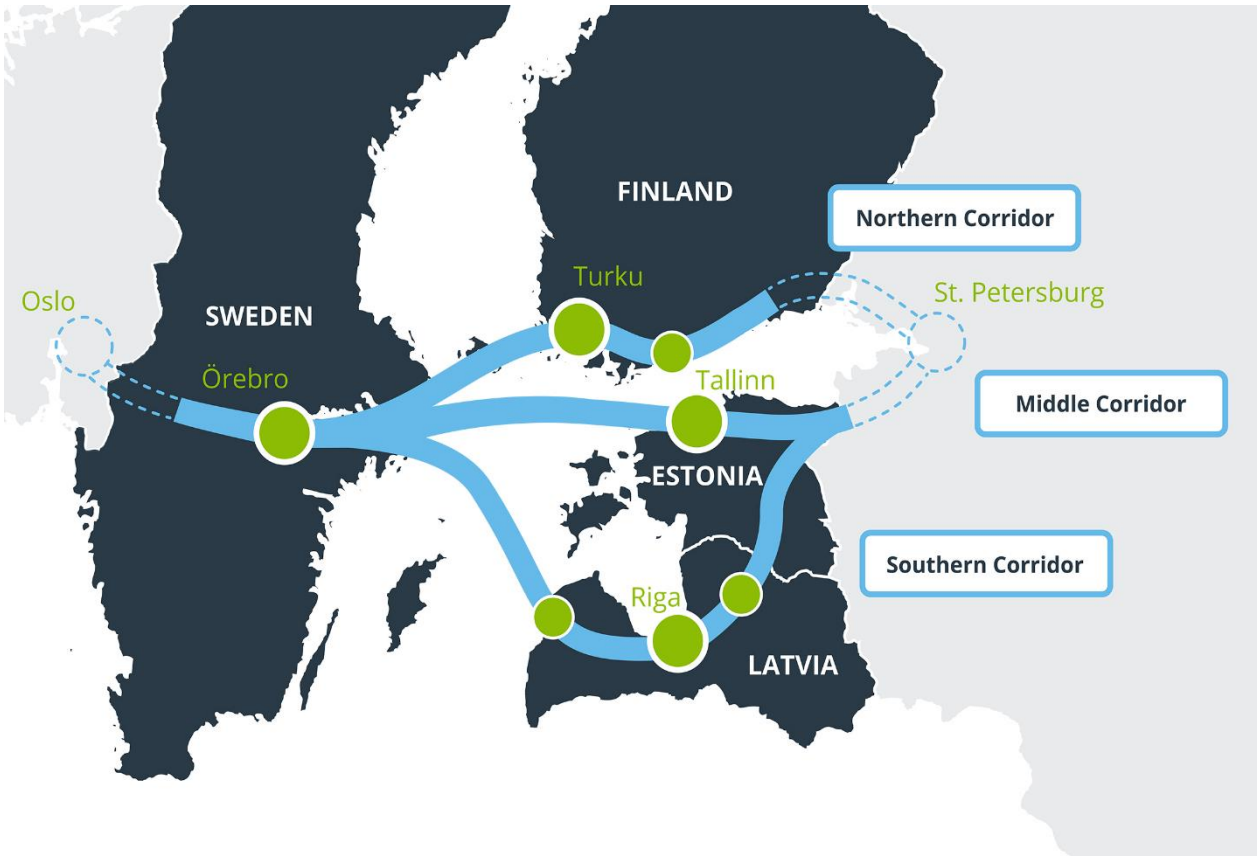
Project “Baltic Loop”

Dialogues Between Different Transportation Actors

Deliverable: 5.4.1. Final report - Collected operators’ opinions along corridors

Deliverable: 5.8.1. Practical solutions – Tools for better delivery and passenger transport.



Authors:

Region Örebro County

Turku University of Applied Sciences (TUAS)

Åbo Academy University (AAU)

Riga Planning Region

Vidzeme Planning Region

Ventspils High Technology Park

Union of Harju County Municipalities

SIA Ardenis

April 2021

Table of Contents

Table of Figures

Terms and abbreviations

Term	Explanation
ÅAU	Åbo Akademi University
Baltic Loop	The Interreg Central Baltic Project which is focused on developing solutions to overcome transportation bottlenecks along the East-West corridors
CO_2	Carbon dioxide
COVID-19	A disease caused by a new strain of coronavirus (pandemic)
E18	Avanti Turku Ringway E18
ELY	Centre for Economic Development, Transport and the Environment (Finland)
EU	European Union
LPI	Logistics Performance Indicators
LTIC	Latvian Trade and Industry Chamber
MAAS	Mobility as a service
NGO	Non-governmental organization
Rail Baltica	A greenfield rail transport infrastructure project with a goal to integrate the Baltic States in the European rail network
RÖC	Region Örebro County
RPR	Riga Planning Region
SUMP	The Sustainable Urban Mobility Plan
SWOT	Strengths, weaknesses, opportunities and threats
TUAS	Turku University of Applied Sciences
VHTP	Ventspils High Technology Park

INTRODUCTION

Introduction

The Baltic Loop seeks to minimize the impact and/or number of different traffic hindrances or bottlenecks on the three selected transport corridors in the East-West direction (Northern, Middle and Southern) within the Central Baltic Region, namely,

Örebro – Turku/Tallinn/Riga – St. Petersburg. The overall aim is to minimize travelling and cargo time in the corridors and reduce CO_2 emissions.

This report compiles information about activities and deliverables of the Project, Work Package 4: Dialogue between different transportation actors.

This work package within the Baltic Loop has been dedicated towards bringing together stakeholders, understanding the barriers and bottlenecks for cooperation among them and, by running stakeholder dialogues, engaging and collecting opinions in this regard.

OVERVIEW OF ACTIVITIES

Overview of Activities

Activities and deliverables in this work package have been:

1. **Methodology development for deliverables**

Elaborated and accepted by the Riga Planning Region in summer 2020. Presented to the stakeholders at the Zoom meeting on June 10, 2020.

2. Opinion gathering

Several meetings, discussions and interviews were held by each partner for opinion gathering.

Opinions were collected on the communication and cooperation issues for different transportation actors (stakeholders) in different ways and formats. The methodology given to partners to follow was to conduct a SWOT analysis, and generate and develop recommendations to identified problems and issues.

Each country had its own focus of the discussions, as it was agreed that the discussion should be geared towards the objectives, context and issues of each partner working in the Project.

In Latvia, the objective and context were general cooperation issues among different stakeholders relevant to the Southern corridor as well as the whole country;

In Sweden, the objective and context were shipping/maritime issues and East-West transportation flows;

In Finland, the discussion focused on the current situation of traffic and transportation in the E18 and the Northern corridor, future developments and cooperation between stakeholders;

In Estonia, the discussion focused on Tallinn "ring-railway", its risks and opportunities, and transport potential of the Northern transport/railway corridor;

3. Stakeholder workshops

To get the opinions and engage into stakeholder dialogues, partners organized series of meetings, discussions and interviews. Overview of activities is presented in Table 1 below.

Table 1. Overview of stakeholder events

Location	Time	Meeting type	Number of participants
Latvia			
Riga	September 22, 2020	Stakeholder meeting	22
Riga	October 20, 2020	Stakeholder meeting	21
Online meeting	December 9, 2020	Stakeholder meeting	19
Sweden			
Meeting (twice) with Region Örebro County, Sweden	December 7, 2020	Stakeholder online discussion	2x2
Meeting (twice) with Port of Stockholm and Mälarhamnar	December 9, 2020	Stakeholder online discussion	2x4
Meeting (twice) with Business Region Örebro	December 14, 2020	Stakeholder online discussion	2x2
Meeting (twice) with Oslo-Stockholm 2.55	December 16, 2020	Stakeholder online discussion	2x2
Meeting (twice) with Chamber of Commerce Mälardalen	December 17, 2020	Stakeholder online discussion	2x2
Finland			
Turku	September 29, 2020	Stakeholder meeting	23
Meetings with various stakeholders at various locations	October 2019 to May 2020	Face-to-face and online interviews	16
Discussions and presentations	National Kick-off meeting in Turku on 3.12.2019, cooperation issues discussed, 22 participants. ÅAU and RÖC gave a joint presentation on BL at the "Cross-border Infrastructure in the Nordic Region Seminar (IBCROSS)" held 8.11.2019 in Örebro, 19 participants.		
Estonia			
Tallinn	September 24, 2020	Stakeholder meeting	28

Figure 1 Stakeholder meeting in Riga on September 22, 2020

The results of the meetings have been summarized in a separate report: "Dialogues Between Different Transportation Actors".

4. Cooperation platform

An online based information platform has been developed to create easier communication with local and international stakeholders. The goal of the platform is to ease communication and improve documentation availability for transport industry stakeholders.

As project partners represent four countries – Sweden, Estonia, Finland and Latvia - the cooperation platform was developed so that all local stakeholders have easy access to documents in their local language.

The platform is divided in four language sections. The fifth section is in English and is intended for international cooperation. Each of five sections is divided into four subsections:

- Home – posted short description about the Baltic Loop and its goals;

- News – created algorithm that republish instant news from main traffic stakeholder webpages. Each of webpage is selected manually and can be supplemented;
- Documentation – in each of four local language-based sections there are selected and published documents in three levels:
  - National level;
  - Regional Level;
  - Municipality level.

Under the fifth international section documents are published under the name of each country.

Forum – a special forum was created. All stakeholders can create a discussion on topics of interest to them. No registration is necessary.

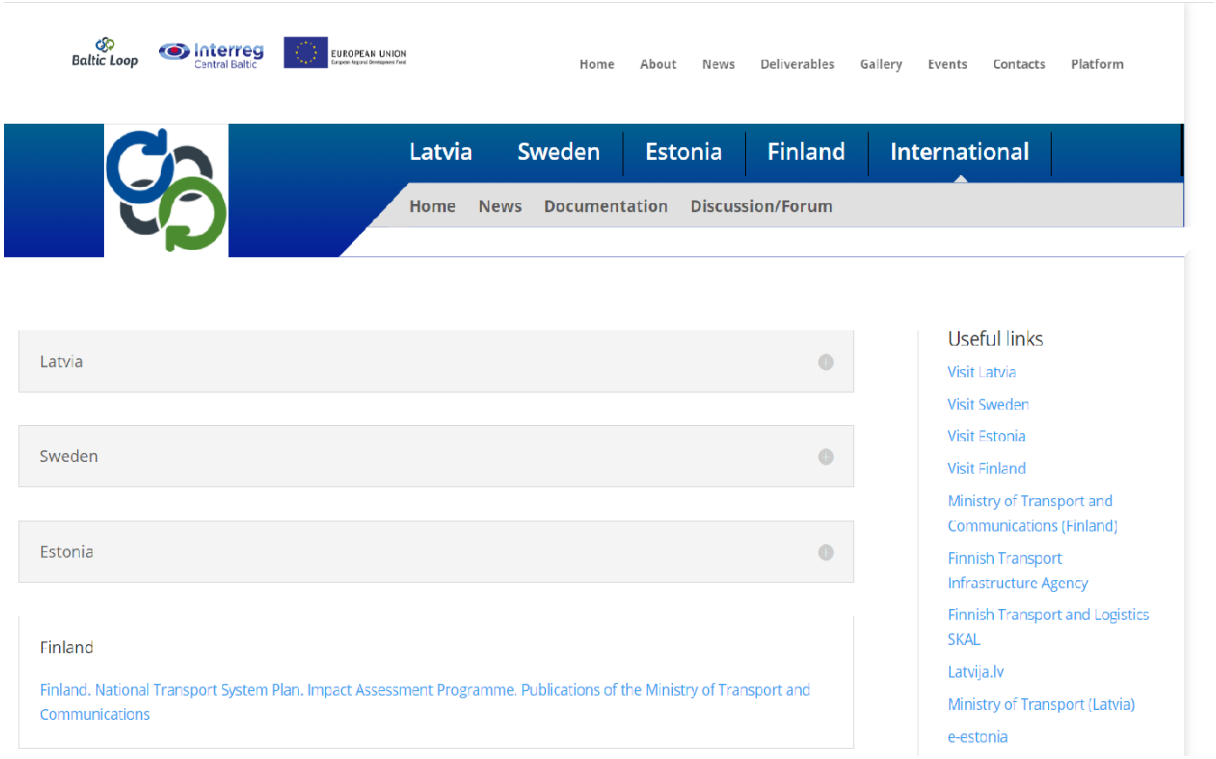


Figure 2. Example of the international section of the cooperation platform

5. Guidelines for future cooperation

The Guidelines are integral part of this report.

BALTIC LOOP STAKEHOLDERS

Baltic Loop stakeholders

The stakeholder dialogues encompassed wide range of stakeholders who were identified during the Baltic Loop activities. A stakeholder portfolio was created which served as information to be shown on the cooperation platform. In total 189

stakeholders were identified and invited to the stakeholder dialogues where majority or 124 stakeholders represented public sector, 46 private and 19 non-governmental institutions (NGOs), see Figure 3.

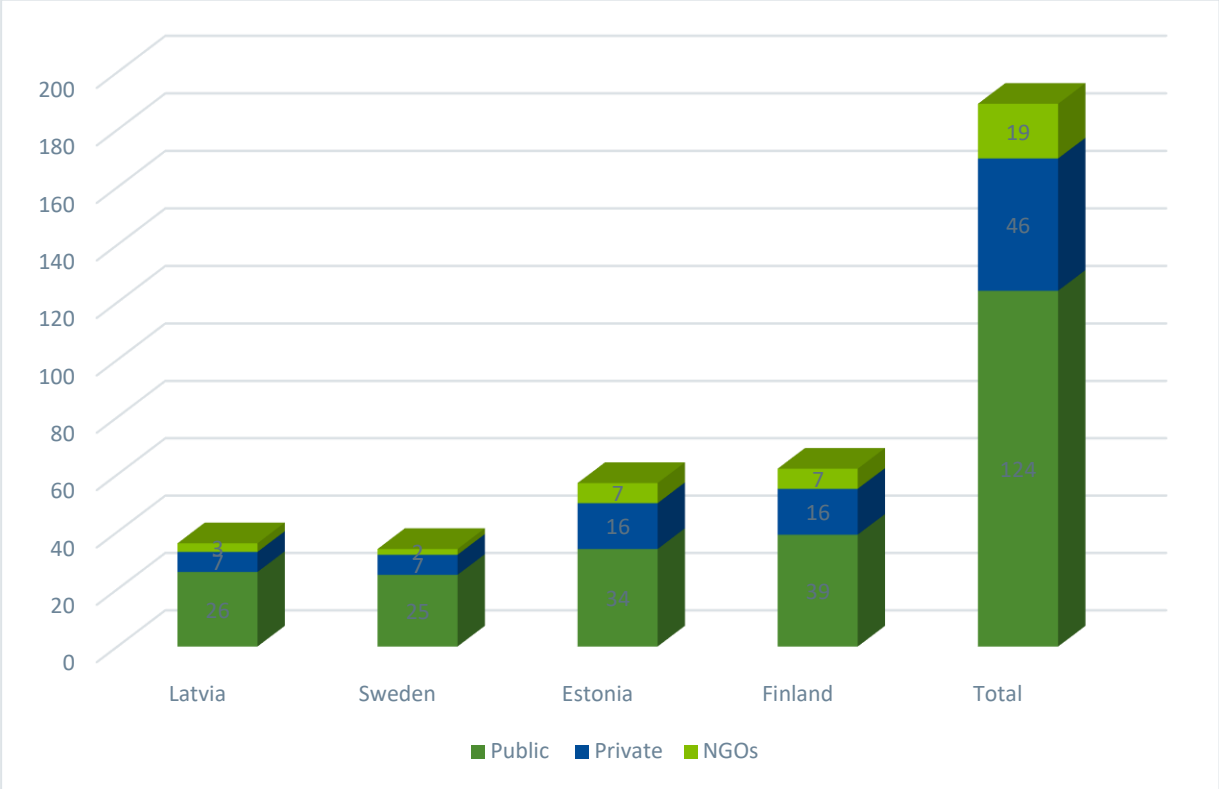


Figure 3. Stakeholder representation by legal form and country

Source: Project Stakeholder portfolio compiled by the Baltic Loop consortium

Most of the stakeholders operate in the Middle corridor, see Figure 4.

Figure 4. Stakeholders by the corridor of operations

Source: Project Stakeholder portfolio compiled by the Baltic Loop consortium

Most of the stakeholders in all partner countries are related to passenger transport, see Figure 5.

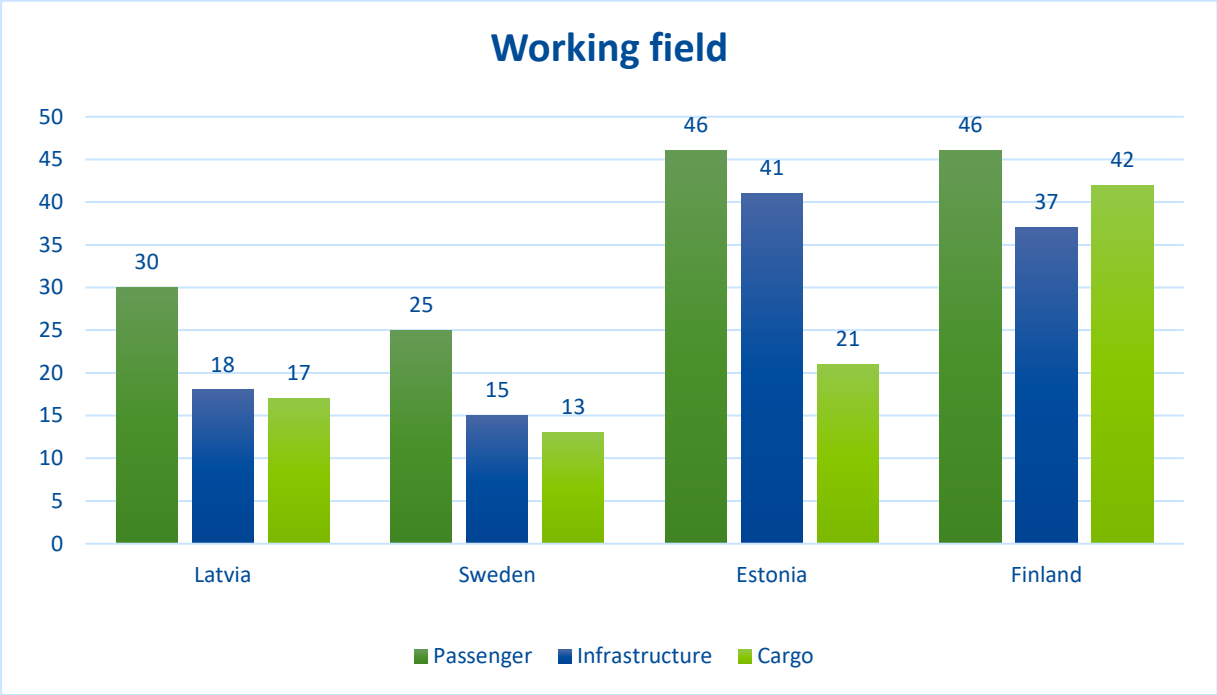


Figure 5. Stakeholders' work area by country

Source: Project Stakeholder portfolio compiled by the Baltic Loop consortium

THE CONTEXT FOR THE BALTIC LOOP PARTNER COUNTRIES

The context for the Baltic Loop partner countries

There are four countries participating in the Baltic Loop for removing bottlenecks and have more efficient and sustainable transportation flows in the Baltic Loop corridors.

All countries have their own development of the systems, transportation infrastructure, technology, management and cooperation culture and the levels of economic development.

In transportation sector, it is good to look at some comparative situations to give context to the identified problems and understand which areas in which countries would need to be developed better and which are already well functioning.

Here, we will use the internationally used index - logistics performance index (LPI) developed by the World Bank to illustrate the context for the Baltic Loop partners.

The LPI is the World Bank indicator dataset. LPI (2018) ranks countries on six dimensions of trade -- including customs performance, infrastructure quality, and timeliness of shipments. The data used in the ranking comes from a survey of logistics professionals who are asked questions about the foreign countries in which they operate.

The components analyzed in the LPI are chosen based on theoretical and empirical research and on the practical experience of logistics professionals involved in international freight forwarding.[1] They are:

1. The efficiency of customs and border management clearance ("Customs");
2. The quality of trade and transport infrastructure ("Infrastructure");
3. The ease of arranging competitively priced shipments ("Ease of arranging shipments");
4. The competence and quality of logistics services—trucking, forwarding, and customs brokerage ("Quality of logistics services");
5. The ability to track and trace consignments ("Tracking and tracing");
6. The frequency with which shipments reach consignees within scheduled or expected delivery times ("Timeliness").

[1] The World Bank. https://databank.worldbank.org/databases/page/1/orderby/popularity/direction/desc?qterm=LPI

The LPI uses standard statistical techniques to aggregate the data into a single indicator that can be used for cross-country comparisons.

In Europe and in the world, the top three performers are Germany (1st place), the Netherlands (2nd place) and Sweden (3rd place). Finland takes 12th place, while Estonia is 36th and Latvia 55th.

Figure 5 shows the LPI for the Baltic Loop countries. One can see that the lowest LPI is for Latvia, and the highest for Sweden.

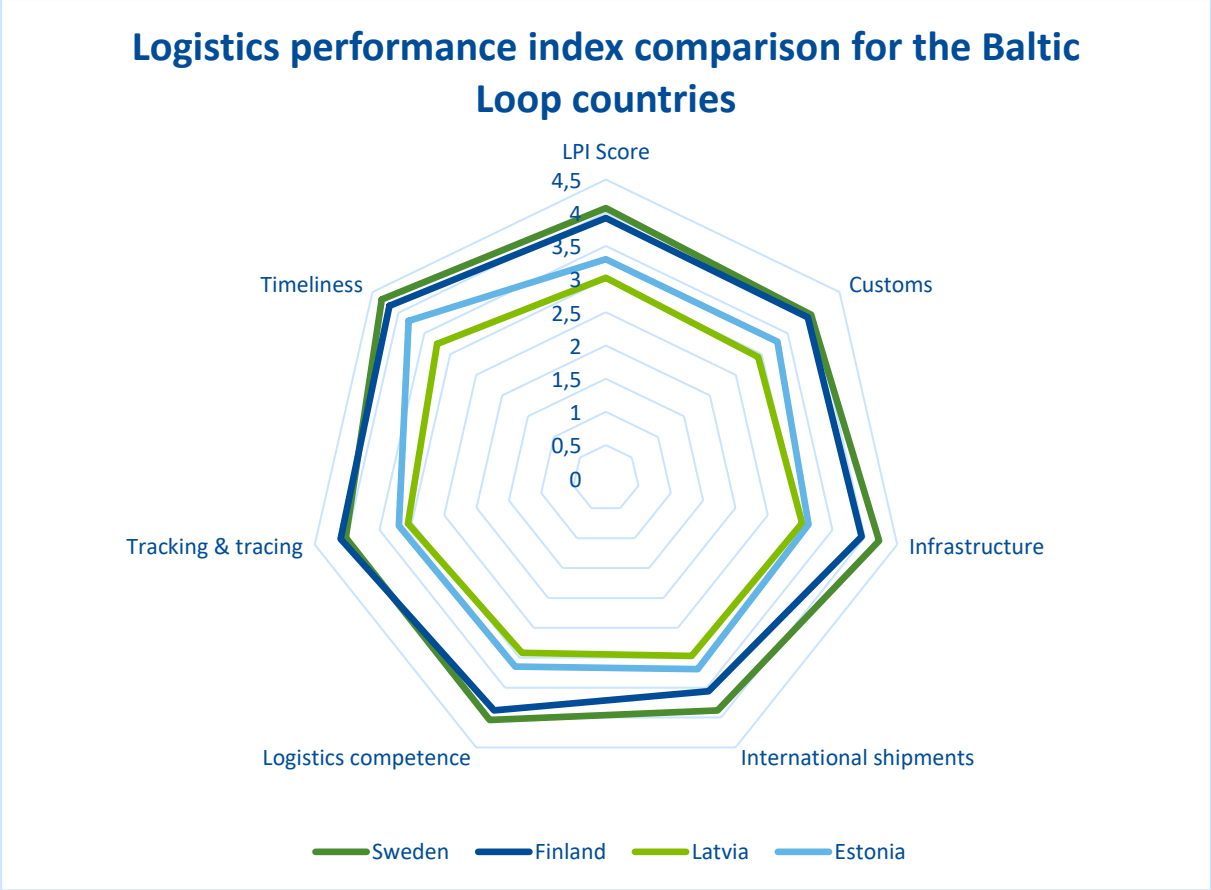


Figure 6. Logistics performance index in the Baltic Loop partner countries (2018)

Source: World Bank. LPI. https://lpi.worldbank.org/international/aggregated-ranking?sort=asc&order=Customs#datatable

MAIN FINDINGS: COOPERATION ISSUES

Main findings: Cooperation issues

The wide range of the focus of the stakeholder discussions, different priorities and situations show a picture of variety amongst participant countries and the stakeholder views.

The common format was to make a SWOT analysis by country. The summary results are presented below.

Latvia

Main findings were gathered in one workshop, doing SWOT analysis and by conducting five qualitative interviews. They focused on general situation in Latvia for cooperation and communication issues in the country.

Here are summary of the main strengths, weaknesses, opportunities, and threats.

Strengths:

- Good cooperation between Riga City Council and Riga Planning Region.
- Joint synergies in participating in different EU projects, workshops, events.
- There is a cooperation and understanding at the specialist level.
- The policy planning system in Latvia is well organized and understandable.
- Good specialists, especially in ICT industry, ensuring fast adaptation to the e-working mode due to the pandemic.

Weaknesses:

- Weak cooperation amongst the municipalities of the Pieriga region and other actors.
- Weak cooperation with the academic institutions.
- The political process of new governments makes a situation where every new government comes up with new priorities, ignoring or not fully recognizing the development planning elaborated in the policy planning documents.
- Transport sector is not seen as one common dimension, but separate subsectors; a uniform development strategy is missing.
- A long-term vision is required.

Opportunities:

- Increased use of R&D, new smart and environmentally friendly technologies.

- Use of good practices from other EU projects.
- Use the potential benefits of Rail Baltica project and convey those to the society (residents).

Full list of issues is presented in the table below.

Table 2 Strengths, Weaknesses, Opportunities and Threats (SWOT) matrix

Strengths	Weaknesses
Seminars with participation from different sectors give positive impact to the joint cooperation	Lack of communication between parties involved in the transport sector
Clear policy planning system in Latvia	Congestion (overload) with policy planning documents, frequent legislative amendments
Inter-institutional working groups to address specific issues in the transport sector	Lack of a long-term vision/strategy for the overall development of transport – i.e. the strategy should be able to look at the roads and the railways, ports and other traffic dimensions in a uniform way
Cooperation between the Riga Planning Region Administration and the Riga Planning Region (RPR) municipalities in all areas, including synchronisation of the transport infrastructure development strategy between the Riga municipality and the RPR administration and mutual cooperation, including the transport sector matters	Insufficient coordination of government action plans (declarations) with national medium-term and long-term policy planning documents, or in other words, government declarations are based on the principle of "new government, new priorities".

Public discussions on transport policy planning documents during the policy development phase	Rapid turnover of personnel at decision-makers' level is making communication difficult
Citizens' activity in informing public transport service planners about the necessary improvements	The cooperation between the public administration and the academic environment is not systematic (weak use of research results)
A common vision for integration into the Single European Transport Area	Lack of cooperation between the municipalities of Pieriga, and the other institutions involved. For example, there is no matched timetable for the company "Pasažieru vilciens" (*Passenger train*) with the municipal bus traffic timetable. In Riga City Council, the City Development Department has cooperation problems with the Transport Department, which can be described by saying "the right hand does not know what the left is doing".
Increasing public awareness of the need for joint cooperation	Ministry should be more active in research and innovation
High-skilled ICT professionals and a flexible approach to the development of communication tools in rapidly changing external environments	It is difficult to find a shared relationship between the public and private sectors: different challenges and targets in the public and private sectors (e.g. ensuring public transport services and for private sector, it is about profit)

Availability of the EU-funded projects for cooperation between different stakeholders and regions	Insufficient motivation to engage in the use and maintenance of the information platform
Capacity to organise international events at professional level	One private sector company cannot provide all the logistics that is necessary to provide full set of service (for example, there is no good connection with public transport from the Riga passenger port. This requires cooperation between different organisations).
Qualitative transport infrastructure and its development: as an example – Ventspils with port infrastructure development	Communication challenges to ensure transport connectivity (see above example, a similar example is the deployment of consistent, understandable road traffic signs)
A tendency of improving cooperation between transport sector and the academic environment	Riga City does not have an authorization to develop a public transport planning document (Riga City Administration does not have the responsibility for public transport, it is responsibility of the company Rīgas Satiksme.
Private sector involvement in the provision of micro-mobility services	It is difficult to find a common denominator: there is no integrated view of the sub-sectors of transport, for example, passenger services, including no integrated view at both national and municipal level (Riga) level.
The volume of road freight traffic remained unchanged with the COVID-19 pandemic	Interaction between institutions is weak (for example, Rīgas Satiksme, Latvian Railways, each is by itself).

Personnel of the Ministry of Transport are always able and interested in helping, cooperating and answering the questions raised, despite rotation or personnel variability.	No single planning document for public transport has been developed in the municipality of Riga.
Good cooperation at the specialist level	Insufficient capacity in urban mobility planning (Riga City)
The ability to integrate internal projects between different organisations, within one theme – for example, Latvian partners participate in the EU projects and join forces to build joint actions; for example, the Mad city event was organised together by Baltic Loop and SUMBA project.	Electronic communication makes it more difficult to coordinate planning documents (example: development of Transport Development Guidelines – the process is to send out to stakeholders, obtain comments, respond to comments, harmonise, resulting in a very long-term process).
Each institution is strong on its own.	Lack of leadership. The discussion of planning documents allows everyone to speak, but no one confirms the final version. There must be a leader capable of making a decision. There is a lack of taking that responsibility (an example from the preparation of the guidelines for the development of transport).
	Rotating employees into public administration does not save institutional memory and succession. There are situations where the new employee can only

	represent his or her own subjective opinion, not the organisation's (position) opinion.
	Lack of lobbying and weak defence of national interests at EU level
	Lack of planning for freight logistics in Riga. There are no restrictions on logistics intended to reduce nuisance to residents (driving in, loading at certain times, etc.), there is no offer for logistics to be easily implemented. No one is responsible for freight logistics in the city of Riga. Logistics planning needs to be changed.
	Changes to the local municipal regulations on transport planning: local governments need local regulations for traffic inside cities (see example above).
Opportunities	**Threats**
Exploiting R & D potential in transport planning.	Negative attitudes of society towards public administration.
Identification and use of good practices in Europe and other countries in the Latvian transport sector and use the synergy effect of EU cross-border projects, etc. in the development of the Latvian transport system.	Deteriorating international political situation in the region.
Improving the international political situation in the region would provide better opportunities for the development of the transport sector.	Lack of common policy and measures at the EU Member States level, including for tackling the consequences of COVID-19.

Experience of dealing with emergency situation (Covid-19) has lead to increased speed of decision making.	Development of unforeseen political events in the Eastern neighbour countries and impact on trans-national transport flows.
The development of smart and environmentally friendly technologies and their impact on the development of the transport sector.	Unpredictability of Latvian legislative environment (too many changes).
Joint working groups between different departments in the Ministry of Transport.	The occurrence of emergency situations (pandemics, etc.) in the world and in Latvia.
Change of thinking – there is a need to analyse how the service is perceived from the user's side.	There has been a wrong way of communication to the public and as a result, negative public attitudes have emerged. This is an example of Rail Baltica that there has been no communication on all the possible benefits of implementation of Rail Baltica project for the residents.
A common political will – everything can be done quickly, if there is a long-term vision that is systematically being driven. There should be avoidance of the situation of changing vision and objectives, which is why priorities and priority projects, and activities are also changing. There must be clear and uniform policy which shall be desirable to achieve in the long term.	Inconsistency of political settings and decisions.

The state does not have to intervene where markets are well developed: the state should allow the free market to self-regulate, for example in passenger transport, without imposing a monopoly position (for example, State Road Safety Directorate security audits here the competence of civil engineers could be given to the private sector. Functions like this can be sought and given to the public sector. For its part, the state needs to fix those things that allow the free market to work effectively and stimulate development.	It is difficult to follow national planning documents (set targets) where the external donor has other development lines and objectives. The problem is also in the dependency on the EU funding and the rules they dictate.
With the everyday habits of people changing, the approach must be sufficiently flexible in passenger flow planning (a conservative approach dominates in the country at the moment). Vidzeme Planning Region demonstrated a flexible approach, with the success of the pilot project "Transport on Demand"). In the freight transport, the national function is to provide efficient infrastructure, incentive regulation.	Reliance on one source of funding.
Take examples from neighbouring countries and not from the major powers.	Cooperation "mentality" or culture, e.g. sharing driving schemes may not be popular in Latvia.

To find a niche in the port and freight transport sector.	Flexibility of projects and adaptation to changes in the transport sector cannot be applied quickly, large investment projects are difficult to adapt to today's fast changing conditions. Investment decisions have long-term consequences. Large projects are carried out over a number of years and new innovations, approaches, ideas are emerging over the years, which would be good at incorporating into specific projects so that they are as modern as possible and based on the latest findings.
Within Rail Baltica new railway line, take over Northern Dimension freight traffic.	The pandemic limits the activities of individual companies (e.g. the fall of City Bee services in Lithuania, as users are concerned about the sanitary hygiene of the shared vehicle and whether disinfection has been carried out after the previous driver).
Innovative forms of mobility in urban areas.	Overload of the information in the e-environment.
Traditional forms of mobility in small towns and rural areas.	
Potential for growth through the development of the Rail Baltica corridor.	
To talk about the benefits of major projects at the micro-level .	
Different experiences and solutions from different studies can be used as	

examples for development of transport sector matters	
Recommendations for transport sector development to be based on the results of different studies and their findings	
Pandemic gives a new view on how to develop different modes of transport and mobility.	
Projects as an opportunity to try new solutions and test so that huge resources do not have to spent on tests /experiments.	
Role of NGOs.	
Meetings of the Development Council as a good example how to show examples of good practices to political powers.	

Sweden

Region Örebro County has focused on the route Oslo-Örebro-Stockholm or more specifically the Stockholm-Mälardalen region. There were stakeholder discussions with some key organizations that work to improve the transport corridor in an east-west direction within the Stockholm-Mälardalen region. The stakeholders who participated are listed below:

- Region Örebro County is the organization responsible for developing the Örebro region's infrastructure, logistics, public transport and sustainable community planning;
- Business Region Örebro is a collaboration platform for business issues. It is a partnership between 12 municipalities in Örebro County: Askersund, Degerfors, Hallsberg, Hällefors, Karlskoga, Kumla, Laxå, Lekeberg, Lindesberg, Ljusnarsberg, Nora and Örebro;
- The company Oslo-Stockholm 2.55 is a company owned by Karlstad Municipality, Värmland Region, Västmanland Region, Örebro County Region, Västerås City and Örebro Municipality. The company aims to accelerate the expansion of better train traffic between Oslo and Stockholm and on the sections in between;
- Port of Stockholm (Stockholms Hamn AB) is a wholly owned subsidiary of Stockholms Stadshus AB. Port of Stockholm is the Baltic Sea's leading port and connects Sweden with the Baltic Sea and the rest of the world. Stockholms Hamnar offers berths and facilities for mainly ferry, cruise and container traffic;
- Mälarhamnar is a company with quays in Västerås and Köping, Mälarhamnarna. The goods that are handled are liquid and solid bulk, containers and general cargo, including goods that require special transport due to size and weight. Mälarhamnarna is Central Sweden's freight hub and is part of a transport network where sea and land transport work together to reduce the freight transport load on the land infrastructure;

- The Chamber of Commerce Mälardalen is a regional and independent business organization that works to make Västmanland County, Örebro County and Eskilstuna and Strängnäs municipalities an even better place for companies. They represent 800 companies with 50,000 employees in the region. One of their focus areas is infrastructure.

Each stakeholder is represented here with their unique view.

Chamber of Commerce Mälardalen

Main findings

- There is a good cooperation with actors such as:
  - Oslo-Stockholm 2.55;
  - The Council for the Stockholm Mälar Region, and the other Chambers of Commerce Stockholm and Värmland;
  - "We speak with a "strong voice''.
- However, the cooperation is much based on personal contacts, which is always a risk;
- Sweden and European transport policy have, since the inception of the EU, focused on connecting Sweden with Central Europe. However, the interest in connecting the large population center in an East-West direction has not been prioritized;
- The obstacles that exist with cross-border infrastructure investments and cooperation are that the countries have different priorities and no common picture of infrastructure investments in the Baltic Sea:
  - Different stages in economic development;
  - Different political choices at different times;
  - Different governments have different priorities at different times.

- Transnationally, there exists border issues, where transport to and from Norway and Russia involves some administration, where occasionally it is reported that the carriers have had to pay extra fees at the Russian border.

Region Örebro County

- Good cooperation with Mälardalsrådet[2], Oslo-Stockholm 2.55, and Bothnia Corridor;
- Ongoing dialogue and often participate actively in meetings and in working groups;
- Many players who to some extent, are pulling in different directions;
- Digital meetings as an opportunity to increase the efficiency of the collaborations (due to reduced need for travel = earn travel time) but also increase the opportunity for more people to participate;
- Global pandemic can create budget deficits;
- Risk that budget deficits etc. affect the opportunity to develop, for example, public transport but also investments in new projects. This can lead to prioritizing collaboration and turning more inwards;
- The process for infrastructure planning is also an obstacle as it takes a long time to get measures prioritized;
- Low staff turnover enables good collaboration between stakeholders;
- We do not succeed in changing transport behaviors, both for person and goods;
- No funding for necessary investment in infrastructure for implementation of new technology;

[2] The Council for the Stockholm Mälar Region is a members' organization for Country councils and municipalities in the Stockholm Metropolitan Area

- Cooperation can reduce those risks by agreeing on the most urgent needs and priorities.

Business Region Örebro (BRO)

- The feedback BRO has received is that the Business Region Örebro's work is visually strong and interesting and attract attention by being very professional;
- BRO' s cooperation with the airport has improved;
- BRO has a good collaboration with the university and municipalities in the county;
- There is Forum for logistics - Sweden's largest logistics network, where BRO is not much involved in the network;
- Environment and sustainability are synonymous with efficiency in the logistics world. These are trends that BRO is trying to take advantage of;
- The problem with communication is communication. To create a behavior change, you need to feed the substance all the time;
- Time is the biggest weakness for the development of collaborations;
- In the public sector, there are a lot of cooperation agreements, but there is "speed in" the cooperation;
- The collaboration can be made more efficient by focusing on a number of collaborations;
- The region of Jönköping and Stockholm are a threat. Not as a competitor, but more that it has the opportunity to switch the flows, from East to West, to Stockholm - Jönköping - Malmö. If Jönköping grows even more, Stockholm will send its flows diagonally down instead of an East-West direction;
- When working to promote investment, there is always a risk that politics will get involved;

- In Sweden, we are not really used to engaging the business community at an early stage of infrastructure projects;
- For cross-border projects, coordination between countries is always a major challenge that needs to be improved in many ways. Joint planning, common goals, common processes and the view of financing are some examples.

Port of Stockholm and Mälarhamnar

- Active involvement and reach-out to civil servants, politicians, business on municipal and regional levels;
- Initiated co-operation between Mälarhamnar, Ports of Stockholm and a company Wallenius Marine is unique. As a consortium the three have easier to get their voice heard in communication;
- All three, including Wallenius Marine, work very well together as a consortium which enhances the chance to get their voice heard, example in communication with authorities and other stakeholders;
- Lack of communication and collaboration resulting in communication breaches;
- Lack of political commitment (much promised, but little done);
- Lack of politicians' competence and knowledge in the field of sea transportation;
- Clinging to old habits, patterns and ways of communication and doing;
- The weakness is competition between national ports, poor co-operation and no synergy effects achieved;
- Capitalize on wider engagement and co-operation beyond geographic/regional and national boundaries incl. their ports;
- Consumer behavior particularly of the younger generations as a driving force affecting producers;
- Reuse, recycling and circular economy;

- Need for stronger national involvement and will.

Oslo-Stockholm 2.55 AB

- Oslo-Stockholm 2.55 creates and coordinate different types of actors with an interest in a faster railway connection between Oslo and Stockholm. It is about political representatives, business, academia and organizations. All their work are based on creating alliances and commitment around the project from the outside - something they have succeeded well with within the framework of the company's work;
- Oslo-Stockholm 2.55 has a large network of private stakeholders who work with them as a public actor;
- It is always difficult to weigh the interests of different actors so that there is a balanced outcome of collaboration and efforts. A shortage is also resources. Oslo-Stockholm 2.55 are a very small company with only two employees - that means they cannot do as much as they might want to do in the end. This in turn can make it difficult to create and maintain networks in a fully satisfactory way;
- There are opportunities to improve planning of infrastructure development, location investigations, financial assessments and written agreements between states and/or authorities in different nations;
- Trends that the stakeholder can take advantage of are trends such as climate and environment, increased travel by rail and the broad consensus on green projects;
- The risk is that the project is set aside due to political disagreement, funding, lack of joint planning and cross-border cooperation;
- Lack of joint planning, lack of consensus on what goals the transport corridor should achieve;
- The risk is that other projects are prioritized before ours;

- The risk can also be in the instability in political constellations.

Finland

Turku University of Applied Sciences (TUAS) organized breakfast meeting with stakeholders, about bottlenecks and cooperation issues in the Northern Corridor. Main participants were:

- Centre for Economic Development, Transport and the Environment (ELY);
- Regional Council of South-West Finland;
- City of Salo;
- Finnish Transport and Logistics transport and logistics lobbying and business organization SKAL;
- DB Schenker (global logistics service provider).

The current state of cooperation: Strengths, innovations, achievements:

- ”Centre for Economic Development, Transport and the Environment and Regional Council of South-West Finland already have extensive and well-operating network – good acquirements to cooperate with municipalities”;
- ”SKAL has active cooperation with authorities and transportation companies, excellent promotion and reporting. However, it is difficult to keep intensive and all-time going relationships with private transport companies that are numerous at E-18 and its surroundings’;
- ”At the region, there is mainly good harmony to prioritize the most important investments to traffic infrastructure. On the other hand: with lower level road infrastructure the needs and hopes may not reach the decision makers well.”.

The current state of cooperation: Lack of communication and cooperation, complicated bureaucracy?

- ”Insufficient knowledge of cooperation forums, especially from private sectors` point of view”;

- ”Bureaucracy with investments and public decision-making is rigid. The government and ministry based budget financing of infrastructure projects is slow and uncertain as associated with political circumstances. New finance models have been developed.”;
- ”Ownership of potential land areas to logistics zones. Landowners (private or public ones) would like to have higher land value and logistic area is not prioritized”;
- ”Roles and responses of different stakeholders are commonly unknown”;
- ”Transportation sector is scattered with multiple confrontative attitudes. The needs for small locally operating transport company may differ compared to those ones operation internationally.”.

The target mode of cooperation: Is there any new forms of cooperation by renewed organizational structures and networks? Social media, digitalization?

- ”New funding programs and sources for transportation infrastructure finance like CEF-T and other EU based ones”;
- ”Professional groups and forums in social media”;
- ”Reorganizing traffic planning and zoning authorities is under construction, expected to improve visibility and cooperation”;
- ”Development of Logistics Zones enables synergy benefits (e.g. Avanti Turku Ringway E18)”.

Are there any concrete threats within renewed roles and responses of traffic planning, zoning and land use? Missing common language between stakeholders?

- ”Funding and investments between different transportation modes is unequal”;
- ”Long recession due to COVID-19”;
- ”Disagreement about development investment priorities”;
- “Taxation in energy usage (diesel, gas, electricity, hydrogen): between stakeholders (e.g civil servants, politicians, trusts) there are a lot of conflicting

arguments with respect of future paths associated with energy taxation treatment. That will affect for the development of infrastructure".

Estonia

Estonia organized a meeting to discuss SWOT for Estonian Northern railway potential and preparation of Tallinn ring railway planning and relevant cooperation issues.

Main area of cooperation that is vital for all stakeholders is long-term infrastructure planning. For a stakeholder it can be difficult to make an impact with ground-up approach. The example of port city Paldiski is showing that recognized structural improvements and bottlenecks that hamper further development of the region may not be recognized on national level. Improvements and investments into removing bottlenecks should be of national interest as an opportunity for long-term economic growth. In some cases it seems that current financial restrains are dictating longer development aims.

From the experience of Tallinn ring-railway project we can say that well defined collaboration of all interested stakeholders and comprehensively defined interests can have an impact to national strategic development goals and investment plans. Long term collaboration, multilevel negotiations and involvement of all stakeholders and involved sectors (transport and logistics operators, infrastructure authorities (ports, railway etc), industry, local municipalities and regional authorities) has been fruitful.

As it is a unique "one-off approach" we feel that there should be better system for collaboration and involvement of interest groups in strategic planning. The strategic projects defined in regional strategies should not be disregarded on national level. The framework for strategic planning on different levels of governance, purposeful involvement of all stakeholders and regional strategic development needs must be coordinated better.

Main conclusions of the potential:

Transport network offers best value, when it is fully connected and has the least number of bottlenecks. Paldiski is one of the main logistic and industrial hubs for Estonia but current railway connection is underdeveloped and limiting the growth potential of both logistics operations and local industry. Tallinn bypass is needed in order to offer better capacity and remove existing bottleneck (current capacity is 2 freight trains in the one-hour slot during night-time through Tallinn residential areas within 24 hours).

Here are some of the main strengths, weaknesses, opportunities and threats for the planned Tallinn ring-railway.

Strengths:

- Northernmost ice-free port in the Baltic Sea;
- Base infrastructure existing port, railway, road and electricity connections;
- Industrial hub with existing strong enterprises;
- Significant area available for developing industry and logistics operations;
- Strong synergy potential between local enterprises;
- Local renewable energy production;
- Direct connection to EU joint market.

Weaknesses:

- Infrastructure fees rather higher than in the region generally;
- Railway bottleneck (low capacity and narrow time slot) makes it impossible to plan swift logistics flows;
- Dangerous goods that Port of Paldiski is handling must be transported through Tallinn city centre and residential areas;
- Local availability of labour is limited and low attractiveness of Paldiski as living environment;

- Current passenger train scheduled fails to meet demand and designed only to suit work-related commute.

Opportunities:

- Added capacity for Paldiski Port and removing bottlenecks for sea to rail logistics;
- Port-railway fees can be lower if the quantities of goods transported is higher
- Added attractiveness for Paldiski industrial park;
- Added safe logistics / Removing transport of dangerous goods (fertilizers, oil products etc.) from Tallinn city center and residential areas;
- Potential for daily work-related commuting in Harju County;
- Labour availability area can grow to Tallinn and neighboring municipalities;
- Lower carbon emission from transport in Harju County (50% of Estonian carbon emissions in Harju roads).

Threats:

- Low demand;
- Too high investment cost;
- The state (authorities + citizens) do not understand that the main beneficiary of the investments to industry is the state;
- Political uncertainties and unwillingness to invest into Paldiski area competitiveness.

STAKEHOLDER DISCUSSION RECOMMENDATIONS

Stakeholder discussion recommendations

Below are the recommendations from stakeholders by country.

Latvia

Cooperation for development of long-term integrated concepts and implementation of sustainable urban mobility planning (SUMP) approach

One of the most frequently expressed views on the bottlenecks in the transport sector is the lack of a long-term (or concept) integrated vision for transport sector. It should be stressed here that it is a long-term vision (at least over 7 years). At the same time, this recommendation does not mean the development of new planning documents, but rather a cooperation for the development of long-term integrated visions for development of ports, roads, public transport, rail, freight, economic development of sub-sectors, and similar insights, which would constitute a complementary dimension within the context of existing planning documents. Such additions could be thematic planning or integrated vision of an area (e.g. the spatial vision of the Riga Metropole mobility). The visions and concepts would be made by involving of research and science institutes, thus not creating new documents but making an environment for building and supplementing integrated transport and mobility visions with the latest scientific and technological findings. It is recommended that all stakeholders be involved in the development of these visions: transport services (freight and passenger), customers, freight and passenger carriers, public sector and academic environments.

The Sustainable Urban Mobility Plan (SUMP) is a mobility approach which focuses on the needs of the mobility users. The Sustainable Urban Mobility Plan should comprehensively cover all options and all modes of transport in the urban agglomerations, including public and individual, passenger and cargo, motorized and non-motorized transport, as well as their movement and parking. Municipalities should not consider this plan as just another document in the city's work. It is important to emphasize that the SUMP is based on existing planning document. The European Commission recommends that Member States promote the use of SUMP and help local authorities in its implementation. SUMP is a strategic plan based on existing programming experience and includes the principles of integration, participation and

evaluation to meet the mobility needs of citizens at present and in the future, achieving a better quality of life in and around cities.

Development of cooperation with science, research and education

This is also one of the weaknesses where it is necessary to involve more researchers and scientists in conducting applied research in the transport sector, assisting to decision-making. A variety of solutions can be employed here, from cooperation agreements with specific universities to the development of common innovation and research platforms.

It is necessary to familiarize themselves with the projects carried out in higher education, the educational, research and laboratory opportunities offered, and the current challenges of the sector among stakeholders, thereby creating a common platform for cooperation. Such examples of cooperation are common in international practice and good practices can be adopted.

There should also be cooperation in the field of education, as there may be a shortage of specialists in the transport sector in future: for example, there is a problem of an ageing of specialists in the railway sector. There is also a lack of specialists in the passenger transport sector.

Building collaborative platforms

In theory, it is possible to develop various forms of cooperation solutions at different levels, depending on the objective of the cooperation:

- A common platform for addressing issues at the national level with the representation of all stakeholders;
- Institutionalized cooperation platform (public sector);
- Cooperation between different players, a single meeting or several meetings, at regional or local level.

Cooperation and communication solutions will be effective only if there is clarity on the objective of cooperation; therefore, it should be defined first and then the most appropriate form can be chosen.

The most frequently mentioned solutions at the stakeholder meetings are:

- Cooperation platform;
- Renewal of the mobility committee at the Chamber for Commerce and Industry of Latvia;
- Setting up a specialized think tank for an integrated transport solutions;
- Establishment of a competence centre.

In the development of cooperation platforms, the stakeholder working groups defined ideas on the nature of the cooperation platforms:

- The cooperation groups/platforms should represent the users of the transport system and the providers of the transport system. This applies, for example, to both development planning and project management and other types of cooperation;
- Communication platforms are required for the regular, synchronized, structured exchange of information. Platforms need clear thematic division and easy access (for electronic platforms);
- Establishing a collaborative platform. Regular working groups focused on specific objectives, needs of the stakeholders. In order for a platform to be effective, there shall be defined clear tasks and responsibilities, deadlines, and expected results;
- The conditions and forms of cooperation should be defined for the involvement of academia in collaborative platforms and for the formulation of their tasks. Cooperation could take the form of informing researchers on the one hand of the need for applied, project-specific studies, and on the other hand providing advice to transport policy practitioners;

- Establish communication channels where public authorities can inform industry representatives about their topics and the private sector about their issues to the public sector;
- Establishment of a contact point for officials of the national, regional and local governments (planning region) where they can meet and mutually consult with representatives of private sector and academia on the relevant topics and priorities of the sector in the topics of research, innovation and other industry issues.

In fact, the main objective of the cooperation platform would be to exchange information between the various stakeholders, sharing with each other the actual works and action plans, and thus to ensure a level of knowing among the different sectors (stakeholders) and coordination between actions. The renewal of the Mobility committee at the LTIC is one of the opportunities for such a platform: there may be other, equivalent solutions.

Cooperation platforms will be successful if they discuss clear, focused issues, so there may be a need for sectoral division between ports, railways, aviation, public transport, freight transportation and the like.

The risks to the successful functioning of the cooperation platform are:

1) The proportionality of the time spent on the communication compared to the benefits (results) obtained. Time is limited resource for everyone, so its contribution must be justified;
2) It is necessary to identify existing cooperation platforms and think tanks to avoid doubling of effort.

Stakeholder cooperation in the Riga City and metropolitan area

Cooperation between the various stakeholders to implement a better and more efficient transport system in the Riga metropolitan area is vital to address various challenges, such as:

- The introduction of a single ticket;

- Arranging freight transport logistics;
- Establishing a concept of public transport planning;
- The implementation of infrastructure projects;
- The establishment of single transport services chains;
- Development of the SUMP.

There can also be a variety of cooperation solutions, from addressing common specific, topical issues with stakeholders (the Riga City, company Ltd. Rīgas Satiksme (Riga Traffic), Pierīga municipalities) to building or participating in more complex forms (e.g. multi-modal solutions or participation in another platform), including opportunities for collaborative platforms named in the chapter "Building collaborative platforms".

In the Riga City, it is also necessary to organize transport planning in line with the SUMP approach, focusing on the needs of people (users) and ensuring mobility planning in an integrated, sustainable way. In the Riga City, responsibility for mobility planning and implementation of these plans should be established, currently hampered by the organization structure of Riga City Council.

The functional area of the Riga City needs interactive mobility planning, involving citizens, NGOs and other stakeholders. Mobility planning will require the availability of a variety of data, such as planning for synchronized public transport flows in the region. Sub-sector thematic planning for the Riga metropolitan area is required. The mobility of the Riga City functional area should be seen together with the changes in the dwelling structure that have occurred in the last ten years and the availability and future needs of the public transport services should be assessed accordingly.

Improving the quality of communication and cooperation

Improving the quality of communication is clearly necessary in the following directions:

1) To prevent long, uncoordinated and large communication chains by applying efficient, simple and rapid communication instead. For efficient cooperation and communication, it is recommended to introduce a project management approach with clear objectives, results and monitoring. For more flexible and

rapid decision-making, it is recommended that *Steering committees* are set up using a model of good practice from project management field.

2) In communication with the public, there should be more talk about the effects (positive) on micro-scale and promotion of positive (stories of good works and achievements) communication through national media.

3) Communication of the objectives and results of existing planning documents at different levels and ways. Communication on the objectives contained in the planning documents should be made available in an active way to industry associations and other stakeholders, users and the public.

Cooperation to protect their national, regional or local interests

This is also one of the issues of cooperation and communication, where solutions include coordinated cooperation between ministries at national level to protect their interests at the EU level; it is also necessary to consider the allocation of their funding to projects and initiatives that the State or a regional/city municipality wants to realize on its own, regardless of EU funding and its conditions. Strengthening the self-confidence in defending national interests was also one of the lines of action.

Planning and development should be independent of the EU funding. Continuous funding must be provided for projects, infrastructure, and education. It is necessary to define its priorities, which are complemented by the funding of EU funds. A hypothetical example: if priority is given at the EU level for the financing of micro-mobility projects, a lot of prior works and investments have to be done on the ground before it makes sense to finance micro-mobility projects in Latvia.

Issues at national level

There were issues to be addressed at the highest level, where better coordination and perhaps even systemic improvements would be required:

- Fragmentation at the highest level, where transport-related issues fall within the competence of several institutions, but mutual coordination and cooperation are difficult;
- A clear lack of a country's long-term development direction;

- The inconsistency of political decisions when decisions vary depending on the political priorities, without being properly justified;

Understanding of the transport corridor and systematic services provision in the corridor

One of the issues is the understanding and development of the transport corridor, where different types of services can be offered within the corridor, quickly and effectively help addressing needs of the transportation users. For the development of these services, collaborative solutions can be initiated through the cooperation platforms already offered, together with the stakeholders from the science, technology, innovation, and industry. One of the suggestions is to learn and use design thinking, which is available as a method for both product and service development, and where training can be ensured, for example, in cooperation with the State Administration School.

As a part of the project, a survey of the "Via Hanseatica" tourism route, carried out by Vidzeme's planning region for better transport services for tourists, is already underway as a way of thinking how to better provide transport services for tourists in this route.

The acquisition of the "Baltic Loop" corridor capabilities involves developing an in-depth understanding of the corridor in East-West directions and using the North Sea-Baltic Sea corridor, as the North-South direction will be shaped by the Rail Baltica railway line.

The realization of the Rail Baltica project will also introduce new opportunities (regional stations such as Bauska will allow to travel quickly to the Riga City and thus ensure easy access to the jobs in the Riga agglomeration) and this will change the traffic structure by creating a parallel "backbone" for the existing Latvian railway network.

Cooperation in individual major projects or initiatives at national level

Stakeholder cooperation will be needed in the execution of various major projects, the already mentioned Rail Baltica project, as well as the introduction of the single ticket at national level.

Use of strengths

The SWOT analysis mentions good cooperation at specialist level, involvement in various projects, cooperation between municipalities of Pieriga, Riga City Council and Riga Planning Region and co-ordination of projects. These strengths must certainly be used for further work. The main recommendation in the field of projects here would be to develop a coherent portfolio of projects to realize the objectives and targets set by the national and local authorities.

Sweden

Mälardalen Chamber of Commerce

"There may be reason to investigate the possibility that countries with stronger economies, such as Sweden, account for a larger share of the bill for cross-border infrastructure investments to gain momentum in the Baltic Sea. There is a limited budget for infrastructure investments, which means that cross-border investments are not prioritized."

Talks with the countries' top political leaderships and declaration of intent can be a first step towards approaching a common picture and policy on what infrastructure investments need to be made in the Baltic Sea. A collaboration where the common benefits need to be highlighted:

- Train for 3 hours between Oslo-Stockholm;
- The bottleneck Köping-Västjädra on E18 must be removed through introduction of double lines;
- The Eskilstuna-Västerås labor market can be strengthened through a meeting-free road and increased train traffic;
- Smoother public transport to Arlanda is an important piece of the puzzle for international accessibility;
- Rebuild Hjulstabron so that Mälarsjöfarten becomes competitive;
- If the business community is to take the train, the trains need to be faster and more punctual;
- The modality between different modes of transport needs to be more efficient.

Stockholm-Oslo 2.55

Common and stronger forms of collaboration for cross border projects. For example, a stronger Nordic co-operation forum for infrastructure.

Finland

- Form a project consortium of stakeholders and apply for EU development money;
- In social media professional groups and forums contribute to transparent cooperation – these platforms can be used for good cooperation in future;
- Investigate and apply for new sources of funding (COVID-19 remediation funds as other sources);
- Development of logistics areas, synergies, and support functions. However, on the other hand, the need for totally new logistic areas (logistic villages) is not very big;
- The rapid change of cargo transport and ongoing demand for faster delivery sets new kind of challenges and thus new ways and forums are necessary to solve logistic problems;
- To locate future logistic areas needs new research and modelling and usage of more sophisticated tools;
- Reorganization of cooperation groups in working transport systems, with the aim of increasing cooperation and brightening the activities of groups;
- Stronger attention and lobbying for cargo transportation in infrastructure investment projects and financing;
- Logistic hubs development is needed to find synergy between different transport modes. Modal hubs system is poorly developed in Finland.

Estonia

General long-term collaboration issues

Good cooperation on long term planning is essential on reaching sustainable economic growth and attractive living environment. In case of good planning and established dialogue between public authorities local residents and business sector the coexistence of industry and attractive urban space is achievable.

Smart specialists need smart solutions and attractive living environment. Even the most traditional heavy industry and production need top specialists and this is the reason why investments in environment and good connectivity are essential for all parties to attract top talent and keep local citizens.

Good public transport and sustainable and convenient daily commuting serves the whole society. Fast and convenient connections mean larger functional labor market and better talent pool.

Harju County needs to improve public transport network, faster and more convenient connections and single ticket system. One of the most challenging tasks is to improve active mobility (walking, cycling etc) infrastructure and promote healthy commute. There is need to implement smart solutions like on-demand public transport, Mobility as a Service (MAAS) solutions that compliment more traditional public transport. Tallinn-Harju mobility council is working on designing multimodal transport network, developing transport hubs and to working out solutions for better public transport planning and financing. We also need to put in strong effort to promote of public transport.

To reach Estonian and Harju County sustainability goals we need to look for alternatives of fossil fuel. As the energy consumption is predicted to rise in foreseeable future the potential of wind, solar and other renewables in the area must be mapped and taken into use. Large-scale production of renewable energy is a prerequisite for the production and use of hydrogen fuel and sustaining the living standards we have.

Digitalization and other incentives for logistics sector

For the logistics we must continue with development of the "Smart Road" concept in the Northern corridor, promotion of driverless transport solutions in ports and urban traffic, development of other innovative logistics solutions to solve mobility problems and improve visibility.

Special attention must be paid to using digital solutions and promoting the user convenience and the transparency of the service of the Estonian transit corridor.

Digitalization incentives like the Single Window Initiative that aims to promote and encourage the digital shift in transport-related information flow for the benefit of all market participants is taking the logistics sector towards digital transport & logistics solutions, digital supply chains and application of Single Window principles. It offers an opportunity of seamless cross-border freight transit, cost effective solutions, reduction of needless bureaucracy. Big data, industry 4.0, IOT etc can offer huge benefits if developed responsibly.

Estonian Northern railway corridor improvements

Increasing railway capacity in the corridor is essential for both passenger traffic and freight flow. Current bottlenecks mean long delays in freight transport, transit of dangerous goods through dense residential areas in Tallinn, underused potential of Paldiski ports and industrial park. Tallinn ring-railway serves to remove freight transport bottleneck. The same can be said about Ida-Virumaa County in North-East Estonia and other industrial areas in the corridor that benefits from improved accessibility.

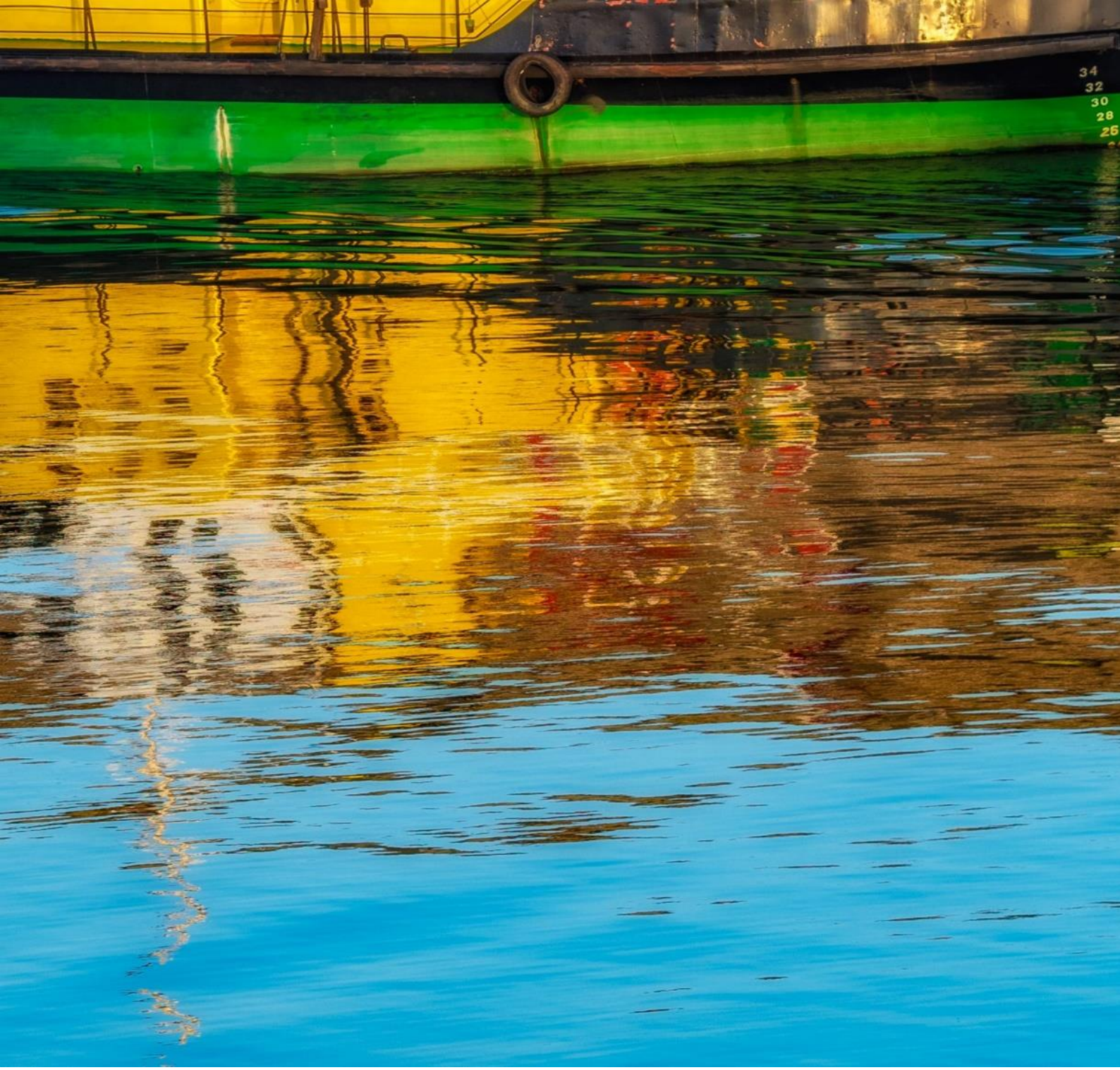
Current railway infrastructure needs updating to offer faster and safer connections for passenger traffic all the way from Narva to Paldiski. Tallinn ring-railway serves to remove freight transport bottleneck. This Tallinn bypass offers passenger train connection between several cities and existing industrial areas in Harju County. The railway serves as "circle route" connecting main railway and highway corridors in Harju County and offers many multimodal hub opportunities. This along with other planned improvements would promote sustainable travel and wider catchment area and further reaching functional labor market.

Freight flow on Estonian east-west railway depend heavily on the situation with Russia. Logistics corridors extending to Far-East could be attractive and achievable if good economic relations are reached. The reasons for not very favourable relations are often political.

Estonian logistics (railway) operators need strong partners who can also influence Russia. The whole Central-Baltic area could form a strategic partnership that own large enough freight flow capacity to negotiate favourable conditions for freight forwarding to and through Russia (China etc). The target is to form a strategic partnership of logistics service providers and industry that owns the freight. This consortium with strong market impact could have favourable position for negotiating better deals and decide how to channel the trade flows. Diplomatic cooperation in the Central-Baltic area could help as well.

Further food for thought

- Better mapping of Harju County's workforce and widening labor catchment area;
- Development of labor rental opportunities;
- Smart solutions in maritime and road transport - piloting;
- Introduction of sustainable/fossil free motor fuels;
- Development of technological pilot projects in focus areas;
- Use of technological solutions in the development of joint activities;
- Innovative pilot projects.



THEORETICAL ASPECTS OF STAKEHOLDER DIALOGUE

Theoretical aspects of stakeholder dialogue

Stakeholder dialogue theory allows us to distinctively understand and use dedicated forms and approaches to get the best out of stakeholder dialogues.

Many cooperation forms exist, as well as many guidelines, methods, and approaches. It is possible to choose simple and complex models, online tools and other practices. Here we present one version of the possible dialogue models.

Stakeholder dialogues in theory is methodology for carrying out consultations and cooperation in complex situations and processes of change, involving different interest groups. Well-structured stakeholder dialogues can create common responsibility and solutions for a positive solution of a problem[3]. Stakeholder dialogues can be carried out for different purposes and with different approaches, which can be one-off or multiple, short-term and long-term.

Two basic forms of the Stakeholder Dialogues can be distinguished (see Figure 7):

- Consultation: Structured integration of different ideas, opinions and interests of the stakeholders;
- Implementation of cooperation (implementation): cooperation between different stakeholders to achieve a common objective (e.g. establishment of a specific programme, initiative, project or partnership).

[3] The reference source for this section: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. Stakeholder Dialogues Manual. http://www.mspguide.org/sites/default/files/resource/giz_stakeholder_dialogues_kuenkel.pdf

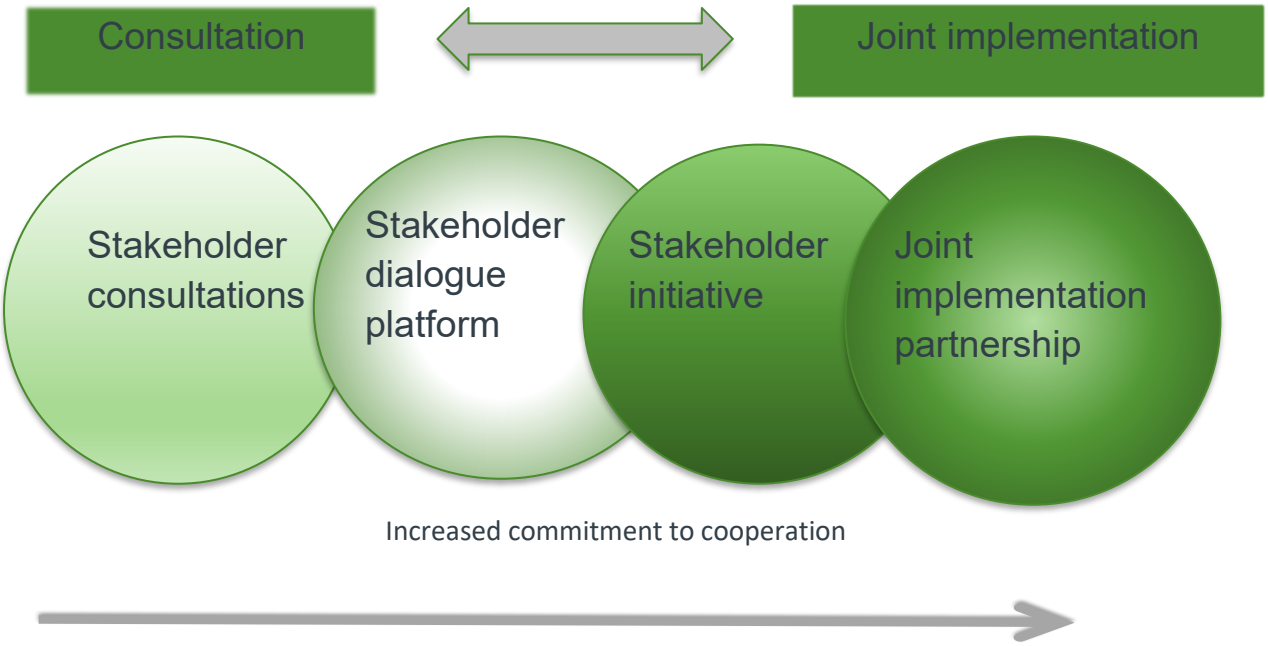


Figure 7. Stakeholder consultation model.

Source: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. Stakeholder Dialogues Manual. http://www.mspguide.org/sites/default/files/resource/giz_stakeholder_dialogues_kuenkel.pdf

There are different forms one can choose from, depending on the aim the stakeholder dialogue wants to achieve. These can be:

- Singular meeting;
- Regular, consecutive series of meetings;
- Institutionalized stakeholder consultations;
- Stakeholder exchange platform;
- Stakeholder initiative;
- Joint stakeholder partnership.

Different forms are shortly summarized in Table 3.

Table 3. Different forms of Stakeholder Dialogues

Form	Feature	Purpose and application
Singular stakeholder consultation	Stakeholder event (from information to authentic consultation	To raise stakeholders' interest in or awareness of a particular issue To get feedback about specific issue
Regular, consecutive stakeholder consultations	Consultive stakeholder events leading to a specific outcome	To let stakeholders participate in a development or decision-making process, or to exchange experience among stakeholders
Institutionalized stakeholder consultation	Government-led stakeholder consultation embedded in the regulation	To regulate input by stakeholders on certain issues of policy or planning as a part of good governance. One of the examples is organization of public hearings required by the law.
Stakeholder exchange platform	Regular coming together of different stakeholders for an exchange of experience	To develop joint recommendations, to use the opportunity to meet different stakeholders, to ensure advocacy for stakeholder interests. Often this means joining into some organization, e.g. sector, business or interest association.
Stakeholder initiative	Cross-sectoral initiative for designing solutions for complex problems, to develop joint policy or standard, or to reach specific performance indicators	To develop and implement new approaches, voluntary standards, new policy, or new joint complex project. Features are: - Joint implementation steering - Joint monitoring and evaluation - Joint management and decision-making - Governance mechanism (Steering committee, council or similar)

Stakeholder implementation platform	Joint management of implementation of complex tasks	To ensure joint management of complex tasks by different stakeholders
Stakeholder partnership	Cross-sector implementation project for reaching certain agreed objectives	To achieve specific project results in a certain timeframe with complementary resources Strategic cooperation alliances with: - Joint implementation planning - Joint implementation of activities - Joint monitoring of results - Joint responsibility for success - Joint decision-making - Management structures in place - Often requires formal contracts In Baltic Loop, the stakeholder partnership examples are Rail Baltica (Rail Baltica Official Website | Rail Baltica) , and the North Sea-Baltic Rail Freight Corridor (North Sea – Baltic Rail Freight Corridor (rfc8.eu)

Source: Synthesis using Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. Stakeholder Dialogues Manual. http://www.mspguide.org/sites/default/files/resource/giz_stakeholder_dialogues_kuenkel.pdf

Success factors for good stakeholder dialogues are:

- Leadership and management support: stakeholder dialogues require to be strongly led, not by one person, but usually by a group of initiators;
- Delivery and outcome orientation: focus on outcomes is a prerequisite for commitment. Tangible results must be achieved: this can range from a basic agreement to meet again, to documented recommendations, and agreed action plans;
- Goal and process clarity: keeping clear, larger goals will help stakeholders to connect and engage. The process shall be clear, so stakeholders know what to expect;

- Inclusiveness of stakeholders and people: dialogues must involve all important stakeholders, otherwise credibility and trust can be at risk;
- Cohesion and good relationship management: making sure that stakeholders feel that they part of the group and something larger and treating each other with mutual respect;
- Knowledge and competence: expertise and information shall be provided to stakeholders so they can see the full picture; in some areas competence and capacity building might be required;
- Reliability: reputation of the initiators, transparency of communication, and the degree of how much recommendations from different stakeholders are taken into account, and degree of stakeholder representation are all important factors here;
- Ownership of results and benefits: people implement what they have helped to create.

GOOD EXAMPLES OF PARTNER COOPERATION IN TRANSPORT SECTOR

Good examples of partner cooperation in transport sector

Latvia

Riga Metropolitan Area Mobility Spatial Vision

Riga Planning Region initiated a wide stakeholder cooperation to develop "Riga Metropolitan Area Mobility Spatial Vision", as the challenges and changes to mobility and transport with infrastructure projects, especially Rail Baltica, demand integrated and up-to-date outlook for mobility and transport planning, involving all stakeholders.

Riga Planning Region developed a vision of the spatial development of international (external) and mutual (internal) accessibility of the Riga metropolitan area[4]. The

[4] Riga Metropolitan Area Mobility Spatial Vision (Rīgas metropoles areāla mobilitātes telpiskā vīzija) http://rpr.gov.lv/wp-content/uploads/2019/06/20190201_Mob_vision_report_Eng.pdf

territory of the Riga metropolitan area corresponds to that defined in the territorial planning documents of Riga Planning Region– Riga metropolis is seen as space of the economic and social movement functionally closely linked to the capital. The Riga Metropolitan area consists of the Riga City, together with the neighboring different-sized cities (Jurmala, Olaine, Jelgava, Baldone, Salaspils, Ogre, Tukums and Sigulda) and Pieriga district municipalities, where everyday commuting of the population is highly expressed. National, regional and local stakeholders, responsible for mobility issues in the metropolitan area, have been involved in the process of developing the Riga metropolitan area mobility spatial vision – the Ministry of Transport, the Directorate of Road Transport, JSC "RB Rail", Ltd. "Eiropas Dzelzceļa līnijas", JSC "Latvijas Valsts ceļi", JSC "Latvijas Dzelzcels", JSC "International Airport "Riga"", JSC "Riga International Bus Terminal", VASAB Secretariat, Ltd. "Rīgas satiksme", RPR administration and RPR municipalities, similar purpose projects (SUMBA, MAMBA) and transport experts, associations and activist groups.

The vision has served as basis for further cooperation to elaborate "Riga Action Plan for the Development of the Riga Metropolitan Area"[5]. The goal of the Action Plan is achieve a coherent development of the Riga metropolitan area and to coordinate the ongoing processes, using an integrated approach and complex solutions to reconcile the interests of the state, the Riga City, municipalities and residents of the Riga metropolitan area.

[5] "Riga Action Plan for the Development of the Riga Metropolitan Area (Rīcības plāns Rīgas metropoles areāla attīstībai) http://rpr.gov.lv/wp-content/uploads/2021/01/Action-Plan-for-the-Development-of-the-RMA_Web-1.pdf

Via Hanseatica tourism and transport corridor development vision 2030

An example of good practice of Vidzeme Planning Region for promoting cooperation between various stakeholders is the development of the Via Hanseatica tourism and transport corridor development vision 2030. The "Vision for the Development of the Tourism and Transport Corridor 2030 Via Hanseatica route" aims to identify the necessary improvements in transport infrastructure, services, and information to ensure a more convenient and efficient flow of passengers (mainly tourists) along the tourist route Via Hanseatica, promoting the development of tourism in the Vidzeme Planning Region. The document analyses both the traffic infrastructure, including the charging infrastructure of vehicles, as well as the assessment of recreational areas and parking areas, including passenger services and information systems that are essential for the development of the corridor.

The study "Vision of Tourism and Transport Corridor Development 2030 on Via Hansetica" was developed in a complex way, analysing not only publicly available data and information, but also interviewing stakeholders in the development of tourism and transport corridor about their daily observations and conclusions. The Vidzeme planning region deliberately chose this approach, giving an important role to the information that can be provided by those who work with the organization of transport or tourism services on specific routes daily. In order to develop the vision, Vidzeme Planning Region organized two online meetings with all involved parties - representatives of the transport, tourism and local governments participated in the meetings.

The first meeting was organized at the end of 2020 to discuss a summary of the current situation and to present their ideas for clarifying and supplementing the goals and actions of the strategy.

At the beginning of 2021, industry representatives were gathered to present their vision for the strategic part of the document. Tourism and transport industry representatives agreed on three strategic development goals for the Via Hanseatica tourism corridor: 1) to improve the speed and efficiency of traffic flow; 2) to develop tourism and mobility information systems; 3) to increase the flow of tourists in the Via Hanseatica tourist corridor. The strategic part of the document formulates the long-term development vision of the Via Hanseatica tourism and transport route for the improvement of passenger flow, strategic goals and development priorities. In addition, directions for action and long-term actions to achieve the strategic goals are outline.

Ventspils High Technology Park cooperation with ports and terminals

Ventspils High Technology Park (VHTP) is one of the project partners from Latvia with a focus on port and terminal operation, as well as international and regional cooperation between different cargo transhipment providers within Project's Work packages 2 and 3. VHTP's main task was to gather information on the transport corridor Belarus-Latvia (Ventspils) - Sweden, which entailed establishing contacts with several cargo operators, shipping companies and port authorities in the mentioned countries. Having carried out several interviews with representatives from Belarusian ICT and manufacturing companies VHTP stated that 67% of the approached businesses would be interested in expanding or relocating to the Baltic States, due to a need to export their products to the European Union, thus pawing a way for internationally coordinated freight villages in major port cities in Latvia as well.

Another aspect that required input from several partners both within Baltic Loop and outside the project was the current and future cooperation between Latvia and

Sweden. As Ventspils Freeport, which was at the centre of the conducted a case-study, has long-standing ties with Stena Line – one of Europe's largest freight route networks – which is responsible for a substantial amount of passenger and cargo traffic between Latvia and Sweden, VHTP (with help from Åbo Akademi University in Finland) was also able to identify potential new cooperation opportunities for the terminals operating in the Freeport territory, focusing on new types of cargoes making their way from the West to the East.

For further reference see the Case-Study "Assessment of the Transit Corridor Belarus – Latvia – Sweden within Baltic Loop". All rights are reserved by the Foundation "Ventspils High Technology Park" within the Interreg Central Baltic project "Baltic Loop".

Finland

New consortiums to proceed large infrastructure projects that are outside Ministry based budget

The consortium consists of planning and construction and even maintenance. The finance comes outside the public budget; finance is provided by municipalities and state. The facilitator has been Regional Planning Organizations along the railway. One example is "One Hour Train" development project: The private-public partnership and cooperation allows faster and more effective project development compared to traditional infrastructure development projects. The traditionally financed ones tend to be much slower (project cycle) and less effective and project finance continuation is linked with public finance from ministries and linked with political decision making.

It is already existing and there are good examples how small-scale infrastructure projects can proceed with the practical cooperation between the municipality, the Centre for Economic Development, the Transport and the Environment of

Southwestern Finland and local entrepreneurs operation in the area in question. Financing for the project comes from all participants mentioned above. Financial resources can be shared equally or with certain share. The project can be run either the municipality of Centre for Economic Development, Transport and the Environment of Southwestern Finland. There is still a need to increase this kind of SCP process in the future to fulfill urgent needs. To meet and coincide the needs and targets of regional planning it needs to leading role of local civil servants.

The Northern Growth Zone

The Northern Growth Zone (NGZ) is an agile development platform for the internationalization of Finland and for experimenting and commercializing new digital solutions. The Northern Growth Zone links together the EU, Scandinavian and Russian markets through the TEN-T Scandinavian-Mediterranean Core Network Corridor. Furthermore, the Helsinki region hub also links the Scandinavian-Mediterranean Corridor to the North Sea-Baltic Corridor. By bringing together key representatives of the state, cities, business sector and research and development organizations, NGZ network brings new business, jobs and vitality in Finland. Most of Finnish export, import and passenger traffic and the only internationally significant TEN-T core network corridor in Finland pass through the Northern Growth Zone.

The biggest harbours in Finland, Helsinki-Vantaa airport, freight transport border crossings and several Finnish top universities and businesses are located in the area. From the point of view of foreign trade, logistics and international investments, the zone is an important enabler of growth.

The objectives of the Northern Growth Zone include[6]:

- Increase Finland's competitiveness on the export and transit market;
- Create sustainable, traditional and digital traffic and transport services;
- Commercialise innovations through international cooperation;
- Increase the functionality of a uniform labour market area and economic area;
- Enhance Finland's attractiveness as an operating environment of business sector.

The strategic points of focus include[6]:

- Wise and frictionless flows of goods over administrative and territorial borders;
- Transport chains and logistical solutions for the business sector, particularly for technology transports;
- Being an innovative development platform for producing and testing new digital solutions and services (including automatization);
- Scalability and reproducibility of implemented project entities elsewhere in Finland and internationally.

[6] Source: https://www.kasvuvyohyke.fi/en/northern-growth-zone/objectives-and-areas-focus

Joint terminal project in the Port of Turku[7]

The Port of Turku, City of Turku, the ferry operators Tallink Silja Oy and Viking Line Abp signed in autumn 2018 a strategic letter of intent on a joint objective for the development of the port area in Turku. The goal is to develop the strong passenger, cargo and cruise traffic operations in the area in such a way that the reforms will have a positive effect on the port and generate significant added value to tourism. Through co-operation between different parties a unique maritime district will be created in the Turku passenger harbour where passenger and cargo transports as well as business operations and a residential area will develop side by side.

The development project is divided into three parts, of which the biggest and most prominent consists of the new joint terminal for ship traffic and the multi-storey car park to be built near it. The other parts of the project focus on further development of areas

[7] Source: https://aboard.portofturku.fi/en/2019/01/joint-terminal-project-in-port-of-turku-proceeds/

released from port operations, and traffic arrangements in the western part of the inner harbour. All parts of the project are being handled in several working groups with representation from all key project parties.

The opportunities enabled by the latest technology and digitalisation are used in enhancing the Port's operative functions. Digitalisation will increase flexibility, faster service and improve safety. To ensure safety, new methods, such as facial recognition will be tested part of check-in routines. The new gate, photography and weighing systems in turn enhance and speed up the operations, as does the automatic mooring and unmooring system.

Sweden

Mälarpendeln – cooperation between Port of Stockholm, Hutchison Ports Stockholm, Mälarhamnar and Wallenius Marine

Port of Stockholm, Hutchison Ports Stockholm, Mälarhamnar and Wallenius Marine have developed a unique collaboration to start *Mälarpendeln* - inland shipping between Stockholm Norvik Hamn and the strategically located Mälarhamnarna in Västerås and Köping.

The Port of Stockholm's brand new freight port, Stockholm Norvik Harbor, opened in May 2020 and creates new opportunities for efficient and sustainable transport in the growing Stockholm and Mälardalen region. At the same time, large projects are underway in Mälarhamnarna to handle larger quantities of goods. As part of this development, Mälarhamnar, Stockholms Hamnar and Hutchison Ports Stockholm are investing in Mälarpendeln together with Wallenius Marine.

Nine out of ten goods come to Sweden by sea. Most of these goods go to Stockholm and the Mälardalen region. For shipping companies, freight forwarders and commodity owners to be able to operate and use inland shipping, it is required that the players work together in a loop and that there are fairways that work for the purpose. Therefore, freight ports have found forms of cooperation and are taking decisive steps to get this traffic started in Sweden.

The Port of Stockholm Norvik is the container terminal that is closest to Sweden's by far largest consumption area and has a shorter distance to the open sea than any other port on the east coast.

This collaboration is extremely positive. The Port of Stockholm Norvik provides a unique opportunity to create inland shipping that streamlines transport in the Stockholm region. It provides additional opportunities for their customers, reduces congestion and is climate-smart. If the goods are transported by sea directly to Stockholm Norvik Harbor and then further in Lake Mälaren to Mälarhamnarna, the currently heavily loaded roads and railways are relieved. The Mälar shuttle will contribute to more sustainable transport in the Mälardalen valley.

Estonia

Tallinn – Harju mobility council

In 2019, in cooperation with the Road Administration (from 01.01.2021 the Transport Board), the City of Tallinn, the Estonian Ministry of Economic Affairs and Communications and the Union of Harju County Municipalities, the Tallinn Region Sustainable Urban Mobility Strategy (SUMP) 2035 was completed.

The vision of the sustainable urban mobility strategy is: The Tallinn area is an attractive, vibrant, green and green city for people.

The Tallinn area is covered with very good public transport and innovative mobility services, a network of convenient bicycle and sidewalks that are accessible and can be used all year round for 8- and 80-year-olds.

The goal is that by 2025 at least 50% of the movements in the Tallinn and Harju County area will be made by public transport, walking or cycling, and by 2035 at least 70% of the movements. In Tallinn and Harju County, the share of car use is already over 53%, and the opportunity to increase the use of public transport and light traffic is in the commuting between the capital and its neighboring municipalities.

According to the strategy, infrastructure planning must be based on the common goal of reducing the growing negative impact of transport on the environment. To reach this goal, good alternatives to car ownership are created by planning settlement and mobility as a whole. There is also a need to facilitate cross-border mobility and the possibility of combining different modes of transport.

The most important directions of the strategy are the following:

- Unified organization of the entire Tallinn and Harju County public transport network;
- The introduction of a single zonal ticketing system for all modes of public transport;
- To develop a network of bicycle paths in the region, which serves the main connections within Tallinn between the city center and city districts, connects to the network of bicycle paths in Harju County, and connects the main centers of Harju County with public transport hubs.

On the basis of the memorandum of cooperation signed by the Minister of Economic Affairs and Communications Taavi Aas and the Mayor of Tallinn Mihhail Kõlvart, the preparation of the action plan for the Tallinn Region Mobility Plan started in 2020 within the framework of the Tallinn – Harju Mobility Council.

Tallinn – Harju Mobility Council is cooperation body that gathers of public authorities and main public transport operators in the region (the City of Tallinn, the Estonian Ministry of Economic Affairs and Communications, the Union of Harju County Municipalities, Estonian Transport Board, Tallinn Transport Department, Estonian

Railways, Elron etc). The main task is to improve public transport in the region and find the best possible transport planning, management and financing model for the area. This co-operational model is created to implement structural change in public transport governance and network.

In the autumn 2020 the mobility council started the "Combined planning, management and financing analysis of mobility in the Tallinn region" study. The study is divided in two parts: regional mobility (transport network) modelling study and study to find the best organizational model for regional transport planning, managing and financing.

A People First approach to increase equity in public transit stops in Harju County

There are many studies on transit and mobility but only a few ones that focus on the stops. This study was about gaining high-level knowledge about transit stops and stations in Harju County. As a result we got generalised knowledge about nearly 3000 stops across the region. Most studies and strategy documents usually focus on one transport mode only, the challenge of this project was to take all transit modes into account (train, tram and bus). A capability approach was utilised to study the mobility equity provided by public transit stops in Harju County. It was about addressing problems related to the uneven or unjust distribution of mobility services and the accessibility, safety and comfort of transit stops and stations. Public transport stops should be seen as the main intermediaries between the user and the public transport

service. By changing the stops, the whole service can be made more attractive and functional, at the same time increasing the number of users. Learning and actions were compiled in the Handbook for place leaders. It sets priorities to upgrade the service provision and design qualities needed to make public transit stops relevant and convenient. Taking into account both the current capacity of the public transport system and the local and societal potentials, the handbook proposes four general principles for bridge the mobility equity gap in the region and promote local innovation processes.

JOINT CONCLUSIONS AND RECOMMENDATIONS

Joint conclusions and recommendations

1. Improvements in transport planning

a. Implement long-term thinking (at least over 7 years in transport planning) in transport and mobility planning;

b. Implement integrated transport planning approach, looking at different transport modalities at the same time;

c. Freight transportation has been neglected in Finland, freight traffic gets too little attention and funding. The topic is relevant for some other areas, for example, in the Riga City (Latvia) to improve logistics (condition setting) for freight carriers;

d. Implementing of joint ticketing in Estonia and Latvia.

2. <u>Exploring the Baltic Sea region opportunities</u>

a. Within integration of the countries in the EU, the focus has been on the EU centralized objectives: TEN-T transport corridors and linking Sweden to the Central Europe. During this process regional opportunities have been underlooked, especially for the Baltic Sea ports;

b. Ports need to find cooperation and specialization strategies and develop value-adding services, and avoid excess competition at national level;

c. The degree of digital infrastructure in readiness, integration and adaption varies between ports, industries and countries. Until lately, ports have typically been recognised to form a discontinuation point in maritime and transport logistics, exhibiting low information transparency and coordination of processes and procedures inside the port. Intelligent connected transport systems enable vessels, goods and infrastructure to communicate with each other and provide new opportunities to achieve greater sustainability, supply chain traceability, optimised operations, enhanced performance and efficiency, and safer operations throughout the (maritime) supply chain;

d. Being on forefront in innovation and R&D is important for getting advantages in developing transport corridor;

e. Sweden as a country with stronger economy may take on the future role for a larger share of the bill for cross-border infrastructure investments to gain momentum in the Baltic Sea Region. There is a limited budget for infrastructure investments, which means that cross-border investments are not prioritized. Talks with the countries' top political leaderships and declaration of intent can be a first step towards approaching a common picture and policy on what infrastructure investments need to be made in the Baltic Sea Region;

f. For cross-border projects, coordination between countries needs to be improved in many ways. Joint planning, common goals, common processes and financing are some examples where cooperation should take place.

3. <u>Sustainability issues in the transport sector in the Baltic Loop corridors</u>

There is a feeling by stakeholders, for example, in Sweden that not enough action for the environmental and climate objectives are realized in the transport sector. These objectives equal in business terms for efficiency, so it is good for business and environment.

Several flaws were discovered in Latvia, where the in the mobility sector the focus is on providing infrastructure (charging stations) for electric cars, but vehicles for commercial land transportation (freight and passenger transport) with much larger needs and capacities are not taking into account.

Waterborne transport (sea shipping and inland waterways) offers environmental benefits over road transportation, and increased shift towards rail and shipping is one of the objectives of the European Green Deal for transport sector.

However, the road transportation still dominates for variety of reasons: broader and more accessible network and due to the situation that road haulers do not

participate in the infrastructure costs, while shippers have to pay the fairway fees.

As to the shift from road to rail, there are restrictive obstacles in place for this transition, such as the accessibility to rail network as the road network is much more accessible than the railway networks. In addition, building new or expanding existing railway lines has a very long time-horizon.

The recommendation for future is to find options and ways of using economic instruments and look for other means for increase of the share of shipping in the transportation modes.

4. Work with national governments

Several cooperation bottlenecks have been found at the government level. For better transnational cooperation, national governments must be involved to fully use transport potential in the Baltic Sea Region, especially its East-West direction.

A problem exists with the political dimension, where transnational transport flows and projects are often influenced by political instability both at home and abroad. Investments in transportation infrastructure for some reason tend to be politicized. The consequence is large investments in the projects, producing lower benefits to society compared to other projects, where investments may have been more beneficial. This problem requires new ways of working with government. The recommendation for a long-term, holistic and integrated transport planning is also relevant here.

The agreement, design and work on transnational projects (for example, the Oslo-Stockholm railway line) is a complex issue where political, economic and cooperation issues are so important and difficult to manage. If agreements are reached politically, however, economic and financial questions have to be answered (e.g. who pays for what), and leadership, cooperation and implementation issues among responsible authorities have to be addressed. These are complex situations where long-term development plans and visions

have to look at the region as a whole and requires new, innovative governance models for achieving effective transnational co-operation.

The whole Central-Baltic area could form a strategic partnership that own large enough freight flow capacity to negotiate favourable conditions for freight forwarding to and through Russia (China etc). The target is to form a strategic partnership of logistics service providers and industry that owns the freight. Here, national governments and diplomatic services would help to form these partnerships and help in negotiations.

5. Örebro region in Sweden has strong network of ports, business and municipal institutions compared to less strong, more fragmented situation in Latvia. Latvian stakeholders can learn how to re-connect the transport and mobility stakeholders to business institutions and networks for better results and making their voices heard. The Örebro model of cooperation and governance which ensures a strong position of the region, its businesses and stakeholders may be useful when looking into cooperation of the smaller ports, especially in Latvia.
6. Communication and collaboration can be time consuming, with a lot of communication but little result. The opportunities for improvement of communication should be more focused and outcome-orientated, as suggested by the Stakeholder dialogue theory and the suggestion of Latvian stakeholders to use the project management approach for cooperation issues.

Literature references

1. *Joint terminal project in Port of Turku proceeds:* Port of Turku online magazine. Available online: https://aboard.portofturku.fi/en/2019/01/joint-terminal-project-in-port-of-turku-proceeds/
2. Northern Growth Zone Objectives and areas of focus. Available online: https://www.kasvuvyohyke.fi/en/northern-growth-zone/objectives-and-areas-focus
3. Riga Action Plan for the Development of the Riga Metropolitan Area (Rīcības plāns Rīgas metropoles areāla attīstībai). Available online: http://rpr.gov.lv/wp-content/uploads/2021/01/Action-Plan-for-the-Development-of-the-RMA_Web-1.pdf
4. Riga Metropolitan Area Mobility Spatial Vision (Rīgas metropoles areāla mobilitātes telpiskā vīzija). Available online: http://rpr.gov.lv/wp-content/uploads/2019/06/20190201_Mob_vision_report_Eng.pdf
5. *Stakeholder Dialogues Manual*: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. Available online: http://www.mspguide.org/sites/default/files/resource/giz_stakeholder_dialogues_kuenkel.pdf
6. The World Bank. Logistics performance index. Available online: https://databank.worldbank.org/databases/page/1/orderby/popularity/direction/desc?qterm=LPI