online participants, together with the survey have served in the preparation of this position paper. Later in the BSR Access project platform, the highlights made in the position paper will be elaborated at an interactive stakeholder session called Multimodality Agora (Group of Activities 4.1.) elaborating on questions of stakeholder cooperation, transport interoperability and multimodality.

The position paper highlights the efficiency of stakeholder cooperation producing the following benefits to its target groups:

- The strategic work carried out in stakeholder processes in cross-border and transnational transport development can yield benefits to the interaction between policy-makers and grass-root level transport developers.
- Any type of stakeholder when establishing new cooperation networks can use information about efficient stakeholder communication processes and models.
- Practical guidelines can assist in finding the best suitable structures and formats for stakeholder cooperation.

The selected examples presented in this position paper represent a wide array of actors and stakeholders in transnational transport development. Each case has its own background and story to tell but with a remarkable potential to lend itself also to others. The cases selected to this position paper represent challenges that are typical to cross-border or transnational environments and therefore the solutions that have been found have substantial potential to be beneficial for other similar circumstances. It was not possible to include all positive and interesting cases, which leaves space for further investigation in the fields of transnational stakeholder cooperation and multi-level governance.

## 2. Project innovations

In national transport strategies cross-border questions and transnational aspects often receive less attention than transport infrastructure and service needs in larger cities, other economic centres and in questions of national scale. The EU has acknowledged this and pays therefore particular attention to these questions in the preparation of transnational strategies, such as TEN-T, and their negotiation process with the Member States. The often-occurring lack of primary attention in the national strategies causes a challenge in the implementation of cross-border and transnational projects, especially in financing. As a solution, the EU in collaboration with the European Investment Bank has introduced innovative financial instruments. Many infrastructure projects have also started to look for new types of financing instruments that involve the private sector. This underlines the necessity for advanced financing skills among project initiators. Transport infrastructure projects have moved beyond traditional financing mechanisms, and this sets a challenge also to their political decision-making when evaluating their long-term impacts on the society. Stakeholder networks can assist in the process by underlining the importance of cross-border and transnational projects in the local environments. Stakeholder networks are also efficient in bringing initiators, promoters and owners of innovative projects together with decision-makers and transport professionals.

### 2.1. Case: Oslo-STHLM 2.55

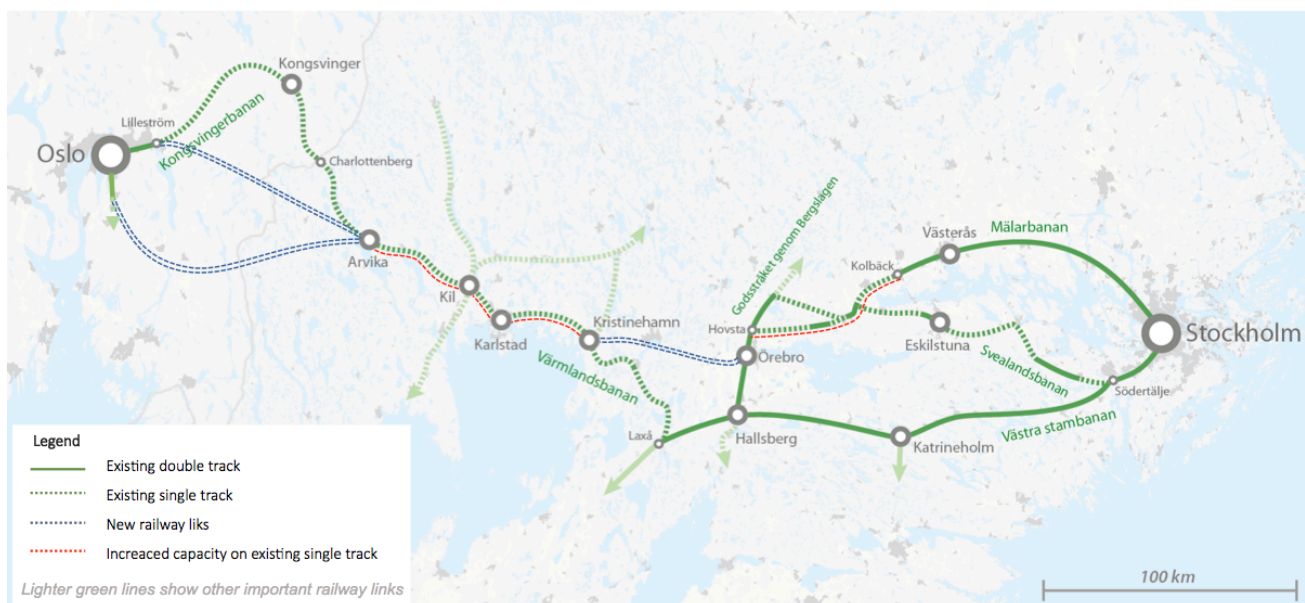
The Oslo-STHLM 2.55 project aims to decrease the time distance between Oslo and Stockholm by train, which is now five hours, by improving the existing infrastructure and by building some additional links. The project has high potential to enhance modal shift from air to rail as it connects two capitals, which are 400 km apart, and has the third capital Copenhagen in its catchment area. The project focuses on the traditional cost-benefits but has also made a strong outreach to the private sector.

*In the spring of 2017, the Oslo-Sthlm 2.55 carried out a complete cost-benefit analysis of the project. The results show positive results and great benefits with regards to regional growth and residential construction. But the socio-economic estimate also indicated a surplus. This is an aspect that is almost unique when it comes to large railway investments. In studying the figures in greater detail, it was obvious that travelers would reap great benefits, but it was also obvious that future train operators would also gain great benefits. In*

order to further study the commercial potential that would to a large extent attract private investments in the necessary infrastructure constructions, we decided to issue an RFI (Request For Information). In the spring of 2017, the Oslo-Sthlm 2.55 company issued the RFI. We contacted representatives from the financial sector, train operators, construction companies and infrastructure consultants, and provided them with a description of the project. Our point of departure was to jointly investigate different ways of moving forward to create a better railway. We were overwhelmed by the response. We have spent a year collaborating with about 20 large companies to find solutions that would quickly enable the construction of a new railway and to identify revenues in order to avoid having public finances bearing the entire costs; to find a method where that public finances, and society in general, are not burdened by all the risks in the final analysis. Some compromises have been necessary. It has been necessary to study appropriate examples and discuss what solutions are both financially and politically possible.

Quote: CEO Jonas Karlsson, Oslo-STHLM 2.55 Business Case at [www.oslo-sthlm.se](http://www.oslo-sthlm.se)

Figure: Oslo-STHLM 2.55 project map (existing and proposed line).



Source: Oslo-STHLM 2.55 Business Case at [www.oslo-sthlm.se](http://www.oslo-sthlm.se)

### 3. From competition to cooperation

Cooperation between competitors is cooperation. The series of Interreg Programmes, funded by the European Regional Development Fund (ERDF), have been important in enabling cities, regions, universities and other research centres, ministries, NGOs and other organisations to take a role in transnational cooperation between regions. Strand B of Interreg is dedicated to transnational cooperation and therein the Baltic Sea Region Programme has been an important contributor to transport project promoters who experience joint or comparable problems. While the key focus of the Baltic Sea Region Programme has been on financing development projects, the Programme has also started new initiatives, such as Seed-Money facility to support preparation of projects that are in line with the EU Strategy of the Baltic Sea Region (EUSBSR). Project platforms are another form of strategic financing as they bring together the promoters and stakeholders of several development projects into a joint cooperation platform. BSR Access project platform is one of the very



first initiatives financed by the Programme (2014-2020) and the only project platform in the field of interoperability.

### 3.1. Case: Three projects' final conference

Three transport development projects financed by the Baltic Sea Region Programme – NSB CoRe, Scandria2Act and TENTacle – organized a joint final conference in Brussels on March 5-6, 2019. These three transnational projects were all identified as EUSBSR Flagship projects in interoperability, one led in Finland, the second in Germany and the third in Sweden. The project leaders took the initiative to move their final conferences to Brussels and invite with the voice of three projects a high-level array of decision-makers, politicians, and transport stakeholders to share reflections on the results of the three projects. Three TEN-T Coordinators contributed to the conference program as panel discussion moderators, Catherine Trautmann representing the North Sea – Baltic core network corridor, Pat Cox representing the Scandinavian - Mediterranean core network corridor and Anne Jensen representing the Baltic - Adriatic core network corridor. TEN-T Coordinator of Motorways of the Sea, Kurt Bodewig was present with a video message. The commitment by the four European Coordinators was built on a long-term cooperation path with each of the three projects including a series of events and discussions over the years with local decision-makers, industry representatives and other stakeholders – all this highly relevant for the European Coordinators' missions as the political leaders of their respective corridor. After the joint final conference the leaders of the three projects together with the fourth EUSBSR Flagship project in interoperability, EMMA, as well E12 Atlantica Transport project and STRING network took on yet another new initiative – the BSR Access project platform. All four European Coordinators signed in with BSR Access as its supporters showing their explicit acknowledgement to the role of stakeholders in transnational policy-making.

## 4. Organisation of cooperation

The organization of stakeholder cooperation structures take many forms ranging from a loose network to short-term project partnership or a permanent agreement or contract. European Grouping of Territorial Cooperation (EGTC) is a form of a legal body to facilitate cross-border, transnational and interregional cooperation between Member States or their regional and local authorities. The EGTC structure enables the implementation of joint projects, sharing of expertise and improving the coordination of spatial planning. While already more than 70 EGTCs have been established in the EU, only few have been formed in the Baltic Sea Region. Recently, early 2021, a Finnish-Swedish EGTC, the first between two Nordic countries, has been established in the Kvarken region, the Kvarken Council EGTC. The members of Kvarken Council EGTC are located in the area consisting of three Ostrobothnian counties in Finland and the county of Västerbotten and the municipality of Örnsköldsvik in Sweden. Together they form the Kvarken region. What started as a joint cross-border cooperation and project development since 1972 has become a permanent organisation structure as a legal entity. The Kvarken Council EGTC continues the long-established work to improve e.g. the transport services in the cross-border region in a close dialogue with the local, national and EU level policy makers. As an EGTC it is a clear frontrunner in the Baltic Sea Region and will be followed with great interest by its peers in transnational transport development.

The following two cases, Kvarken and Scandria Alliance, are two very different yet both successful examples of how long-term collaboration and political commitment between authorities and stakeholders builds into a long-term strategic cooperation and permanent structures that gain importance in local, national and above all transnational scale. Kvarken represents the cross-border area with the northernmost regular sea service between Finland and Sweden across the Strait of Kvarken (located in Gulf of Bothnia) connecting the longstanding traditions in industry, education and research, culture and tourism. Scandria Alliance represents the regions and cities as full members, which are supporting the implementation of the Scandinavian-

Mediterranean core network corridor. Scandria Alliance has its Secretariat currently located in the Capital Region of Berlin-Brandenburg.

#### 4.1. Case: Kvarken

*It started perhaps at one of the early project meetings years ago. A vision of how the cooperation between people and organisations in Kvarken will grow bit-by-bit and project-by-project into something remarkable and permanent. A vision of how people from politicians to professionals will create new wisdom and know-how and each result will be a stepping stone for the next one. The story will write itself, the Kvarken story, persistently and towards success.*

*Over the years we have committed ourselves to numerous development projects, we have organised studies and workshops, taken part in negotiations and lobbying, written reports, articles and given interviews, met with politicians and authorities. Now at the first days of the newly established Kvarken Council EGTC, I have a feeling that we have in a significant way reached the vision but at the same time a new beginning.*

*Quote Mathias Lindström, Director of Kvarken Council EGTC, January 2021*

##### Multimodal connections

Kvarken consists of the three Ostrobothnia Regional Councils (Ostrobothnia, South Ostrobothnia, Central Ostrobothnia) and their major cities in Finland as well as Region Västerbotten with its major cities and municipality of Örnsköldsvik in Sweden. Kvarken is one of the most intensive economic and social cross-border regions in Europe. The intensity of interaction is even more remarkable considering that the two regions are split by 80 kilometers of sea, the Kvarken Strait. The interaction between the people, industries and culture at both sides of the border dates back centuries when Finland was a part of Sweden, which has resulted into an intensive network of trade routes and strategic corridors to all directions. The Kvarken cross-border region is a nexus between Finland and Sweden, east and west, north and south, but also further towards Norway and Russia.

Ostrobothnia, South Ostrobothnia and Central Ostrobothnia locate in the catchment area of the Finland Growth Corridor from Oulu via Tampere and Jyväskylä to Helsinki, which is considered the economic artery of the Finnish economy and trade. On the Swedish side, Region Västerbotten connects with the Bothnian corridor, which runs from the North towards to the important sea ports at the Gulf of Bothnia, which operate massive volumes delivered by the heavy industry, and further towards the South of Sweden. In the East-West connections, Kvarken is part of the E12 region, which stretches from the seaports at the Norwegian Sea in Helgeland, runs across Kvarken and meets with the important trade routes in Central Finland and continues further East to Russia/Asia.

While the economic importance of the Kvarken region to the regional and national economies has been shown in several studies, the strategic role of the region has not been equally recognised in the European transport policy making, i.e. the core and comprehensive network structure defined in the TEN-T and CEF Regulations (2013). However, in the latest CEF Regulation review process (with public consultation in spring 2018), the North Sea – Baltic and Scandinavian – Mediterranean core network corridors have been repositioned to run around the Gulf of Bothnia, providing Kvarken again with an improved position on the European map of multimodal transport and accessibility.



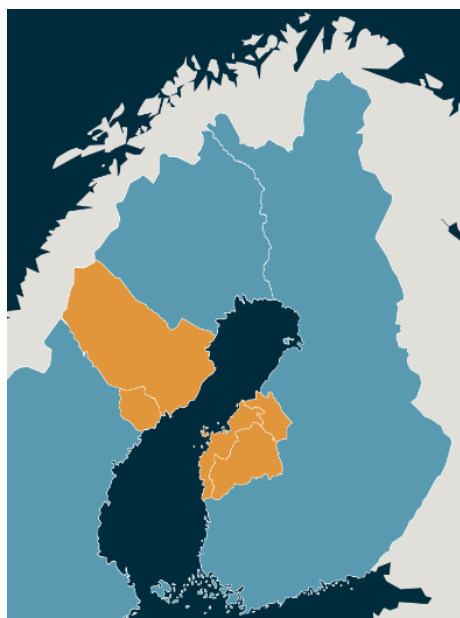


Figure: Map of the Kvarken region

The Kvarken region (in orange) consists of Region Västerbotten and municipality of Örnköldsvik (in Västernorrland) in Sweden, and of Ostrobothnia, South Ostrobothnia and Central Ostrobothnia in Finland.

Source: [kvarken.org](http://kvarken.org)

### The Kvarken Ferry Link

No other element marks Kvarken as strongly as the sea. The sea connection between Vaasa and Umeå forms the centre of Kvarken's transport system, which connects to an efficient multimodal network across Ostrobothnia and Region Västerbotten supporting the needs of the growing local economies and significant industry investment. However, the concept of the Kvarken Ferry Link existing today has gone through a fundamental transformation in history. After decades of permanent operation since the Second World War, the sea connection, which had grown into a successful business case during the highest peak of cross-border mobility, turned cold some years after Finland and Sweden joined the EU in 1995 due to the regulation, which prohibits tax-free sales between EU countries. As a consequence, the passenger volumes dropped drastically, the regular sea connection was seized, and this had negative reverberation effects on all cross-border trade and mobility.

The passenger ship's business case without tax-free sales was not attractive and in the national transport planning Kvarken's missing link was not a central issue – as often is with cross-border transport connections. However, despite the weak transport connection – or specifically to overcome it - the stakeholders on both sides of the borderline continued their active collaboration in all sectors of the economy including trade promotion, tourism, culture, research and education. Gradually, the local policy-makers and politicians, business communities and other stakeholders united to commit themselves to a long-term plan of projects and negotiations to re-establish the ferry connection (2012) first and then to continue towards building a completely new tailor made vessel which meets the highest environmental and technical standards. The idea was to build more than a ferry, the idea was to build a platform for innovation and a floating laboratory in cooperation with the industry and universities in the region. A series of development projects were launched (Midway Alignment, MABA II) to support the lobby campaigns for the national and EU financing, especially for the Motorways of the Sea. The vision and work paid off. The delivery of the new Kvarken Ferry Link LNG/LBG electric hybrid ship will take place in June 2021. When taken into use it will be the most environmentally friendly RO/PAX ferry in the world full of new solutions and innovations.



Figure: Transport corridors in the Kvarken region

The sea passage between Vaasa and Umeå is called the Midway Alignment (white spotted line). Two TEN-T core network corridors reach towards Kvarken: North Sea – Baltic CNC (red line) and Scandinavian-Mediterranean CNC (pink line). The forthcoming CNC extension around the Gulf of Bothnia follows the existing trade route called the Bothnian Corridor (yellow line). On the Finnish side, Kvarken connects directly with the Finnish Growth Corridor towards Helsinki (green line). The east-west connections consist of the European E12 and E14, which allow for trade routes between Kvarken and Norway's major sea ports.

## 4.2. Case: Scandria® Alliance

The so-called Berlin Declaration (signed 25.3.2007) celebrating the 50 years of the European Economic Community during the German Presidency of the Council of the European Union can be regarded as the starting point to the transnational cooperation led by the Capital Region of Berlin-Brandenburg towards economic and regional development. The Berlin Declaration, which was signed by the leaders of the three major political institutions – European Parliament, Council of the European Union, and the European Commission – was set to provide renewed impetus to the process of EU reform before the 2009 European Parliament elections. The Berlin Declaration is a political statement acknowledging, in its many details, the unity of the EU through diversity, and the importance of transnational strategy alongside with the national and regional ones. In the time of the Berlin Declaration the EU was going through a fundamental strategic transformation. The Treaty of Lisbon (or Reform Treaty), which amends the treaties forming the constitutional basis of the EU, was signed by the Member States only some months (13.12.2007) after the Berlin Declaration.

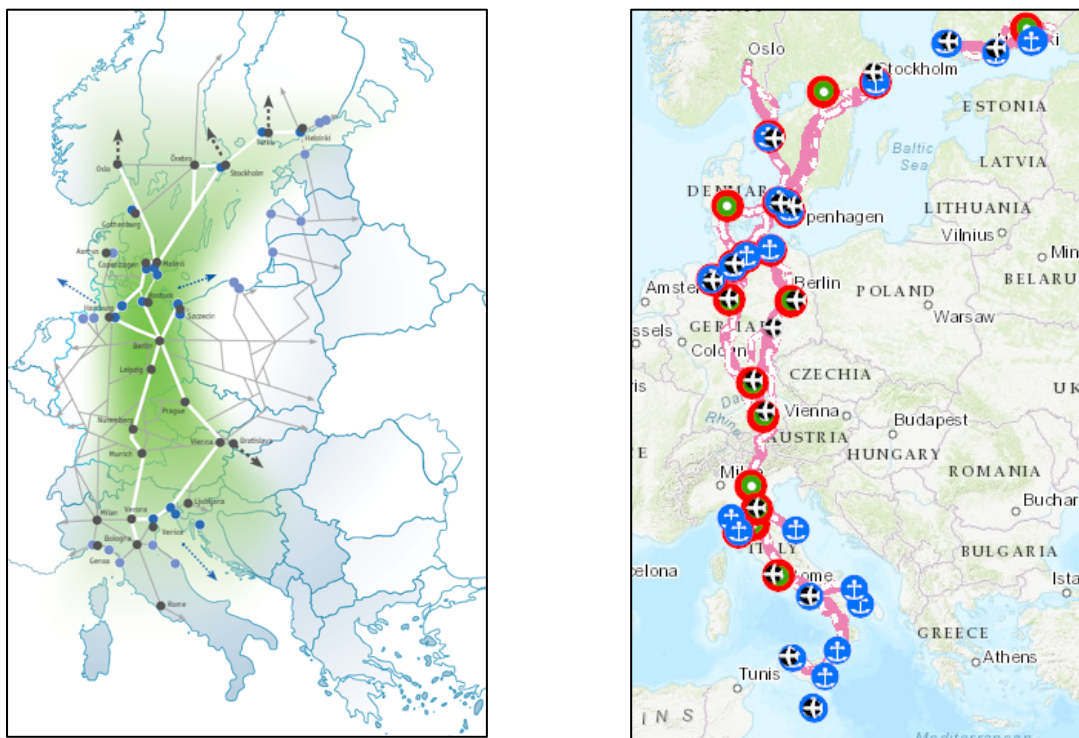
In the aftermath of the European political Berlin Declaration, in November 2007, a parallel document carrying the same name 'Berlin Declaration' was signed by the Ministers responsible for Urban Development and Territorial Cohesion of the New Federal States in Germany and the competent Senator of Berlin. In the Declaration the signatories agree to jointly work towards enhancing corridor interconnections between regions by transport and spatial planning, to jointly stimulate economic growth, and to improve the environmental and economic sustainability. Binding itself to the European TEN-T strategy, the Berlin Declaration is a commitment to reduce environmental pollution especially in heavy freight traffic by combining short sea shipping, rail, inland waterway and road transport and by IT solutions.

Following the European and national strategic leadership, the Capital Region of Berlin-Brandenburg has been leading and participating in a portfolio of transnational development projects in the fields of transport, spatial planning and regional development. The key projects paving the way towards the Scandria® Alliance were, in particular, Scandria® (2009-12) and Scandria®2Act (2016-19), BSR TransGovernance (2012-14) and BSR Transport Cluster (2012-13), all part-financed by the Interreg Baltic Sea Region Programme. They were complemented by projects in the Interreg Central Europe Programme like South North Axis (SoNorA 2008- and more recently Inter-Green Nodes (2019-2022)). Towards the end of the Scandria®2Act project, the need for a more permanent structure was acknowledged, and the political leadership of the Capital Region of Berlin-Brandenburg took a strong position in establishing a permanent partnership with an open door for additional members to join over time. The Scandria®Alliance was established in 2019 as a spin-off among the well-established partnership in Germany, Sweden, Finland and Norway and the principle of rotating chairmanship and secretariat was written into the joint agreement. The Joint Spatial Planning Department of Berlin-Brandenburg was assigned to house the first chairmanship. In addition to the chairing organisation, the first Alliance partners are located in Helsinki-Uusimaa and Turku (Finland), Örebro and Skåne (Sweden) and Oslo /Eastern Norway. The Scandria®Alliance partnership covers geographically several core network corridors and the Motorways of the Sea. The activities are focused on clean fuel deployment, cross-border infrastructure, multimodality and digitalisation. The authorities in Berlin-Brandenburg together with their substance experts in transport have also been strong in their bilateral dialogue with the TEN-T Coordinators and DG Mobility and Transport in the development of urban nodes as the key centres of transport innovations.

Berlin-Brandenburg is one of the few European urban nodes of total three TEN-T core network corridors: Scandinavian-Mediterranean, North Sea – Baltic, and Orient/ East-Med. The basis of partnership of the Scandria® Alliance locates on the Scandria® Corridor of regions (defined in the project 'Scandria® - Scandinavian Adriatic Corridor for Development and Innovation'), which overlaps geographically with the Scandinavian-Mediterranean TEN-T core corridor. As a young partnership, Scandria® Alliance is open for new members, such as regions and cities as well as other relevant stakeholders in the sustainable and multimodal transport system.

Figure: Map of Scandria Corridor and Scandinavian-Mediterranean Corridor

Map of the Scandinavian-Adriatic Corridor, also called Scandria Corridor (left), and map of TEN-T Scandinavian-Mediterranean core network corridor (right).



Scandria Corridor represents the collaboration between authorities and policy makers as well as stakeholders in the geographical area marked in green (left). The Scandinavian-Mediterranean core network corridor is defined in the TEN-T policy and consists of the road and railway networks, airports, ports, rail-road terminals and urban nodes on the alignment (line in pink with symbols). Sources: [www.scandria-corridor.eu](http://www.scandria-corridor.eu) and TENtec database.

## 5. Stakeholder cooperation platforms

Since the launch of the new TEN-T Regulation (2013) and its Review process, which started in spring 2019, there have been a large number of projects and other initiatives that have focused on the multi-level governance structure of transnational transport development. The continuum has proven that the building and implementation of transnational strategies, TEN-T and EUSBSR, would lack an important voice without the bottom-up approach represented by these dynamic projects and their large network of stakeholders.

In the context of TEN-T Regulation, the top-down and bottom-up approaches have been combined into the Corridor Forum activity, one for each transnational element of the TEN-T Regulation, which brings together the key authorities from the Member States and Regions but also the key stakeholders in transport development, management and operations. In the agenda of Corridor Forum, transnational and cross-border achievements are highlighted. For each core network corridor, plus the Motorways of the Sea and ERTMS (European Rail Traffic Management Systems), Corridor Forum has become an important and systematic

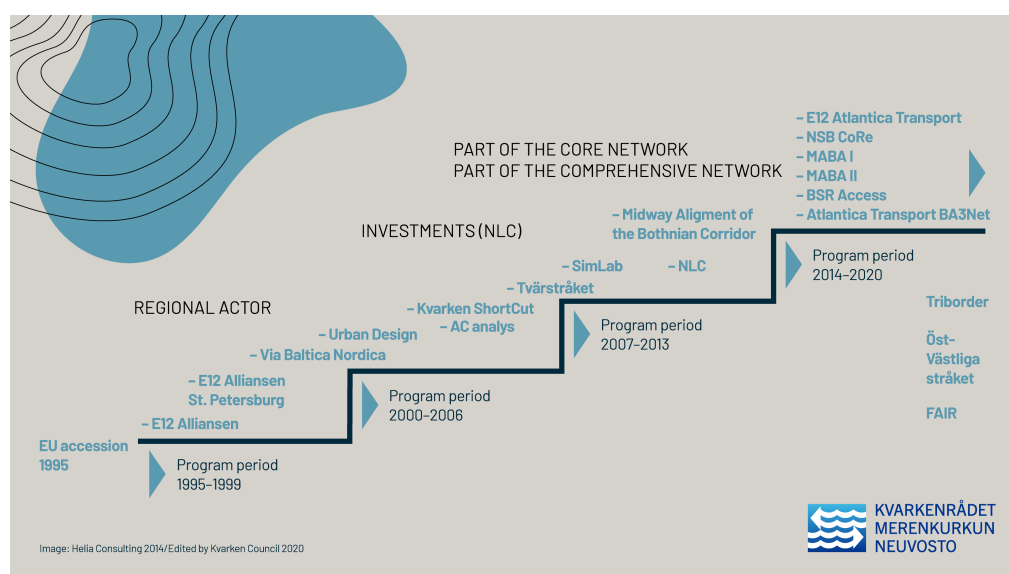


dialogue that runs as a preparatory element parallel to the political decision-making bodies in the countries and the EU. The experiences from the Corridor Forum concept as a stakeholder communication platform have been highly encouraging.

### 5.1. Case: From projects to process

Since the launch of the macro-regional strategy for the Baltic Sea Region, EUSBSR, and its Policy Area Transport, many transnational transport development projects have taken an effective role in promoting the EUSBSR. Simultaneously, the two Coordinators in Policy Area Transport have reached out to the projects in order to gain a direct link to the transport stakeholders to complement their links to the national ministries and to the EU. Currently, the Coordinators are housed at the transport ministries in Sweden and Lithuania, respectively. Gradually, the discussion in the context of the EUSBSR has matured into the idea of inviting all the relevant collaboration networks (for instance projects, alliances, EGTCs) in the fields of transport and accessibility under an umbrella in order to enhance the continuity and integrity of transnational cooperation. The umbrella – metaphor of a process involving several projects and/or initiatives – could dedicate itself to communication, promotion and lobbying existing and new transnational initiatives and even to financing. Importantly, the process involving a vast stakeholder environment would ensure a continuous dialogue between the top-down and bottom-up approaches in transnational policy-making. Besides transport, the metaphor of an umbrella harbouring several projects and initiatives easily lends itself to the fields of regional development, innovation and spatial planning.

Figure: From projects to process: A chronological chart of Kvarken Council.



The Figure illustrates the continuum from projects to process at Kvarken Council. The continuum has taken place during several Interreg Programme Periods since 1995. The first projects focused on regional development in transport, tourism and other themes. As the project results accumulated the need arose for a stronger focus on the cross-border transport connections as an enabler of economic and sustainable growth. The most recent projects have focused on building the Vaasa-Umeå maritime connection into a solid investment case, first analysing the economic impact of the investment and its catchment area, then elaborating on the planning, design and technical qualities of the new ship. The final element, financing of the construction of the new ship, was negotiated as a loan from the EIB. In early 2021, the continuum of projects has matured into a permanent process and has taken the organisation form of Kvarken Council EGTC.

Source: Kvarken Council, the first version of the figure produced by Helia Consulting.

The EUSBSR, in its strategy revision process, has accommodated a concept called Flagship. From a structural viewpoint, Flagships are developmental and collaborative environments or processes that are designed to enact a larger policy impact on selected macro-regional issues, which are divided into themes. One of the first pilots of a Flagship is the LISA project, part-financed by Swedish Institute and EUSBSR Seed Money Facility. The LISA project, which has a Swedish, Lithuanian, German and Estonian partnership, aims to link the maritime and land transportation in the Baltic Sea region. The LISA project is a pilot of a Flagship Process in the context of the EUSBSR and it contributes to the coordination and integration of Motorways of the Sea into TEN-T. In due time the partnership will have an interesting report to give on how the process-based thinking applies in transport development and how to drive the Flagship Process ahead.

## 6. From multi-level to data-driven governance

Transnational transport development is strongly marked by multi-level governance. At the local level, cities and regions build transport development strategies that are approved by their politically elected decision-making bodies. At the national level, transport ministries led by politically appointed Ministers are responsible for the preparation of national strategies. At the EU level the complex decision-making process involves the Member States together with the EU decision-making bodies, including so-called trilogues, which are the informal tripartite meetings on legislative proposals between representatives of the Parliament, the Council and the Commission. While the chains-of-command of governance are clear as concerns strategy-building, legislation and decision-making, the implementation and management of these strong guidelines is a more complex question. The political lead of transnational corridors is top-down: From EU to Member States, and from Member States to cities and regions.

To offer a bottom-up alternative, transnational transport development projects have shown efficiency in running multi-level stakeholder dialogues, in which the EU level decision-makers as well as national and local level decision-makers take part. These multi-level dialogues are an important element when implementing the strategies, i.e. when making the strategies approved by those actors who are needed on the practical level, for instance, transport authorities and service providers. In these multi-level dialogues, the role of the project is of a facilitator.

From the viewpoint of governance, the transnational transport corridors may appear 'uniform' throughout and little investigation has been made into the regional qualities and variations inside a corridor. Especially in cross-border regions, where data is split between two countries, there is a clear shortage of knowledge base, which leaves the strategic role of cross-border regions largely unknown. Besides a multi-level stakeholder perspective, the leadership of transnational transport corridors can benefit from the tools of data-driven governance. The rapid technological development during the past ten-fifteen years has enabled vast amounts of digitally generated data, which is known as big data, and the development of computational algorithms for analysing it. In data-driven governance big data is used to create not only more knowledge but also more precise and diversified knowledge. Big data together with the analytical tools can enable a more efficient use of knowledge in the context of regional and transport development. In the governance of transnational transport corridors, data-driven governance can assist in producing knowledge not only about the corridor but also about its internal dynamics.



## 7. Conclusions: Key positions on the stakeholder cooperation networks

1. Stakeholder cooperation networks have proven their strong voice underlying the importance of transport development in cross-border regions and on the transnational scale. When politicians and decision-makers typically have the responsibility to represent the viewpoint of either local, national or EU (emphasis on 'or'), stakeholder networks have the power to represent all of them. Those stakeholder networks, which have succeeded in building close ties with elected politicians in positions with professional or lobby organisations, have demonstrated an additional efficiency.
2. Stakeholder cooperation networks have proven their ability to step aside from competing against each other and cooperate. In the field of transnational transport development the list of dozens of projects is exceptionally strong and covers several of the EU's Programme Periods since their launch. The long commitment of the 'network champions' has been well received by their collaborators in decision-making authorities.
3. The continuity of stakeholder cooperation in cross-border and transnational matters has become increasingly important. Permanent structures such as European Grouping of Territorial Cooperation (EGTC) are gaining interest especially when transport development and policy-making are closely connected to each other. Short-term project funding is becoming less attractive to project initiators unless there is a more permanent collaboration structure involved in the project work. The idea 'from projects to process' is gaining momentum. However, in order to secure the benefits of dynamism and speed, which are advantages of a project-like structure, the importance of a bottom-up approach deserves to be underlined. Those stakeholder communication and cooperation networks which are best functioning seldom resemble any fixed structure given top-down.
4. The diversity of the European strategies means that every strategy has its own element of innovation. In transnational cooperation, multi-level governance between stakeholders is the tool to look for these innovations and apply them to new circumstances. Multi-level governance, in its most powerful format, is able to scan for innovations through several parallel strategies and lend best practices from one field to another. The strategic edge provided by multi-level governance is its ability to recognise innovations and apply them.
5. Multi-level governance benefits from data-driven governance. Eventually, knowledge serves decision-making for the good of citizens. The more we investigate and learn about the corridors, their internal dynamism and about what benefit they can bring to localities, regions and countries the more powerful message we are able to create for decision-making.
6. The first cases and evidence are already in place proving that a long-term commitment of partners in transnational and cross-border cooperation can build series of projects into a permanent process and above all develop into new permanent organisations. The influence of a permanent stakeholder organisation is vastly greater when negotiating local questions in the national and/or EU context compared to a more temporary and loose organisation structure.

## 8. Literature

[Oslo-STHLM 2.55 Business Case](#)

[The Kvarken Ferry Link and its importance in cross-border cooperation and integration](#)

[Agreement on cooperation in the E12 Region](#)

[Strengthened cooperation through a joint long-term vision \(E12\)](#)

[E12 Joint transport strategy](#)

[The Scandria®Alliance Leaflet](#)

[Summary of survey report 'Integrated planning along corridors](#)

[News article on the webinar on integrated planning along transport corridors on 21.10.2020](#)