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## Governance of major transport corridors involving stakeholders

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### Abstract

In this paper governance for developing main transport corridors in the European Union was examined by means of document- and literature studies. European Union transport policy documents were studied as well as legislation regarding development of the trans-European transport network (TEN-T). One of the most strategic parts of the TEN-T, the Scandinavian – Mediterranean (ScanMed) transport corridor, was particularly studied with documents concerning the implementation of ScanMed. Qualitative content analyses have been conducted and three themes consisting of “governance organisation”, “actors” and “governance in practical implementation process” were studied.

It was concluded that a broad range of stakeholders have to contribute in order to accomplish a well-functioning transport system. Accordingly the studied policy, legislative and implementation documents all concern governance matters in various ways. Depending on the actual transport initiative, and its objectives, stakeholder involvement can vary. A framework for governance arrangements for the most strategic parts of TEN-T, the Core network corridors is set in a regulation. A European coordinator was appointed for each Core network corridor and has an important role in facilitating the implementation. Such governance structure was already foreseen in earlier policy documents. Corridor forum is a new tool aiming to bring key stakeholders together for consultative purposes and in addition working groups can be connected to the Corridor forums. The policy and legislative documents have a focus on the responsibilities and activities for the European Commission and the concerned Member states. The importance of other stakeholders such as cities, ports, regional authorities, private actors is mentioned, but their activities are not explicitly stated in these formal European documents. However, participation of various stakeholders in the ScanMed Core network corridor implementation process is tangible, especially when concrete projects are discussed. Further, in the ScanMed Core network corridor implementation process the Corridor forum is explored as a new tool for bringing stakeholders together, progressively reaching an increasing number of stakeholders, including users of infrastructure in future stages. Encompassing eight countries and several modes of transport a large number of stakeholders are indicated. The idea of

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future ideas laboratories acting as meeting spots for development of the transport corridor on specific topics, and bringing a variety of stakeholders together, is interesting.

A key challenge for future implementation of the ScanMed Core network corridor is the large number of stakeholders concerned by a transnational and multimodal transport system. Governance design to strengthen involvement of stakeholders in European transports initiatives such as the TEN-T should be encouraged. Suitable forums for cooperation and collaboration for inclusiveness for various actors need to be elaborated, where common overarching objectives need to be agreed upon. These forums have to be developed together with concerned stakeholders so that choice of forum is suitable due to its expected function. Key stakeholders which can actively contribute to progress and new ideas need to be connected to the process. And developed working groups, ideas laboratories and similar, on a geographical basis for parts of the corridor or for a specific topic, need to be adequately bridged to a European level.

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## 1. Introduction to this paper

Society development in the western world has during the last decades led to a shift towards governance with a broad range of stakeholders involved in planning and financing of transport infrastructure (Pierre & Peters, 2000; Giuliano, 2007; Romein et al., 2003). Earlier these matters were handled rather unassisted by national governments. Accordingly governance is an important part of implementing European transport initiatives (European Commission, 2011a; EU Regulation No. 1315/2013; European Commission, 2015). In this research governance is considered to consist of all activities involved in steering, including cooperation and collaboration structures, and processes.

Governance matters are considered in the White paper on transport (European Commission, 2011a), a policy document serving as a basis for legislative and other initiatives. The European initiative to develop a trans-European transport network (TEN-T) is recently framed in a legislative document (EU Regulation No. 1315/2013), which includes governance. TEN-T consists of a multimodal (rail, road, water and air) transport network comprising both freight and passenger traffic. The network is divided into a Comprehensive network and a Core network. The most strategic parts of the Core network are presented as the Core network corridors. The development of TEN-T aims to strengthen major European objectives: “The trans-European transport network shall strengthen the social, economic and territorial cohesion of the Union and contribute to the creation of a single European transport area which is efficient and sustainable, increases the benefits for its users and supports inclusive growth.” (EU Regulation No. 1315/2013, p.8). A process to realise TEN-T according to the regulation is on-going, including governance arrangements for the Core network corridors.

Governance is a broadly used concept in literature, and in most cases adapted to the specific context. Examples of varieties of governance are environmental governance (Lemos & Agrawal, 2006) referring to the specific topic, participatory governance (Baiocchi, 2006) relating to citizens participation. Additional examples are multi-level governance aiming to include stakeholders across levels of society (local, regional etc.) as well as various organisations on each level (Bach & Flinders, 2005), and collaborative governance emphasizing on the process (Emerson, 2012). Multi-level governance and collaborative governance are to a large extent overlapping since collaborative governance is defined by Emerson as: “the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished” (Emerson, 2012, p.2). For this research collaborative transport corridor governance seems like a relevant base.

This paper comprises the result of document- and literature studies to investigate how governance is arranged in developing main transport corridors in the European Union, particularly the Scandinavian-Mediterranean (ScanMed) transport corridor. ScanMed is one of the strategically most important Core network corridors of the TEN-T

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