

Management structure for the Bothnian Green Logistic Corridor

- A summary of activities in WP 6.1
and concluding recommendations

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FOREWORD

This report was produced integrated with the Bothnian Green Logistic project. A draft of this report was available for comments from the BGLC project members during 31st of October 2013 to 17th of November 2013. The comments have been assimilated to the report when appropriate.

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SUMMARY

A recommendation of a transnational management structure for implementation in the Bothnian transport Corridor is suggested in this report. The recommendation is based upon several studies and activities performed in WP 6.1 Corridor structure enabler in the Bothnian Green Logistic Corridor project (BGLC).

Firstly, scientific literature reviews were performed. That was followed by a European scientific study with an open workshop. Information from other EU initiatives and an interregional project was then gathered, and interviews of representatives of large European transport corridor management structures were conducted.

A multi-optional structure is characterized by alternative commitment options to the structure for different stakeholders. In this way all stakeholders can be included, without causing delayed processes due to many participants.

The working processes among the members of the management structure are proposed to rest upon four pillars; communication, transparency, flexibility and formalised agreements.

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CHAPTER 1 INTRODUCTION

1.1 THE BOTHNIAN CORRIDOR IN A EU-PERSPECTIVE

The European Union (EU) is working towards a competitive, efficient and environmentally friendly transport system in the EU, which is stated in the white paper about transport (European Commission, 2011a). The need for a multimodal Core network for passenger and freight transports across Europe is recognised in the white paper for transport. There it is also said that freight corridors should be developed with good logistic solutions, low emissions and low energy consumption. Energy-efficiency is important, so transports by rail and water are favoured for longer distances in so called green transport corridors.

In the current revision of the trans-European network for transports (TEN-T) The Bothnian Corridor has been appointed as a part of the Core network structure, but not as a Core network corridor.

1.2 SPECIFIC FEATURES OF THE BOTHNIAN CORRIDOR

The Baltic Sea region is in the periphery of Europe and cooperation and connections between regions is crucial for development. The Bothnian corridor is situated in the northern Scandinavia and the stretch with its connection to Narvik in Norway has been appointed as part of the TEN-T Core network. It connects in its southern part to the Core network corridor Helsinki-Valetta. The possibilities of extending the core network corridor to include also the Bothian corridor has been discussed in a WP6 workshop, further referred to in section 6.2.

Being situated in the northern part of EU, the east-west connections are a possibility for development, with connections to northern Norway, Finland, Russia and the Far East. However, traditionally the national perspectives have affected the development of transport systems foremost in a north-south direction. The freight flows in this area are dominated by heavy transports of raw materials, since this northern part of EU is very rich in natural resources like minerals and forests.

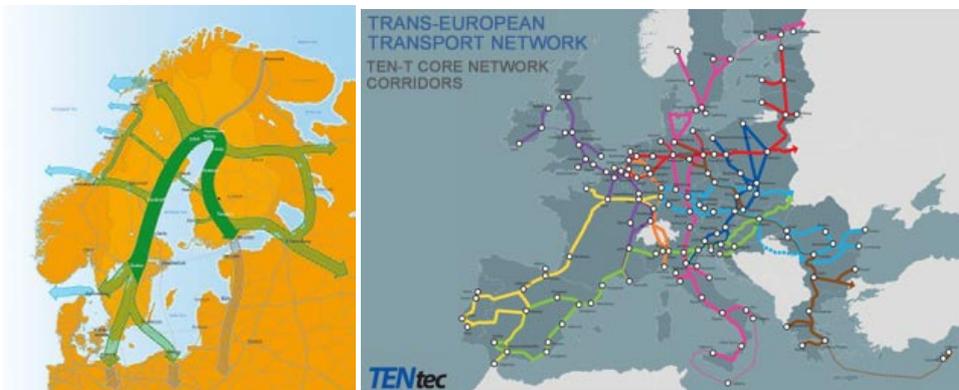


Figure 1 Bothnian Green Logistic Corridor map (Bothnian Green Logistic Corridor project website, 2013) and TEN-T Core network corridors (European Commission website, 2013)

1.3 CREATING A MANAGEMENT STRUCTURE FOR THE BOTHNIAN CORRIDOR

Within the Bothnian Green Logistic Corridor project (BGLC), there is an activity, WP 6.1 Corridor structure enabler, for investigating the need for a management structure for the Bothnian Corridor, and if it is, how it should be composed and further implemented. Luleå Technical University (LTU) is a research partner in BGLC, and activity leader for WP6.1. Research engineer/PhD student Maria Öberg, Professor Kristina L Nilsson, and Assistant Professor Charlotta Johansson has participated in the work from LTU, the division of Architecture and Water.

There is no current mandate for a transnational transport management structure for the Bothnian Corridor, but within Sweden and Finland respectively there are existing cooperative structures on a regional/local level. Their

work has had a strong focus on lobbying and developing information materials about the transports and transport needs in the Bothnian corridor in relation to the TEN-T policy revising process.

The aim with this report is to summarize the activities in BGLC WP 6.1 and make recommendations regarding a corridor management structure for the Bothnian Corridor.

CHAPTER 2 CONDUCTED STUDIES ABOUT TRANSPORT CORRIDOR MANAGEMENT

2.1 SCIENTIFIC LITERATURE REVIEWS

During April 2012 a first literature review was conducted with the aim to have a scientific state-of-the-art description regarding how to create a transport corridor management.

Three databases were used; Scopus, Web of science and Libris. Keywords in the search were *transport, transport corridors, governance, multi-level governance and decision-making process*. Around 500 titles from scientific articles and books were read, from which 19 were further looked into, since they comprised the topic. Additional literature in the research field of management and organisation in relation to transport was identified by researchers at the Department of business administration, technology and social science at Luleå University of Technology, Sweden.

The first review resulted in the following main findings to be considered when creating transport management structures:

- Powers/resources and accountability - matching the resources with the tasks and know that more resources requires more accountability
- A coordinator – having an independent function for pushing the work forward, handling disagreements and to disseminate information
- Inclusion of stakeholders – include actors and their views in the work
- Strong leadership – a leadership with administrative knowledge, enthusiasm and powers are preferable
- Procedural changes – implementation need to open for adjustments in ordinary routines
- Formalised partnerships (agreements) – agreements are a way to commit to certain responsibilities and tasks
- Communication – ensure that several options for communication for the actors
- Complementary effectuation processes – make use of each actors own work and abilities in achieving common goals.

A second scientific literature review was made in June 2013, aiming to find information about the current governance models available. The databases Web of Science, Emerald and Scopus were used, and the key-words were *governance model, non-profit organisation, strategic alliance, EEIG, PPP and, network governance*. The articles found were browsed in the same way by reading the titles, and 32 were chosen for further analysis.

The second review resulted in the following main findings:

- There is no “one fits all”- solution. Governance models have to be adjusted according to the context.
- Both structural forms and procedural management need to be addressed.
- Structural forms can be jointly owned entities, where one example is European economic interest groups (EEIG). Jointly owned entities can be equity-shared or minority-shared. In alliances, partnerships and networks, arrangement can vary from loose attachments to strong contractual agreements. Commissions normally handle state or overstate issues in a broad manner.
- Key procedural issues are communication, transparency and flexibility. Communication refers to both internal communications between the participants as well as external communication towards actors not involved in the management structure. Transparency referring to an open climate and accessibility to documents and processes. Flexibility referring to systematic assessment and adjustment of the structure.
- When there are many participants and clear goals, a network administrative organization (NAO) could be a suitable option. Administrative issues can also be handled by one of the participants, and then it is likely to

be a strong and powerful part. When there are few participants, usually there is no need for a specific management structure.

- Often both formal and informal agreements are important. Formal agreements in regard to signed documents. But everything cannot be foreseen in a contract, so informal agreements in the sense of expected behaviour of the other participants ethically and trustworthy, are also present.
- Actors have diverse motives for participating in an organizational relationship.
- Although organizations are committing themselves to a governance model the individual persons in the organization is always important for progress.

Results from the literature reviews have also been presented in the articles Öberg (2013a) and Öberg and Nilsson (2013b).

2.2 INTERNATIONAL SCIENTIFIC STUDY – EXPERIENCES FROM OTHER TRANSPORT PROJECTS

An international scientific study was performed January-May 2013, in order to gather information from research experiences of management structures in other transport corridor projects in a European context. The LTU partner predefined fifteen questions as a basis for the work, regarding structural and procedural management and its implications for the projects outcome. Two European research groups were procured to perform the study, University of Thessaly (UTH), Greece, and VTT research centre in Finland, to relate these questions to their research cases. In addition to the questions, each research group made an extended study. UTH considered the structure of a European intermodal logistics service provider and VTT analysed the Brenner corridor management structure.

As a part of the international scientific study an open workshop was arranged together with LTU and CLOSER (a national Swedish arena for research, development and innovation within transports). Due to this cooperation the workshop was planned in connection to a partner meeting in the green corridor project GreCor (Oslo – Randstad). Since both projects had discussed these issues, it gave the opportunity exchange information and views, also between the projects. The workshop had almost 50 registered participants from several European countries and sectors of society; business actors, authorities and academia.

The main conclusions about key success factors from the international scientific study are the following:

“What becomes evident after studying the corridor cases is that there is no “single-solution” management structure for a corridor. All corridors are different, they are in different stages of maturity, they have varying potentials for businesses and they vary in size, scope and geography. The key success factors include the following, at least:

1. *wide participation from different stakeholder segments (public, private, regional, national);*
2. *clear objectives in terms of physical infrastructure development needs;*
3. *wide social acceptance, which includes environmental aspects;*
4. *clear leadership and transparent motivation that will help communication and makes the efforts credible in the eyes of other stakeholders and great public;*
5. *clear objectives that support the policies and programmes of national and international organisations - this is needed as lean-back support and to justify public investments if such are called for;*
6. *a management structure that gives each stakeholder a voice and mandate that they can use as a natural part of their normal tasks.”*

The quotation is from the final report of the international scientific study (Eckhardt, 2013).

Voices from the workshop

In the workshop there were five “stations” for the participants to attend, where different aspects of corridor management were discussed. The aspects were management structure, management operation, impacts of management structure on corridor development, ideal management and BGLC features. Views from the discussions are drawn from the final report of the international scientific study (Eckhardt, 2013).

Management structure

- Management structure initiatives can arise from authorities or existing stakeholders
- Suggested types of agreement are letter of intent, MoU, contracts, where different agreements can be applied for diverse stakeholders

- Simple structures are preferred, joint company and EGTC is mentioned
- Strong independent management, a coordinator, political support is perceived as success factors
- Cooperation between corridors is considered as positive
- Stakeholder's inclusion is important, to avoid exclusion and encourage open information.

Management operation

- Participants should be "high level individuals", with strong commitment from the participants
- Clear goals and responsibilities should be developed
- Conferences could be arranged for longer term discussions, and working groups for on-going work.
- Development on different levels can occur, such as strategic /tactical /operational and regional /national /EU
- Rules to handle conflicts can ease disputes.
- Communication is essential, both internal and external of the management structure, and a communication platform is could be an option
- One stop shop is important, where information for transport across several nations are available
- Measures of performance is mentioned as a part of the operation
- Regular revising of structure and operation keeps the structure up to date.

Impacts of management structure on corridor development

- Need for different management structures in different stages of corridor development, the management structures can have different purposes and drivers
- Market demand and potential of all relevant stakeholders should be investigated
- Benefits of participating should be known
- Customer point of view should always in focus
- EU involvement important – they are a co-financer
- Harmonization of infrastructure investments and traffic management is important.

Ideal management

- Simple structure preferred, like EEIG, with flexibility for adjustments
- Strong connections to business actors are wanted, but no monopoly situation
- Overall smooth planning processes and traffic flows
- Continuous cooperation with infrastructure managers, railway undertakings is needed as well as the interregional and international cooperation
- Politicians are actively involved
- The society represented, from different levels agreeing on future actions, with a strong commitment
- Independent organisation would be in charge of the management
- Continuous communication is expected
- Common marketing of the corridor is foreseen.

BGLC features

- Sizeable raw material transports, so the industry should be involved
- Nordic transport system needs to be considered – not only the national system
- Cooperation with Russia can be extended
- Both import and export flows should be taken into account
- Multimodality should be better considered
- BGLC could be connected to Core network corridor Helsinki-Valetta.

All results from the international scientific study have been presented in a separate report (Eckhardt, 2013), available on the BGLC projects website.

2.3 INFORMATION FROM OTHER EU INITIATIVES AND PROJECTS

The study of EU transport initiatives give insights in on-going processes of development of the European transport system, which the Bothnian corridor is an important part of, and is affected by. Regarding the studied inter-regional project, it is an example of a transport corridor project where the future management structure for a transport

corridor has been examined, and the experiences from this process can be useful in developing a management structure for the Bothnian corridor. Information has been gathered through studying of reports, legislative documents and guidelines.

European coordinators

The trans-European network for transport has earlier been focused on implementing certain projects, thirty so called priority projects, and in 2005 the European Commission appointed nine coordinators to push and support the implementation progress of some of these projects. The coordinators are very well qualified, and are often former European politicians.

From studying the annual reports of their work from 2010 and 2012 (listed in the references) it is beyond doubt that cooperation and management structures are of high importance to ensure project progress. The coordinators work differs in relation to their individual preferences and the project context. The activities described in the annual reports, relating to management structures and cooperation, has been structured in themes, emerging from the annual reports.

Establish contacts with key stakeholders

Most coordinators have worked extensively with establishing contacts with important stakeholders through meetings, participating in conferences etc.

National, bilateral and multilateral forums

Contacts between stakeholders are promoted. Conferences, seminars and group meetings are arranged where concerned actors like authorities from local, regional and national level, politicians, operators and interest organisations can meet, to enhance discussion between key stakeholders for developing the projects.

Memorandum of understanding, MoU

MoU, joint declarations of intent or similar signed by concerned states are used by all the coordinators.

Working groups and platform organizations

If there is an agreement between the states on corridor level it often contains setting up a management structure with working groups on diverse topics, and coordination on a governmental level together with the EU. Also bilateral arrangements can be used due to the project context, or as a first step towards a structure for the entire project.

European rail network for competitive freight

The EU initiative towards seamless rail freight transport corridors in Europe was launched in 2010. The initiative is described in a regulation (EU Regulation EC 913/2010 of the European parliament and of the Council, 2010), where also management structure is one part. The regulation says that there should be an Executive board, with representatives from the authorities in the states involved, to steer the work in a desired direction. A Management board with representatives from those responsible for infrastructure and rail capacity should be formed, creating a plan for implementation. Two advisory groups, for terminals and railway undertakings are foreseen and a one-stop shop, meaning a single point to turn to for information and planning of transports along the corridor. Already existing initiatives should be taken into consideration, referring to the trans-European network for transports (TEN-T), European rail traffic management system (ERTMS) and RailnetEurope (RNE). As a help for practical implementation of this initiative a DG MOVE staff working document has been provided, "Handbook on the Regulation concerning a European rail network for competitive freight (Regulation EC 913/2010)".

Trans-European network for transports (TEN-T)

The new TEN-T policy agreed between the European commission, Parliament and Council in 2013 (European Commission, 2013), aims for a multimodal transport network for passenger and freight across Europe. The network will consist of a Comprehensive network and a Core network, where the Core network is considered to comprise the major transport corridors for effective transports in EU, with connections to countries outside EU. Management structures are described in the proposed TEN-T guidelines (European Commission, 2011b), where Core network corridors are proposed to lead the implementation of the entire Core network. A coordinator for each Core network corridor will be appointed by the European Commission. Further on, a Corridor platform will be formed with

representatives from states and other public and private bodies. They will outline a plan for development of the corridor. Already existing initiatives should be considered, in this case referring to a European rail network for competitive freight and European rail traffic management system (ERTMS).

However it is recognised in the proposed TEN-T guidelines that there nowadays are several actors involved in developing transport systems: *“While the Member States have traditionally been the main actors involved in transport infrastructure development and management, developments suggest that this situation has been progressively changing. Regional and local authorities, infrastructure managers, transport operators and other public and private entities have also become key actors in the development of infrastructure.”* (European Commission, 2011b)

The East West Transport Corridor project (EWTC)

The EWTC project is an interregional initiative, financially supported by EU. The management structure consists of an association. Within the project other possibilities of management structures were investigated and evaluated in a consultant report by Källström (2012). A *non-profit organisation or association* could repel various actors since the membership is on an equal basis, which makes it difficult to adjust participation according to specific actors interests. Also having many inhomogeneous partners might make it difficult to steer. Further it is obliged to follow the legislation in the country where it is registered. This can affect participants from other countries normally working in another legislative environment. A *strategic alliance* is not proposed since it consists of inter-firm relations, and in this case there are both public and private interests. The management structure referred to for the EU initiative on *rail freight corridors EC 913/2010* comes with a strong mandate from the European commission and distinct targets, which is not the case for this inter-regionally driven transport corridor. A European economic interest group, an *EEIG*, is on the other hand recommended being a steady structure, but still having easy procedures for changes in memberships. An EEIG is a separate entity that can act in its own name and the members can decide voting rights etc. themselves. In order to accomplish such a structure there is need for a strong commitment from the participants.

However it was proposed in the EWTC strategy plan (East west transport corridor project, 2012) that the management structure should be in the form of an association. The main reason was that actors from outside EU and EEA would not be full members of an EEIG, and the association has quite many partners outside Europe. Instead the association advanced to become more efficient. An Executive committee of three persons were formed, for rapid decision-making when needed. An advisory board with 10-15 persons was added, having the role of idea initiator and development support. The secretariat was reinforced, now having both a staffed central secretariat and geographical regional secretariats. For those who do not want to participate in the association as member there is a possibility to join as observer. Temporary working groups are used for cooperation on specific topics.

2.4 INTERVIEW STUDY – BRENNER CORRIDOR AND ROTTERDAM-GENOA CORRIDOR

This interview study gives information and insights from people involved in transnational transport corridor management structures in Europe, about their work, situation and thoughts about future development. Four individuals were interviewed in March-August 2013 by Maria Öberg, LTU, in three, one hour long, telephone interviews. All four individuals are strongly involved in the management structures of the Brenner corridor or the Rotterdam-Genoa corridor. Due to the limited number of interviewees the results from this part should be considered as examples. The semi-structured interview guide is attached in annex 1.

Some initial information about the corridor management structures in the Rotterdam-Genoa corridor and the Brenner corridor were given by the interviewees.

The Rotterdam-Genoa management structure follows the structure from the EC regulation 913/2010. There is an Executive board with representatives of member states and non-member states (Switzerland), and they report to the EU. There is also a Management board with representatives from the infrastructure managers, reporting to the Executive board. Two advisory groups for railway undertakings and terminal have been set up. The working structure is a Programme management office. There are also other working groups on specific topics like performance management. It is perceived that the structure cover most of the stakeholder interests, but the private sector representatives could perhaps be more present.

The Rotterdam-Genoa corridor started with a letter-of-intent signed by the concerned transport ministries in 2006. The European economic interest group (EEIG) was founded in 2008. The reason why it became an EEIG is basically

that it seemed appropriate with a European entity without profits or lost to deal with, and it was recommended by the EU. There is a small problem attached to the structural form, being that Switzerland cannot be a full member since they are not an EU or EEA member. However, internally Switzerland is handled as a full member. The advantage of an EEIG is the stability, since the partners have committed on equal shares, and it is not likely that a single member would withdraw from the cooperation. Another advantage is that the structure can act as a body of its own, so there is no need for single agreements when something needs to be done together and with a separate body the costs for the achieved work is very clear. As an own entity an EEIG can apply for funding. The EEIG structure in Rotterdam-Genoa applies only for funding corridor organizations costs, funds for performing projects are handled by the national actors.

The Brenner corridor is managed by a coordinator appointed by the European Commission. The coordinator has mainly the role of 'door-opener' to high level politicians, ministries etc. A coordinator does not make the decisions, but is only facilitating the progress, showing that EU has a strong interest. This means that he or she needs to have a good network. For the Brenner corridor the coordinator has been very valuable in communication directly with the stakeholders. The coordinator also chairs the Brenner corridor platform.

This Brenner corridor platform is an instrument to gather the stakeholders, agree on actions and monitor the outcome. It aims for involving all partners, mainly three member states, five regions, three railway companies, highway companies, and other partners and stakeholders as observers. There are ten working groups attached to the Brenner corridor platform at the moment, but the number will be reduced to increase efficiency and conformity. Closely related issues can then be handled in the same working group. The direction of the work is set in the Brenner action plan, which is an annex to a memorandum signed by the representatives of the platform. The action plan holds 50 measures to be implemented during the construction period of the Brenner base tunnel, a large infrastructure project of great importance to the entire Brenner corridor. The measures are infrastructural, strategic, political and technical measures to support the development of the corridor and the large infrastructural investments being made. For the construction (tendering) of the Brenner base tunnel, a specific company, BBT SE, has been set up in the form of a Societas Europaea. This type of European company was launched in a European regulation in 2001.

Structures

A European economic interest group (EEIG) is considered to be suitable for strategic and political level cooperation, but for a more operational part of a project, for instance in the construction phase, a company can be more suitable. When various interests, cultures, regulations etc. needs to be coordinated, like for instance in cross-border projects, a platform is considered to be a good option. Then the platforms objective is suggested to be quite focused. Having too many partners might lead to more of a discussion forum, and not support concrete results. Or as one interviewee described the work in the platform, *"In the end it is an informal group of colleagues who worked quite well"*. As a most important consideration for the future, one interviewee declared: *"keep it lean and flexible"*.

Leadership

The nations are perceived to have the leadership, since they make decisions about infrastructure investments etc. On the other hand EU can be expected to have the leadership, because they are the ones initiating the trans-European transport corridors. The role of the coordinator, being appointed by the European Commission, is in a way overarching this issue. There is an on-going discussion in EU about the mandate of the coordinator, how far he or she should facilitate the progress. One interviewee brought forward that EU should be able to, to a larger extent, control that the member states are proceeding as agreed. Another person meant that it would be difficult if the EU would have more responsibilities since they do not have enough knowledge about national conditions.

Permanent secretariats

A permanent secretariat is important to facilitate the work and keep up a continuous internal and external communication. The continuity is important, both in working processes and in monitoring the progress, since a single report is quickly forgotten. Further a secretariat should be independent, so that the staff can be fully dedicated to this task. To avoid uncommitted actors, the cooperation should be regulated in contracts.

Operations

The meetings in the Brenner corridor have a high priority and governments, regions and railway companies are present in the meetings. Since the corridor stretches across different countries where diverse languages are spoken

the translation services are important for participation and transparency. The documents are often available in three languages and translation services are offered at meetings.

There is an interest or responsibility from all partners to have a successful development, the EU set the target of creating corridors, and EU and other partners are investing a lot of money in the infrastructure. To make a corridor work well it is important with harmonization of rules and services along the corridor. Also cooperation between corridor initiatives is needed to achieve homogeneity of services in the network. This could be the task of the European Commission. It is arranged occasionally, but it could have been more clearly expressed in EU regulations.

Both corridor initiatives are developing the communication processes. The Brenner corridor aims to make the work more public by creating a separate secretariat and develop a website. The Rotterdam-Genoa works with communication internally by having the same people working as group managers and work in the Programme management office. Further a website will be launched for internal and external communication, where for instance minutes from the advisory groups will be available to external parts. A corridor conference is organised by the Swiss ministry.

Both corridor initiatives are very focused on rail issues and sparsely connected to other areas of discipline, but the Brenner corridor platform is for instance cooperating with a regional lobby organisation, action community Brenner bahn. Interest organisations are not part of the Brenner corridor platform, they are discussed with separately, in order not to make the platform just an arena for discussions of various topics. Having focused and clear goals are considered to be a success factor.

Environmental issues are covered in the overall target of changing transport modes from road to rail for longer distances, in monitoring processes and in working groups for environment. The "Green" factor is regarded to be important but the meaning of it needs to be defined in more detail.

With a multi-modal approach in the new TEN-T initiative, there will be more stakeholders, and therefore more ways of handling the infrastructure development. There is quite much to handle already today with the tasks related to rail, and one interviewee expressed hesitation towards implementing a multimodal perspective before even the rail issues are completed.

Impacts from the corridor activities on developing procedures like planning and financing

A corridor management structure results in a certain transparency regarding the planning processes in the different countries. This is appreciated since not all planners are thinking in a cross-border perspective. There is also a psychological factor mentioned connected to this transparency, that when the representatives from different states, regions and companies get together they want to be able to present that they have done a good job, also in relation to the other participants. It is a kind of pride in it, and it creates a work progress.

The biggest challenges with the corridor work

Three areas of challenge were defined: finances, agreements and public acceptance. The financing issue was seen as the most central challenge, to get finances according to time plans. The responsible ministries need to dedicate finances and give priority to these questions. However it can be a difficult task as one interviewee describes it, "*..the priorities are often set by the financial department not by the ministries of transport.*". Further the priorities between countries can differ, for example between freight and passenger transports or rail and road transports. For the Brenner corridor platform the signature of Memorandum, with the action plan connected to it, is perceived as a big challenge but also big success. Public acceptance was also considered as a challenge, but required, especially in implementing phases.

Crucial participants in a multimodal transport corridor management

Participants considered to be crucial for the success of a management structure were representatives from relevant ministries of the government in concerned member states, regions, politicians from all levels and those who are responsible for the infrastructure, operators, and the EU. Having powerful people in the corridor structure is regarded as important to be successful. The participants also have to represent the different transport modes. Having actors from several modes of transport involved, it can be discussed when to involve them, for instance in a meeting about maritime connections perhaps not all should be participating.

CHAPTER 3 DISCUSSION AND RECOMMENDATION

3.1 DISCUSSION

Drawing upon the studies in chapter 2 (the scientific literature reviews, the international scientific study, information gathered from other EU initiatives and projects and the interview study) a transport corridor management structure should allow for a broad stakeholders inclusion. It is of importance to let stakeholders from local, regional, national and European level participate when future transport systems are being developed. Different stakeholders can contribute to the process in various ways, with for instance knowledge, money or support. However, too many participants having their own interests can make it difficult to agree and move forward in the development process. There are key stakeholders which are extra important to attach to the structure, connected to their decisive powers and responsibilities, such as national authorities.

Further a management structure needs to be firm in regard to having a continuous work, with clear goals and mandates. Still it should be flexible, to be able to over time consider arising demands and make adjustments accordingly.

In this case there has also been a discussion about the geographical limitation of a Bothnian corridor management structure since the BGLC project has active partners from the entire northern part of Europe, and a number of them have their main interest in a distance or corridor connecting to the Bothnian corridor, as referred to in the TEN-T work.

After years of lobby activities the Bothnian corridor is now a part of the Core network in the TEN-T initiative. This circumstance should be an important starting point for a management structure. The proposed TEN-T guidelines describe the Core network corridors as forerunners to the entire Core network. Therefore their management structures should be paid attention to, in order to facilitate a harmonised, multimodal Core network for passenger and freight transports. The platforms being created in the Core network corridors have a quite broad scope, as seen in this quotation from the proposed TEN-T guidelines:

"In terms of activities, the core network corridors will provide a platform for capacity management, investments, building and coordinating multi-modal transshipment facilities, and deploying interoperable traffic management systems." (European Commission, 2011b).

When higher standards can be adopted in a transport corridor the transport efficiency increases dramatically (Boysen, 2013). In general when having a corridor management structure with representatives from operators, infrastructure owners, infrastructure managers and others, it provides possibilities for improved interoperability and increased coordination in various matters concerning a more efficient transport system, for instance planning for maintenance in order to reduce difficulties and disturbances.

3.2 RECOMMENDATION

The recommendation is to create a management structure which is easy to attach to for all types of stakeholders to attend. However, there should be different options for commitment, as multi-optional structure, as described by Öberg and Nilsson (2013). Stakeholders can be strongly committed by for instance a contractual agreement or a joint body, or being loosely committed for instance in a network for information. By allowing this diversity, many stakeholders can be committed to the management structure and the transport development processes, while still having a group of strongly committed Core stakeholders pushing the work forward. Even though the proposed structure has similarities with earlier EU initiatives regarding a rail network for competitive freight transports and the TEN-T policy, it is particularly stressing upon the issue of including various stakeholders in the management structure.

Having a focus on the Core network part of the Bothnian corridor the Core stakeholders are expected to also have this focus. Arranging a strong commitment could result in forming a European economic interest group (EEIG) depending on stakeholders' desires. The stakeholders are basically situated within the European economic area (EEA), so they can be included in an EEIG on equal terms.

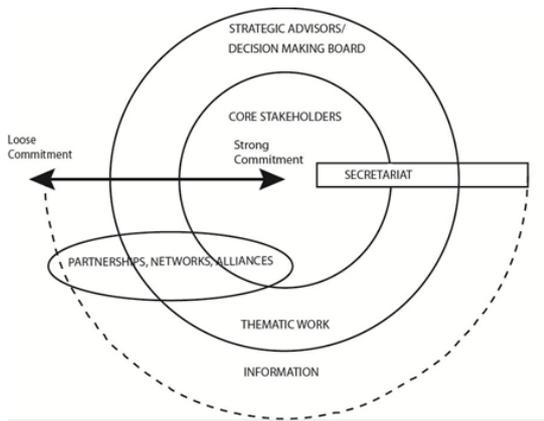


Figure 2 Outline of a multi-optional transport corridor management structure in Öberg, Nilsson and Johansson (2013)

The structure is suggested to be steered by the core stakeholders who have a strong commitment to the issue. They can be for instance infrastructure authorities, regions, major operators and major terminal actors. Engagement of the ministries and the EU as Core stakeholders should be obtained if possible.

Strategic advisors are influential actors that might hold important decisions or information for the development processes, but for some reasons they are not otherwise actively participating in the management structure. They can for instance be representatives from EU or national authorities. The possibilities to let strategic advisors have delegated mandate to make certain decisions with the support of the Core stakeholders, in order to harmonise the corridor, is proposed to be further explored. Strategic advisors group would then act as a decision making board.

All stakeholders would be able to participate in, and be committed to thematic work. Several combinations of structures like partnerships, alliances, working groups or networks, can be used in the overall management structure having then various options for commitment. For instance there might be interests in creating a terminal partnership or environment working group etc. All interested stakeholders should be able to commit to an information network, and then have the possibility to change their commitment to be more active.

A secretariat is needed for administrative support and facilitation of a management structure and the work processes attached to it. It can be arranged as a separate organisation, or part of one or more stakeholders organisations. A separate organisation is preferable to make sure that the dedicated resources are spent on these tasks.

The procedural part of the management structure is recommended to rest upon on four pillars:

- Communication – extensive information and dialogue within and outside the structure
- Transparency – open access to meetings, minutes and processes for decisions
- Flexibility –planned evaluation occasions for adjustment of the management structure
- Formalized agreements – constitute agreements signed by the stakeholders. Efforts should be made to include national and EU levels in the agreements.

This proposed structure needs to be further discussed with the stakeholders, especially the potential Core stakeholders. According to their views the structure should be further improved and adapted to the context of the Bothnian corridor.

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Annex 1

Semi-structured Interview guide - Management structures to develop transnational transport corridors

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ROLE OF THE INTERVIEWEE

1. What is your role as a xxx (tasks, responsibilities)?

ORGANISATION

2. Can you briefly tell about the management and cooperation structures that are used in your transport corridor?
 - Organization (ministry level cooperation, corridor platform, working groups on themes, network)
 - Does it have any connections to other areas of disciplines besides transport (land use, regional economic development)
 - Is it permanent or flexible structures? (or ad-hoc – for specific questions)
 - Who has created the management structures (main stakeholder, coordinator, other stakeholders)?
 - Which stakeholders participate in the management structure (states, regions, local authorities, companies, interest organizations etc.)?
 - How were the participating stakeholders selected?
3. Developing sustainable transport, how is the environmental aspect reflected in your management structure?
4. What type of processes has been used creating and enabling the management structure (work with agreements, MoU, partnerships-- negotiations, collaboration)?
5. Who is responsible for the continuous work of the management structure? Why that specific stakeholder? If there is a secretariat, who owns it?
6. Is this structure a top-down or bottom-up structure?

Corridor platform and European Coordinator

In the proposed new guidelines for implementing the TEN-T, core network corridors are appointed. The guidelines describe that a corridor platform should be formed with participating Member states and actors from public and private sector, and it could be an EEIG. An European Coordinator will also be appointed to chair the group.

7. How do you think this will affect the existing structure (will it be adjusted, participants, modes of transport)?
8. Under which circumstances do you think a corridor platform is an option for a management structure?
9. What should be the role of a platform? (which powers, issues, what decisions, possibilities of deciding funding, connections to other areas of disciplines (land use, regional economic development))
10. Who should be the organizer of such a platform?
11. Who should participate? Selected how?
12. What are the advantages or disadvantages with a European Coordinator?

OPERATION

13. Which issues does the management structure work with (funding, infrastructure, terminals, capacity) ?
14. Which goals and visions do they have? Who set them?

15. What mandate (decisions of funding, planning, monitoring)
16. How have different actors been participating (business, academic, political, actively – non actively)?
17. How has the accountability of the management structure been secured?
18. Which tools have been used to measure performance of the project?
19. Which communication processes have been used by the management structure towards stakeholders (press information, large meetings for many stakeholders, competence development etc.)?

IMPACTS ON CORRIDOR/PROJECT DEVELOPMENT

20. How has the management structure affected procedures of developing the transport corridor (planning, financing)?
21. Do you find the management structure important regarding results for development? Why/why not?

INSIGHTS

22. What have been the biggest challenges for you in your work?
23. How have you addressed those?

FUTURE RECOMMENDATIONS

- IN DEVELOPING MANAGEMENT STRUCTURES FOR MULTIMODAL, TRANSNATIONAL, TRANSPORT CORRIDORS

IN YOUR OPINION..

24. Under which circumstances do you think transnational management structures are needed for developing a transport corridor (being part of the TEN-T core network, several nations involved)? Are you thinking of any specific type of structure (a group/coordinator/network/platform)?
25. When you think about participants in a management structure:
 - Are there any crucial participants?
 - Levels of governance (EU, national, regional, local)
 - Businesses (larges, mediumsized, small)
 - Operators/forwarders
 - Academia
 - Politically strong actors (politicians, parties)
 - Interested actors (environmental groups, NGO)
 - Influential actors
 - Should someone have a leadership – who and why?
26. What should be the role of a management structure?
 - Which issues (development of a transport corridor)?
 - Connections to other areas of disciplines (land use, regional economic development)?
 - What mandate (decisions of funding, planning)?

27. What needs to be considered and improved in future work for your transport corridor? (cooperation between levels of governance like joint MoU, involve other actors, communication)
28. What are your thoughts of permanent secretariats for development of transport corridors?
29. In your opinion – is there a need for more cooperation between corridors on a European level? (European planning body or agency)
30. Should the European Union have a larger responsibility for European networks like TEN-T (planning, financing)?
31. With future multimodal transport corridors and a large amount of stakeholders, what are the most important considerations for creating a suitable management structure? (certain key-actors, national level, coordinator, specific timing, horizontal / vertical cooperation, funding)
32. That was the last question. Is there anything else that you want to add to this interview?