Evaluation of the TransBaltic Macroregional Transport Action Plan

- August 2012

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1. Introduction

The TransBaltic project is a project granted strategic status by the EU Baltic Sea Region Programme 2007 – 2013.

The TransBaltic project is led by Region Skåne in Sweden including twenty cooperating partners from Sweden, Norway, Denmark, Poland, Germany, Lithuania, Latvia and Estonia.

The project aims at providing regional level incentives for the creation of a comprehensive multimodal transport system in the Baltic Sea Region.

TransBaltic lasts from the first of June 2009 to the ninth of September 2012. More information about the project is available at www.transbaltic.eu

TransBaltic has developed a Macroregional Transport Action Plan (MTAP) serving as an assessment of relevant ongoing projects supporting the overall objectives of the project.

In order to verify the MTAP and its potential effects, Conlogic AB was commissioned in May 2012 by the consortium to evaluate the suggested policy actions and their effects.

Conlogic is a consultative business within the field of sustainable logistics. More information about Conlogic is available at www.conlogic.se.

2. Aim

To develop a method for assessing the potential impacts of the Macroregional Transport Action Plan (MTAP)

To perform an impact assessment of the MTAP on the basis of the developed assessment method

3. Methodology

The TransBaltic project has developed a MTAP including actions for capacity improvements, policies, management, promotion and information, regulations and education & capacity building.

The evaluation of the Macroregional Transport Action Plan will add to the final shape of the policy framework architecture that contains the following categories:

- Links
- Nodes
- Services
- System tools

In the MTAP, all 19 proposed actions have been evaluated based on the evaluation model.

In order to assess potential impact of these actions separately and at the overall level, a three step approach has been proposed by the supplier.

Step 1:
Inventorying and assembling relevant impact assessment models to the specific needs of TransBaltic
a) Evaluate various methodologies for impact assessment of the strategic documents at the supranational level
b) Determine relevance of quantitative or qualitative impact assessment regarding different: Performance indicators

Step 2:
Propose a suitable model to assess the general impact of the MTAP and its policy actions grouped in the different categories.

Step 3:
Carry out an impact assessment of the MTAP using the methodology developed in step 1 and 2.
a) Overall impact assessment of the MTAP
b) Test the applicability of various impact assessment models identified in step 1 and 2 to the different categories of measures in the MTAP. This would serve as a sensitivity analysis of the evaluation process. The testing exercise took place at the TransBaltic Steering Committee meeting in Sorö, Denmark, on 20 June 2012.
c) The evaluation includes how realistic a certain action is as "potential impact x probability of action implementation"

The work was carried out in close dialogue with the Task Force established by the TransBaltic project in order to ensure that the impact assessment models are capable of capturing the specificities of the different categories and actions in the MTAP.

The basis for the evaluation has been the MTAP-report and underlying supporting reports presented at www.transbaltic.eu.

In addition Conlogic participated in the following meetings
May 30, Umeå
19-20 June Sorö
14 August, Malmö

During the evaluation process internal workshops were held at Conlogic. Additional needed information were requested and received through e-mail and telephone contacts with the project management.

During the evaluation all necessary information has been easily accessible.

3.1 The evaluation model

In order to assess the potential success of the proposed policy actions Conlogic has evaluated all actions individually through a model based on an interpretation of sustainability regarding transport services. The model is based on the concept"triple bottom line". Triple bottom line embraces the three pillars of sustainability:

- Economical development (profit)
- Environmental care (planet)
- Social responsibility (people)

To make this model somewhat more concrete we believe sustainable transport should include:

	Economical development	Market offer Efficiency Reliability
Sustainable transport logistics	Environmental care	Energy & emissions Safety risks (mainly dangerous goods)
	Social responsibility	Security risks Working climate Social cohesion (e.g. labour mobility etc)

When grouping the more concrete components of sustainability it is very obvious that it can be done in a number of ways. Dangerous goods accidents will certainly have a risk of negative impact on the environment as well as on people. In some models noise emissions are considered as a social issue. These are examples of obvious shortfalls of the evaluation model. Our aim of the model is simply to secure sufficient wideness in the evaluation.

The evaluation process has tried to interpret each policy action regarding its targets and how well these targets will be met by proposed activities. This evaluation is based on a simple scale described below:

Green	Large effect
Yellow	Medium effect
Red	No effect
Grey	Not applicable (the area is not considered a direct target of the policy action)

Each policy action is evaluated in two rows as its targets and the evaluators expected effects. The evaluation primarily tries to evaluate if the targeted areas will be impacted and if the described supporting activities will lead to these effects, hence if there is a likely match or mismatch between target and effects. There is no evaluation of non applicable areas.

An important aspect of this evaluation is the time frame. Different policy actions will have very different time frames. Various actions will provide indirect effects as well as more direct effects. This analysis assumes the full time length of the TransBaltic to year 2030, even though it is obvious that some actions will lead to effects more immediately.

In addition to the individual evaluation of each policy action we have carried out an overall judgement of relevance of all actions thematically grouped together.

Concrete proposals for text amendments regarding each policy action was provided separately.

4. Delimitations

The evaluation did not meet or interview each underlying project as this process solely was a desk top evaluation process.

The evaluation did not analyze weather there were relevant other areas that should have been part of the process.

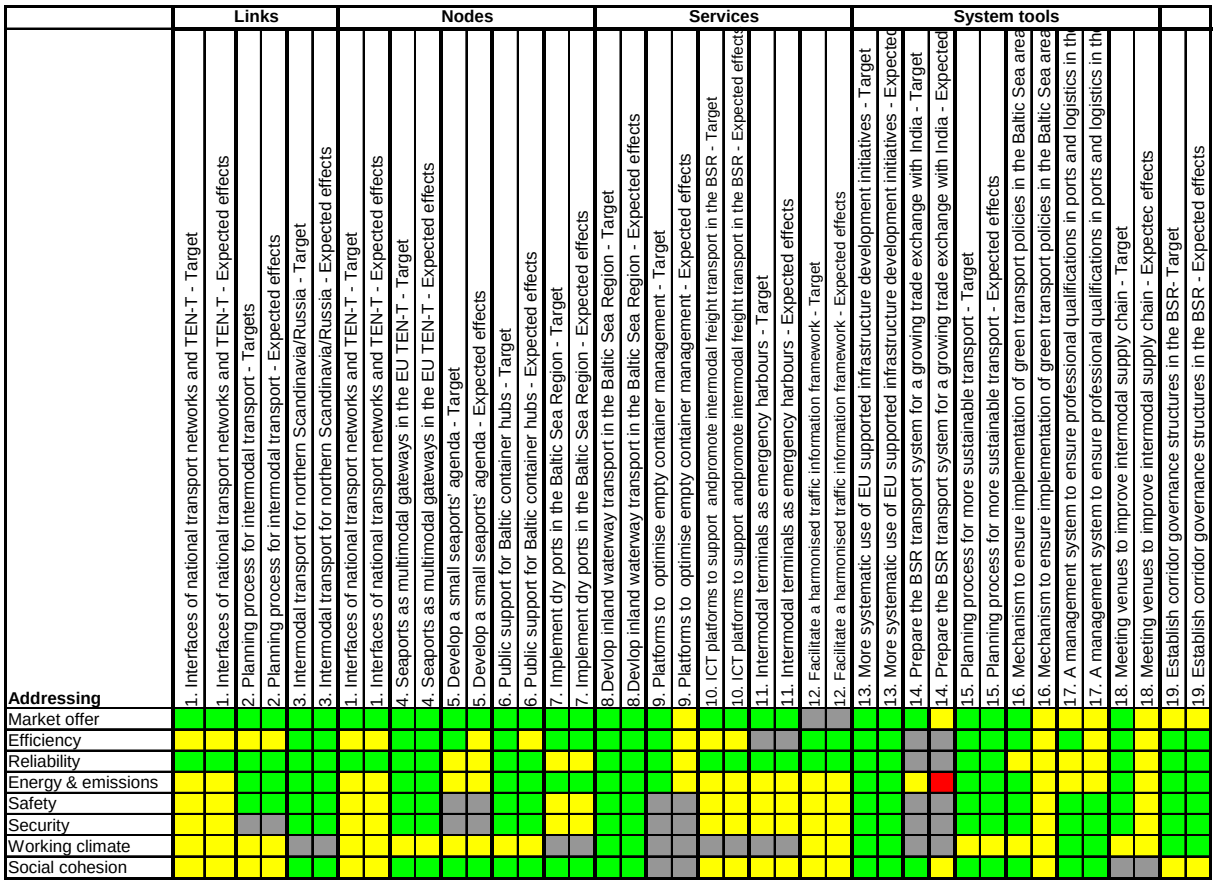
5. Conclusions

In principle the evaluation concludes that:

- The huge material available at the TransBaltic homepage gave a solid impression when analyzing supporting reports.
- The MTAP assessment shows a very ambitious project chart that may need somewhat more implementation focus for success as several suggested activities for different policy actions is likely to overlap each other.
- In accordance with suggestion 5.2 we believe that the policy action descriptions should be more easily understood by themselves in the MTAP without the need to read related underlying reports. This is something to improve in following projects.
- The evaluation did not find too much of discrepancy between target and expected effects.
- A general evaluation challenge with regard to this project is its long time frame and the fact that effects from a policy action in evidently includes both indirect and direct effects. Ambiguous definitions of various levels of effects, consequently led to a somewhat subjective evaluation of potential effects.
- The report should in later implementation phases (outside the scope of this project) improve by more specifically describe the policy action deployment in a well structured and uniform way. A proposal is described in 5.2
- There is no synchronization between various policy actions with respect to overlapping targets and activities. If this action plan would be launched at present stage synchronization would be a first necessary activity.
- Policy actions would in general benefit from a more narrow scope and thereby increasing its potential success.
- Each policy action would benefit from a more distinct heading.
- Overall we believe the MTAP and underlying reports has been carried out in a very thorough way and offer a solid platform for future work.

5.1 Policy action overview

In order to enable a total overview of all the policy actions and their perceived targets and effects the evaluation team assembled the below matrix.



Evaluator's observations

- There is not too much discrepancy between target and expected effects
- Policy actions would in general benefit from a more narrow scope in terms of increasing its success potential and decreasing the overlaps with other parallel projects.
- Working climate seems to be the least addressed effect area
- There is only one effect area judged as "No effect"

5.2 General recommendations

Recommendation 1 – More of a standalone report
The MTAP report is today dependent on underlying reports.

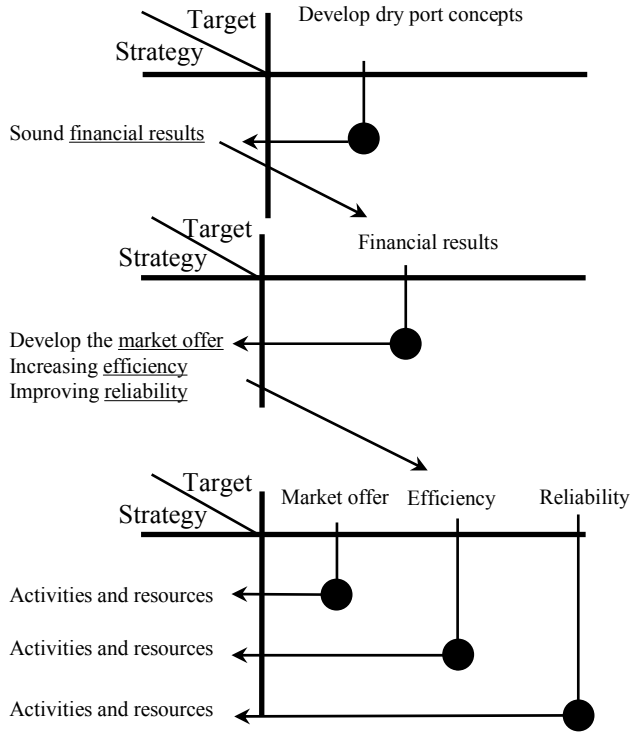
Our recommendation is that the MTAP should provide sufficient information as a standalone document that creates an interest and wish to dig deeper into underlying reports.

Recommendation 2 – Thematic grouping of actions
The policy actions described in the MTAP does not provide a thematic grouping and cross reference overview of all included projects and their general contribution to the total development of the transport system in the BSR.

Our recommendation is that the MTAP should provide a thematic grouping as well as a cross reference list of all policy actions within the same area as this would help the reader to grasp the material. Potentially the proposed amendments in the present writings of each policy action may provide sufficient support to this.

Recommendation 3 - Policy deployment
The MTAP is built on a number of strategic reports aiming at an overall improved transport system in the BSR, where present implementation of proposals in real operation is regarded as insufficient. Therefore we believe that TransBaltic provides an important pragmatic umbrella "organisation", supporting concrete actions to be implemented. Success in this respect is based on the relevance of the policy action itself, but also how well the policy action is supported by relevant activities.

In order to ensure successful implementation of policy actions, the policy deployment is of utmost importance. In principle, the policy actions should embrace relevant targets and supporting strategies. Assuming the suggested policy action as relevant (including good timing) the success is dependent on a clear policy deployment. Below is a principle description of this crucial logic.



The model describes an example of the policy deployment principle that secures a successful implementation of the policy action. All policy actions should include and describe relevant activities supporting the overall target.

6. Comments to the included policy actions

1. Improve capacity of interfaces between the national transport networks and between the transnational multimodal transport corridors in order to ensure implementation of the TEN-T policy in the Baltic Sea Region

Key improvement issue: More focus on concrete infrastructure components on how to implement the policy action

Evaluator's interpretation
There seem to be a need for various actions targeted at selected infrastructural components in the BSR transport system designed to support the implementation of the TEN-T policy in the BSR, by improving interoperability between national networks. This policy action is to ensure funding for missing links and strengthen capacity of these links.

Validity & relevance – (why)
Remote areas need according to this rationale further infrastructural attention as the TEN-T network efforts are perceived as insufficient

Transit traffic or overseen bottlenecks motivates additional investments or general attention for improvement

The policy relevance is potentially good as the action is explicitly addressing the TEN-T policy and the EU Baltic Sea Strategy. The objective of the action could potentially also improve the coherence of the transport system – thereby contributing to a more integrated transport system in the BSR in line with the main aim of the TB project.

There is also a need to improve accessibility and interoperability in several places in the BSR but the added value of the action in relation to the measures planned for the TEN-T core network and in national investment plans, including the comprehensive TEN-T network, is not obvious and is difficult to judge by the description of the example alone. This would need further analysis of TEN-T projects and national maps and other documentation.

It is however not sufficiently demonstrated by the action why an improvement of just the selected links and ports would "be critical to the area's good connectivity and accessibility" and thus "ensure implementation of the TEN-T policy in the BSR". Neighbouring areas may see this differently.

Reliability & credibility (how)
The very comprehensiveness and complexity of the action, involving many links and ports in several areas/countries of the BSR, would make it challenging to implement this action in terms of the high number of stakeholders (e.g. authorities, infrastructure managers, ports etc) required to be involved. The processes required to implement this action is perceived as very demanding to manage, and the description of the "how section" is suffering from a lack of a specific methodological approach as to the "order of interventions" (where and with whom to start?) and management of the process. Furthermore, it is not clear whether all proposed actions under the "how" section are equally applicable (necessary or useful) on the various infrastructural components listed.

We believe that the very title of the action exaggerates its potential significance by pretending to "*ensure* the implementation of the TEN-T policy in the BSR". It is thus not obvious why and how the action would be sufficient to *ensure* this, and it would be more reasonable to say "support implementation".

Although the TransBaltic project has been acknowledged as a "strategic project" in the BS Strategy and has good contacts with the members states involved, we nevertheless would question its ability to mobilize such a high number of states as well as the EU Commission on such an ambitious undertaking.

Assessment overview

Impact effects as claimed by the TB project
A more integrated, sustainable and robust transport system, with increased capacity, efficiency and accessibility

1. Interfaces of national transport networks and TEN-T	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

The claimed effects of this action in terms of a more integrated, sustainable and robust transport system, with increased capacity, efficiency and accessibility are very difficult to validate solely on the basis of the information provided in the MTAP itself.

The activity seems to consist of a regional or local wish to boost regional or local development and growth.

The overall impact of this action is assessed to be moderate because the significance of the selected infrastructural components is not sufficiently justified and the provisions regarding implementation and governance do not appear to be credible and realistic.

Risk of subjective results, hence:
- There is a need for more thorough in depth cost benefit analysis
- At this stage and level of information there are problems to see significant gains

Critical areas

Societal total economic gains from these suggested investments in improvement activities in comparison to investments in other remote areas are not obvious at this stage. Presently our evaluation is based on fairly shallow description and data. In order to proceed, the material needs more data and benchmarking. Ideally this would be part of the MTAP.

Improvement recommendations

In order to ensure a higher degree of neutrality, general total cost benefit analysis could potentially serve as a useful tool. Below is an idea of bottleneck costs and benefits analysis in relation to other areas being supported by TEN-T

Proposed link	Benchmarking link	TEN-T link
Identify all aspects	Identify all aspects	Identify all aspects

Quantify all aspects	Quantify all aspects	Quantify all aspects
Evaluate all aspects	Evaluate all aspects	Evaluate all aspects
Total societal gains	Total societal gains	Total societal gains

The action consists of many components targeting several geographical areas and transport modes in the BSR, and is therefore perceived as complex. It is also difficult for the reader to relate the proposed actions to the TEN-T core network. It is thus recommended to divide the action into more "manageable" components according to geographically defined links and nodes, and to provide maps to demonstrate more specifically how the various infrastructure components are relating to the TEN-T maps. The credibility of the action would also gain from greater focus and realism, by ranking the different infrastructural components in terms of their strategic significance and assumed realism of implementation. One should also define a set of actions in relation to each of the infrastructural components instead of a common list for all components.

It is also recommended to downgrade the level of ambition from "*ensuring* implementation of the TEN-T policy" to "*support* implementation...."

2. Incorporate a business dimension in multimodal transport corridor planning work to increase potential for intermodal transport flows in the Baltic Sea Region

Key improvement issue: Describe better how a long term viable project/process can be obtained in this very long term task.

Evaluator's interpretation
The policy action aims at insufficient infrastructure regarding the intermodal transport flows.

This ambition of this action is to strengthen the business dimension in multimodal transport corridor planning to mitigate the risk for scattered and ineffective, from the intermodality standpoint, investments in the transnational transport corridor. The underlying assumptions are provided in the "Why section".

The action originates from a report with the objective of exploring how the construction of the Fehmarn Belt fixed link might affect companies´ logistic solutions. According to this report, the interviewed companies do not, in general, expect major changes in the structure of terminals and logistic zones because of the Fehmarn Belt fixed link. But expected growth in transported volumes will increase need for capacity in logistic facilities, in particular for railway transport, and the fixed link has impact on which areas that are of interest for expansion. The structure of terminals and warehousing is not expected to change, but the relative importance of certain terminal areas in this region might change.
The action is emphasizing the importance of coherent and integrated approach to the planning of infrastructure investments in transnational transport corridors, in terms of harmonized technical standards (both before and after the actual infrastructure investment), harmonized taxes & fees, and a need to be prepared for increased freight handling in the adjacent areas to the investment, including preparedness for increased demand of space for logistic and terminals.

Validity & relevance – (why)
The study claim that crucial bottlenecks and long lead time in infrastructure hampers the development of intermodal transport solutions in the transport corridors. The interaction between infrastructure providers and the business community needs further development.

Improved coherence in multimodal transport corridor planning which is taking business and logistics concerns better into account and thereby also improving the conditions for intermodality is regarded as a very valid ambition with high policy relevance in line with the overall objective of a TB project. This action could thus also potentially support and improve the implementation of the current TEN-T priority projects and the new TEN-T network in the BSR.

All the current TEN-T priority projects, like the Fehmarn Belt, have been subject to a thorough cost-benefit analysis prior to their selection, also including impacts for economic growth. It is however not known to which extent logistics considerations & effects have specifically been taken into consideration in this process. This action might represent a supplement and provide partly new perspectives to the current C/B-exercises.
A stronger emphasis on logistics considerations could probably benefit the economic efficiency of transnational infrastructure investments by tailoring them more closely to the needs of the business community operating in a particular corridor. The findings of the underlying report could potentially be useful for planned investments in the current and new

TEN-T network in the BSR. As for the current TEN-T priority projects, the findings could be particularly relevant for the "Rail Baltica project**,** linking four new EU Member States of the EU - Poland, Lithuania, Latvia and Estonia - as well as Finland.

Reliability & credibility (how)
The project aims at carrying out relevant case studies where existing bottlenecks are resolved for important goods flow which thereby could serve as a good example on how cooperation can lead to significant improvement.

Based on the case study outcomes generalized initiatives will be launched.

The proposed measures under the "how section" seem reasonable at first glance, but the following issues below should be addressed to improve the credibility of the action:

The first bullet in the "how sections" is proposing to "*Identify such investments in the transnational transport corridor, which are crucial to unblock potential for long-range intermodal operations"*: We question the validity of the assumption behind this statement as it seem to implicate that the planned investments in the current TEN-T priority projects and in the pre-identified projects on the new core network in the BSR have not sufficiently identified the "crucial investments" for intermodal operations. As these projects have been subject to a thorough cost-benefit analysis prior to their selection, presumably also including the effects on intermodality, this assumption doesn't appear credible. On this background, there is a reason to question the innovative character and added value of this particular sub-action in relation to what has already been done in relation to relevant investment projects.

The action should also indicate in which of the other transnational corridors in the BSR (than the Fehmarn Belt) the need for and benefits from these kinds of measures are assumed to be the greatest. A particular corridor, with planned investments, would necessarily have to be selected before it's meaningful to (quote from the second bullet in the "how section") *"Select the most meaningful commercial groups of interest operating in the corridor"*. As the underlying report is focusing on the conditions for rail freight in the corridor surrounding the Fehmarn Belt fixed link project, the current TEN-T priority project "Rail Baltica" could be a relevant candidate for testing the "replicability" of the findings in the underlying report for this action. One should also explore the replicability for certain pre-identified projects on the TEN-T core network in the BSR, such as the planned study for rail interoperability on the corridor Tallinn - Riga - Kaunas – Warszawa (preparatory work for the Rail Baltica project), upgrading of the existing rail line from the Belarusian border - Warszawa - Poznań – German border, and upgrading of several rail sections between Hannover and Berlin, port hinterland connections and rail upgrading between Kotka/Hamina – Helsinki, as well as ongoing rail works between the Russian border - Helsinki, ongoing rail works on specific sections between Stockholm - Malmö (Nordic Triangle), and not least rail-based access routes between Copenhagen and Hamburg as a part of the Fehmarn Belt fixed link project.

Assessment overview

Impact effects as claimed by the TB project

To mitigate the risk for scattered and ineffective investments in the transnational transport corridor enabling intermodal transport solutions through investments in the transnational transport corridor.

2. Planning process for intermodal transport	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Evaluators impact effects

This action is considered to have a certain potential for promoting a more coherent and integrated approach to the planning of infrastructure investments in transnational transport corridors, in line with the claimed effect above. Improved coherence could in turn improve the conditions for intermodality, in particular to the benefit of rail freight, with positive impacts for the environment. Transnational corridors which are more closely tailored to the needs of the business community would also have economic benefits.

As stated above, the added value of the first sub-action in the "how section" is considered questionable and largely redundant.

The potential impact of this action would however have been easier to assess if it also had indicated in which of the other transnational corridors in the BSR (than the Fehmarn Belt) the need for and benefits from these kinds of measures are assumed to be the greatest.

Critical areas

Optional direct transport solutions may outperform the suggested intermodal transport solution.

Improvement recommendations

There are no obvious solutions on how to enable a viable intermodal transport system apart from working long term and create a long term platform for these solutions.

- Change the title of the action according to the proposal below to improve consistency with the actual content and focus of the underlying report

Promote a more coherent and business-oriented approach to multimodal transport corridor planning to increase the potential for intermodal transport flows in the Baltic Sea Region

- The added value of the first sub-action in the "how section" is considered questionable and should be removed for the reasons stated above
- Indicate in which of the other transnational corridors in the BSR the need for and benefits from these kinds of measures are assumed to be the greatest.

3. Increase an intermodal potential of the E-W transport corridor connecting the northern part of Scandinavia to Russia

Key improvement issue: Describe how a critical mass of shippers and relevant authorities can be involved in the process.

Evaluator's interpretation
General weakness of east-west transport solutions in the northern part of Scandinavia to Russia

As stated in the headline, with the concrete ambition to lower transport costs and decrease environmental impacts of Volvo's transport chain from Umeå to Kaluga (RU) over the Kvarken strait via Vasa (FI) through establishing coordinating structures, conducting stakeholder dialogues (e.g. with cargo owners, operators and authorities), making operational/investment plans and setting up business cases.
The action originates from a feasibility study for transport of goods from Umeå (SE) via Vasa to Russia, specifically targeting Volvo's transport chain from Umeå to Kaluga. This case is claimed to have relevance for other transnational corridors with similar challenges, cf. the "Where section".

Validity & relevance – (why)

- Growing production and transportation within Volvo's transport chain from Umeå towards Russia
- Need to develop an east-west connection in the northern part of the BSR to boost a more sustainable (intermodal) transport system
- Russia is likely to become a growing trade partner which should serve as a relevant rationale. One should perhaps like to see some more examples of potential goods flow increase as a small number of company mat change their supply chain strategy.

On the overall level, the ambition of improving the environmental and economic performance of transnational cargo transport is regarded as very relevant in the context of EU transport policy, the Baltic Sea Strategy and the Northern Dimension cooperation on transport and logistics. Although not explicitly stated in the description of the MTAP itself, it is natural to consider this action as a part of the wider effort to develop a green Bothnian transport corridor as pursued by the Interreg project Bothian Green Logistics Corridor & related stakeholders.
The strategic significance of this action is also supported by the fact that northern Sweden and Finland are home to Europe's premier mining regions, and that these countries also contribute significantly to Europe's production of gold, silver, sink, copper, pulp, paper and sawn timber. Furthermore, as a huge increase in the utilization of northern Scandinavia's natural resources is predicted for the near future – by far exceeding the capacity of the current rail system – it is a well-founded ambition to improve the conditions for more reliable rail freight in this area.
The experiences from the underlying case could potentially have a "demonstration effect" and be replicated in similar East-West corridor development schemes involving Russia.
The policy relevance of this action would however improve by anchoring it more explicitly in the wider context of green corridor developments in the Bothnian region and transport cooperation within the Northern Dimension, also including the need to upgrade the capacity of the rail system in light of increasing exploitation of natural resources from this area.

Reliability & credibility (how)

- Establish a coordinating structure/organisation to streamline all different, stand-alone supply chains into an effective and sustainable corridor
- Carry out dialogue with cargo owners/transport operators to safeguard a base volume for the corridor and sufficient supplies for the rail transport (from Vasa and then further on to Russia e.g. Kaluga)
- Make operational/investment plans to secure regularity and reliability of services in the corridor (e.g. long-term durability of the ferry connection, unloading facilities on the Finnish side of the corridor, unloading terminal and internal transport in Russia)
- Carry out dialogue with relevant authorities in Sweden, Finland and Russia in order to simplify border crossings and customs clearances, and refine railway regulations (e.g. to allow transporting Mega trailers on the Russian railway network)
- Set up business case with different stakeholders in Sweden, Finland and Russia, with an agreement on different parts in the transport chain and economical model

The proposed actions of establishing coordinating structures, conducting stakeholder dialogues (e.g. with cargo owners, operators and authorities), making operational/investment plans and setting up business cases seem reasonable to perform in relation to the specific case study underlying the action.
The most challenging of these tasks would probably be to simplify the procedures for border crossings and custom clearances, as well as influencing the regulatory frameworks for rail transport in Russia. As issues related to border crossings and custom clearances are already being addressed at an international and European level (e.g. The EU – Russia dialogue on transport), we question the added value and appropriateness of tackling them in the context of an individual corridor development initiative like the underlying case for this action.
There is an apparent mismatch between the broad heading of this action to *Increase an intermodal potential of the E-W transport corridor connecting the northern part of Scandinavia to Russia* and the focus on the underlying case of Volvo's transport chain from Umeå towards Russia elsewhere in the action. As a broader perspective would enhance the policy relevance of this action as indicated under the "relevance section" above, it is recommended to broaden the geographical perspective throughout the whole action, possibly also integrating and capitalizing on experiences from other E-W corridor development initiatives.
The credibility of the action would also improve by indicating which other "stand-alone supply chains" exist in the Northern Logistics Corridor, cf. first bullet in the "How section". It is thus not regarded as efficient and viable to establish a coordinating structure on the basis of Volvo's supply chain to Russia alone.
Under the "Why section" it is stated that *almost all transport resources, facilities and other infrastructure needed in the corridor are already there but they are not used to the full potential*. The clarity and credibility of this action would improve by providing some clues from the underlying report as to *why* existing transport resources, facilities and infrastructure *are not used to the full potential,* and which resources are not yet in place (e.g. "almost all"), as well as indicating the significance of the "missing resources".

Assessment overview

Impact effects as claimed by the TB project

A new business solution to lower transport costs and decrease environmental impact (by ca. 75%) of the Volvo's transport chain from Umeå to Kaluga

3. Intermodal transport for northern Scandinavia/Russia	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Evaluators impact effects

There are no obvious mismatches, but the project needs to develop a very concrete plan for what should be obtained.

There are environmental gains to be made from a direct link from Umeå over the Kvarken Strait to Vasa and further on the Russia in terms of reduced fuel & energy consumption compared to the 800 km long truck-based detour around the Bothnian Gulf and all the way to Russia (the cargo would not likely be shifted to rail if it's loaded on to trucks in the first place). Improved conditions for rail transport would normally also reduce the environmental impact compared to road-only. The economic benefits of rail transport in terms of possible cost savings compared to road are probably more uncertain with regard to the low fares and wages in the trucking business. All in all, the claimed effects are considered as fairly realistic, and the potential impacts would further increase by increasing rail-based volumes in this or other E-W corridors.

Critical areas

The success of this project is highly dependent on shipper's willingness to contribute to this transport link.

Improvement recommendations

The project probably needs some very concrete actions in order to attract a critical mass of attending shippers.

- Anchor the action more explicitly in the wider context of green corridor developments in the Bothian region and transport cooperation within the Northern Dimension, also including the need to upgrade the capacity of the rail system in light of increased exploitation of natural resources in this area.
- Down-tune the ambition of influencing regulatory frameworks and practices for customs, border crossings and rail transport in Russia in the context of this action alone, but rather communicate corridor specific needs to relevant authorities and capitalize on ongoing international and European efforts in this respect
- Broaden the perspective by also integrating and capitalizing on other relevant E-W corridor development initiatives and by taking other supply chains / cargo flows into consideration
- Indicate why existing transport resources, facilities and infrastructure in this corridor are not used to the full potential, and which resources are not yet in place (e.g. "almost all"), as well as the significance of the "missing resources", based on information from the underlying report (see also suggestions for concrete amendments in the text below).
- Include more factors in the "Critical factor section" as suggest in the text below

4. Reinforce the role of seaports as multimodal gateways in the EU TEN-T policy to reflect their role in the BSR transport system

Key improvement issue: Relevant policy action but could gain on more concrete activities as well as describing how conflicts of interest between different ports are tackled. Additional information could include hoe new policy measures within the BSR impacts the multimodal gateways, such as the introduction of Sulphur emission control area, SECA etc.

Evaluator's interpretation

As stated in the heading, by including all TEN-T core ports in the BSR in a corresponding core network corridor, highlighting the role of Russian sea ports in the TEN-T, ensuring the same co-financing rates in the Connecting Europe Facility (CEF) for investments in ports as for land-based modes and cross border sections and strengthening the role of MoS as the maritime component of the TEN-T core network, including its role servicing the hinterland (not all items are explicitly stated in the MTAP but are included in the underlying source report)

Validity & relevance – (why)

The policy relevance is considered as good as the action is explicitly addressing the configuration of the new TEN-T network in the BSR, by pointing to the fact that not all core ports in the BSR are connected to a corresponding core network corridor, and that no core network corridor extension to Russia is included in the guidelines despite the important role of this country's seaports in the BSR trade exchange. The action is thereby also having a specific BSR focus & profile, potentially promoting a more integrated transport system in the region.

The relevance of this action is also strengthened by the fact that maritime transport plays an important role in the BSR transport system, and the cargo throughput of the seaports in the region is according to the underlying report forecasted to increase by 30% from 2010 to 2030. Stronger BSR seaports could thus contribute positively to major objectives of the TB project, such as improved connectivity/accessibility, intermodality and efficiency (reduced congestion).

The policy relevance of this action would however further improve by also highlighting that the CEF is proposing a lower co-financing rate for port investments (20%) than for land-based and cross border links (up to 40%), as contained in the underlying report, and the concern for ensuring better consideration of ferry links in the core network as proposed by the CPMR Baltic Sea Commission.

Reliability & credibility (how)

Under the "how section" it is proposed to prepare a position paper on the changes needed in the TEN-T configuration for seaports in the BSR, organization of communication activities towards the EU and national decision makers and to arrange stakeholder debates about this issue. This approach seems reasonable on the overall level, and could potentially produce the desired changes in the TEN-T guidelines. The fact that the final decision by the European Parliament and the EU Council on the new TEN-T guidelines are only expected during the first half of 2013 is leaving a fair amount of time for conducting lobbying efforts. The underlying report is also containing relevant arguments and supporting background information for a position paper. Furthermore, by already having organized stakeholder

debates on ports and maritime transport issues within the TB project, the basic framework (e.g. participants and procedures etc) for future debates is considered to be in place. The credibility of this action is against this background considered as fairly good.
However, the credibility of this action as described in the MTAP would improve by elaborating more in the "who section" on specific maritime transport stakeholders to be involved, such as the European Seaports Organization and the Baltic Ports Organization (bodies mentioned in the underlying report). Furthermore, this action would stand a better chance of success by joining forces with and capitalizing on CPMR's efforts of strengthening the role of maritime transport and ports in the new TEN-T guidelines[1]

Assessment overview

Impact effects as claimed by the TB project
To strengthen the seaport/maritime transport development needs in the BSR through port and maritime transport to better reflected the EU TEN-T concept

4. Seaports as multimodal gateways in the EU TEN-T	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Evaluators impact effects
As indicated above, the claimed impacts of this action are considered both relevant and fairly credible. However, the term ….."better reflected" should be operationalized in terms of the KPI´s to be achieved, e.g. all BSR core ports being included in core network corridors, increased co-funding rate for port investments, strengthened role of MoS in the final text of the TEN-T regulation, and concrete provisions in the CEF for the funding of MoS-like projects.

If the action succeeds in producing the aforementioned changes in the TEN-T guidelines, it could in the longer run contribute to improved accessibility & connectivity, modal shift from road to sea and to a more efficient and greener transport system in the BSR - to the benefit of the economy and the environment.

Critical areas

Conflicts of interest between different ports are an obvious hurdle that's needs to be addressed.

[1] CPMR policy position on the TEN-T REVIEW AND PROPOSED "CONNECTING EUROPE
FACILITY" adopted 9 February 2012: http://www.crpm.org/pub/docs/358_en-ppp-ten-t-cef.pdf

Improvement recommendations

- Highlight in the "Why section" that the CEF is proposing a lower co-financing rate for port investments (20%) than for land-based and cross border links (up to 40%)
- Insert a reference to the importance of ferry connections in the third bullet in the "why section"
- Change the phrasing in the second last bullet in the "Why section" according to the phrasing in the underlying report: "As maritime transport is very important for trade exchange and traveling between BSR countries, MoS should constitute an extension of TEN-T corridors".
- Elaborate more in the "who section" on specific maritime transport stakeholders to be involved, such as the European Seaports Organization and the Baltic Ports Organization
- Capitalize on and join forces with CPMRs efforts of strengthening the role of maritime transport and ports in the new TEN-T guidelines – adding a reference in the MTAP itself
- Decompose and operationalize the claimed impact effects according to the recommendation provided in the section "Evaluators impact effects" above

5. Develop a small seaports' agenda in transport policymaking at the EU level and by the Baltic Sea countries

Key improvement issue: Describe how conflicts of interest between different ports are tackled.

Evaluator's interpretation

The main objective of this action is perceived as strengthening the market position and role of "small ports" in transport policymaking at EU level, through communication activities (awareness), removal of bottlenecks, exchange of know-how and experience, facilitation of cooperation and competence raising schemes.

Scale of economy in general and large scale transport corridor approach specifically is by this proposal seen as insufficient or even wrong drivers for development of the transport system. Hence there is a need for complementary policy actions with regard to local feeding transport capacity and capabilities regarding specific fraction of goods. There is assumed market imperfections/inertia that motivates intervention

Validity & relevance – (why)

As "small ports" are defined as ports with annual cargo turnover below 2 mill tons, the target group is perceived as rather wide and composed, and would include a variety of different ports in terms of size and cargo, with different challenges and opportunities. We would thus question the validity of treating all ports below 2 mill cargo tones turnover in one common category.

It seems that this policy action should address either efficiency or specialization.

The primary objective of this action is to strengthen the position and role of small ports for their own sake. Although modern and more well-functioning small ports could be perceived as a worthy objective in its own right, it is however not clearly demonstrated how this would contribute to the overall aim of promoting an integrated transport system in the BSR, with improved accessibility, reduced congestion and limited emissions. The policy relevance of this action is therefore questionable.

Reliability & credibility (how)

Activities related to communication, exchange of know-how and experience, facilitation of cooperation and competence raising schemes are considered as relevant and important for realizing the claimed effect of modern and well-functioning small ports. These activities are also considered to be credible and feasible in the sense that they could be initiated and implemented by the smaller ports themselves in cooperation with local/regional authorities and businesses without big investments and complicated policy processes.

It is however not clear whether the specific action of "Remove non infrastructure-related bottlenecks in the free and unrestricted access to the BSR small ports " relates to sea-side or land-side access, and how representative such bottlenecks are for the whole target group of "small ports".

Assessment overview

Impact effects as claimed by the TB project

Improve capabilities and efficiency in small ports and thereby strengthening the transport system as well supporting regional and local growth and development.

5. Develop a small seaports' agenda	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Critical areas

This action could potentially have some positive impacts on the economy of smaller ports and the businesses in their local region.

More modern and well-functioning ports would everything else equal also be likely to improve their environmental performance in terms of reduced energy consumptions and pollution, as well as better waste management.

Competence raising schemes for the staff in small ports could also have a positive impact on the social dimension of sustainability.

The impacts of this action on a BSR level are however more uncertain as the conditions for realizing the relevant improvements would vary between ports across the region, and a coherent/simultaneous development process would also require coordination on an intergovernmental & Baltic Sea Strategy level.

Adapt to reality with regard to low population density, fragmented goods volumes etc

Improvement recommendations

Risk of subjective results

Evaluator's suggested evaluation method(s)

Carry out a cost benefit analysis

Clarify delimitations and terminology

Clarify allocation principles with regard to port activities and surrounding activities (in order to avoid hidden subsidies to become embedded in the analysis)

Relevant KPI´s

Total handling costs per relevant cargo unit

Assessment of regional and local societal cost benefits

Recommendations for improvement of policy action

Determine the main objective. Is it to?

1. Increase productivity/efficiency, or
2. Improve specialization

The latter seems to be more realistic as the dominating trend in the transport sector driven by trade development is larger modes of transport i.e. fewer large scale ports needed. Where is the market analysis?

This action would profit from providing information on how the < 2 mill ports are distributed in more specific size intervals, e.g. 1,5 – 2,0 mill, 1,0 – 1,5, 0,5 – 1,0 mill etc (or whichever intervals should prove to be most fit), to provide the reader with a more accurate picture of the situation.

In order to improve the policy relevance of this action, it is recommended to highlight the role of "small ports" as feeders to the TEN-T core ports, and their possible potential for easing congestion in and around the biggest port by providing additional capacity ("dry port function") and alternative route options. As a way of visualizing this potential role of smaller ports, it would also be helpful to depict them on the map of core ports in the BSR with size indicators.

It would also be interesting to further elaborate on the potential for cooperation & clustering between geographically adjacent ports, and/or between ports operating in the same cargo market. A report under the StratMoS project in the Interreg IVB North Sea Region Program could be a relevant starting point for this[2]

[2] WPC-1 report: Identifying and analysing the characteristics of complementary ports - A study of ports in the North Sea Region. http://www.stratmos.com/home

6. Provide public support in developing and sustaining Baltic container hubs

Key improvement issue: The content is relevant but why should a specific hub receive public funding rather than another hub? How should this be determined? Describe how this approach can sustain antitrust legislation.

Evaluator's interpretation

Developing and sustaining Baltic container hubs by providing a variety of public support measures in terms of defining long-term visions for port-hinterland system, adopting a system-oriented approach to port development with integrated planning perspectives (port – city – hinterland), developing efficient last-mile access infrastructure (in particular rail) and port infrastructure, providing tax & financial incentives and marketing, simplifying institutional schemes and administrative procedures, as well as providing IT communication systems. The benefits of providing such public support measures are exemplified by the success stories of Hamburg and Gothenburg ports.

The action is not targeted on any specific ports but the underlying report indicates that the development potential as container hubs is greatest for Göteborg, Gdansk, Aarhus and may be Ust-Luga outside St.Petersburg.

The action has got clear interfaces with action no. 4 (reinforce role of seaports in TEN-T) and no.7 (dry ports), as well as some interfaces with action no. 5 (small seaports agenda), action no.9 (empty container management) and no.17 (competence management in port logistics)

Validity & relevance – (why)

This action could potentially support and strengthen the maritime dimension of the TEN-T network in the BSR, and support the modal shift targets in the EU transport White Paper. This potential is strengthened by the fact that all TEN-T core ports in the BSR except for Luleå are also classified as container ports according to the underlying report. On the other hand, not all container ports are classified as core ports.

Maritime transport plays an important role in the BSR transport system, and the cargo throughput of the seaports in the region is according to the underlying report forecasted to increase by 30% from 2010 to 2030. Furthermore, there is a global trend towards increased containerisation of cargo which could profit the development of container hubs in the BSR. More and/or stronger container hubs in the BSR could thus contribute positively to major objectives of the TB project, such as improved connectivity/accessibility, intermodality and efficiency (reduced congestion).

As pointed to in the underlying report, further development of Baltic container hubs could relieve pressure and capacity constraints in the biggest European ports at the North Sea coast.

The relevance of this action is considered as good against this background.

Reliability & credibility (how)

The proposed support measures in terms of planning, facilitation of institutional frameworks, tax & financial incentives, investments in port-, access and communication infrastructure, including strengthened integration with the hinterland, as well as marketing activities seem reasonable and feasible on a general level. Besides, according to the underlying report there is free handling capacity available in Gdansk. However, the credibility of this action would improve by providing qualified assumptions as to which BSR ports are considered to have the

strongest development potential as container hubs (indicated in the underlying report), also specifying what kind of support measures which would be most beneficial for each port. Besides, the transferability of the success factors behind Gothenburg and Hamburg to other potential container hubs in the BSR in terms of the benefits of public support alone should be further analyzed, and not merely taken for granted. The strong market position of these ports have developed over a long time, and is not only (and may be not primarily) a result of the mentioned public support measures.
The innovative character and added value of this action would be more evident if it's more clearly demonstrated that it involves public support of another kind and at another scale than currently being provided in relation to relevant ports & hubs in the BSR ("what's new in relation to what is already being done?")
Furthermore, the underlying report is highlighting some important challenges and preconditions for the development of successful container hubs which are not sufficiently reflected and addressed in the description of this action in the MTAP itself:

- The level of concentration in the container market

The container handling market remains far more concentrated than other cargo handling segments in the European port system, as there are strong market-related incentives for maintaining a relatively high cargo concentration level in the container sector. The recent world tendencies in cargo transport are heading towards deployment of large and fast container ships and reducing the number of ports of call, requiring a higher critical mass to be viable.
Increasing hinterland penetration from existing container hubs (as exemplified by Hamburg and Gothenburg) would everything equal limit the expansion potential for emerging hubs naturally serving the same hinterland. This factor should also be taken into account when considering where in the BSR the development potential for container hubs is most advantageous.

- The need to build infrastructure from scratch

New port/hubs emerging in the Baltic Sea are exposed to enormous challenge since it's not a matter of adapting or enlarging the existing infrastructure but generally it requires building the facilities from the scratch (including the whole infra- and suprastructure, equipment) in completely new location, like in Gdansk or Ust-Luga.

- Traditional dependency on Russian trade

The cargo turnover of many Baltic ports is heavily dependent on Russian foreign trade transshipments through these ports (esp. the Baltic States ports). The ports strategy and infrastructure are being developed with the hope of attracting Russian transit. Nevertheless not all ports can become hubs if their domestic market is very limited

<u>Impact effects as claimed by the TB project</u>

Developed hinterland system based on rail shuttles, with the potential to strengthen overall door-to-door logistics efficiency, the short-sea shipping segment and produce an overall environmentally efficient transport chain

Improved competitive position of the BSR as a global transport gateway

Boosted modal shift benefiting the environment and increased attractiveness for businesses to locate in the port municipality/region

Assessment overview

Impact effects as claimed by the TB project

To support and strengthen the maritime dimension of the TEN-T network in the BSR, and support the modal shift targets in the EU transport White Paper.

6. Public support for Baltic container hubs	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Depending upon the nature and scale of the public support measures implemented (where, how much and for how long?), and taking the issues mentioned in the "credibility section" into account, the action is considered to have a certain potential for realizing the claimed effects, in support of a more environmentally and financially sustainable transport system. However, the extent to which, where and when such effects may be realized is uncertain. It should thus be taken into consideration that such development efforts are of a long-term nature, and that the conditions for success would vary between different parts of the BSR.

Critical areas

Improvement recommendations

- Provide qualified assumptions as to which BSR ports are considered to have the strongest development potential as container hubs (indicated in the underlying report), also specifying what kind of support measures which would be most beneficial for each port
- The transferability of the success factors behind the ports of Gothenburg and Hamburg to other potential container hubs in the BSR in terms of the benefits of public support alone should be further analyzed
- Demonstrate how the measures proposed in this action are differing in scale and nature from current promotion measures in this sector , strengthening the added value and innovative character of the action
- Reflect and address the mentioned challenges from the underlying report, as referred above
- Provide cross-references to and explore synergies with related policy actions as mentioned above
- A reference to the option of applying for support from the EU Connecting Europe Facility should be mentioned in the "how section"

7. Initiate multilevel governance and networking cooperation in order to implement dry ports in the Baltic Sea Region

Key improvement issue: Describe a dry port policy for the full region and how they can interact between each other as well as with seaports.

Evaluator's interpretation
Establish multilevel governance (MLG) mechanisms and cooperation frameworks to promote the take up and speed up the roll-out of dry ports in the BSR by showcasing good practice, improve awareness among policy makers and the industry and launch pilot cases

Validity & relevance – (why)
The action is quoting several potential and global benefits of dry ports, such as increased transport efficiency (reduced emissions and costs + reduced empty running), expanded space & capacity for sea ports, increased logistics competitiveness, and new business models and markets for transport and logistics companies. Such benefits are regarded as potentially valid as they support the over all objectives of EU and BSR transport policies, e.g. White Paper, revised TEN-T guidelines and the EU BSR strategy. As dry ports are not yet an established concept in these policy documents there is also an obvious / apparent rational for raising awareness among policy makers and the industry for further exploiting the feasibility of establishing more dry ports in the BSR. The objectives and profile of the White Paper and the revised TEN-T guidelines are considered "receptive" to integrate the dry port concept in the implementation provisions ….

Although dry ports are considered to have several beneficial effects, the action lacks an explicit justification of the applicability of the concept in the BSR region. According to the TB application itself *The [dry port] concepts seems very applicable to the BSR conditions as several container ports around the Baltic Sea encounter problems with the lack of space, queuing times, road access and low share of rail transport mode in cargo supply. For that reason dry ports, located in the proximity to TEN-T links, could offer an additional capacity to the container ports.* By including this quote, the rational for developing dry ports in the BSR becomes more apparent. To improve the policy relevance, the action should also list some TEN-T core sea ports to which the establishment of dry ports would be particular beneficial for the implementation of the TEN-T in the BSR, and thus for the sake of a more integrated transport system in the region.

Reliability & credibility (how)
Most of the proposed actions, such as showcasing good practice, improve awareness among policy makers and the industry, exploiting existing or building new infrastructure and launch of pilot cases seem relevant and would normally be at the disposal of relevant stakeholders (terminals, ports, regional authorities etc). The actions are thus considered to be credible in the sense that they might be initiated and implemented at the regional level, although the impacts of awareness rising towards the EU level would normally be beyond the control of regional stakeholders.

However, the action fails to demonstrate how the claimed benefits of dry ports (in general) are following from / supported by the results of the DP case studies performed by the TB project. In the prolongation of this, the action is lacking information as to where in the BSR the conditions for establishing new DP´s or further developing existing ones might be most favorable.
The action is furthermore advocating a "flexible approach" also opening for the use of road-only transport between the DP and the related sea port, whereas the planning methodology for

the revised TEN-T network stipulates that hinterland connections of ports of the core network must include both road and Rail if rail exists in that particular country. This "rule" should thus be taken into account in the description of the action.

The overall credibility of this action would improve by also taking "global" DP experiences into consideration, as successful concepts are known to exist throughout Europe and in the North Sea Region

Impact effects as claimed by the TB project
Increased transport efficiency (road/rail); expansion areas offered for seaports with limited space; partly mitigated problems caused by increasing truck traffic close to the seaports; increased logistics competitiveness of the hinterland regions; new business models and opened new markets for transport and logistics companies

Assessment overview

7. Implement dry ports in the Baltic Sea Region	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

The intentions of the policy action and related activities in comparison with expected effects are according to our analysis well in line. In addition we believe that the social development aspects needs further analysis and actions as we foresee a risk of a fierce debate between various regions on where these hubs should be located.

The establishment of more dry ports in the BSR could potentially realize the claimed effects [see section above] in support of more environmentally and economically sustainable transport and the promotion of DP´s should therefore be encouraged. However, the concrete realization of these effects is not sufficiently substantiated by the information contained in the action itself – neither by the underlying reports of case studies. The claimed effects should thus be made more differentiated as not all effects could realistically be realized in all relevant places to the same extent. All in all, the claimed effects are considered to be somewhat overestimated.

Critical areas

The number of dry ports as well as existing competing transport solutions determines the potential economy of scale in these dry port solutions.

Among transport providers, terminal handling is considered a potential cost driver, i.e. there is a need for substantial productivity increase (lower cost) in order to attract cargo volumes. In addition to the potential increase of direct cost, there are quality risks in cargo transshipment.

Inland dry ports will most likely be dependent on seaports that potentially may serve several dry ports. The seaport may turn into a bottleneck for the dry ports. Strategic cooperation between those two actors is crucial for success. If more than one dry port is connected to the seaport a strategic cooperation network on an equal basis is essential in order to avoid future conflicts.

This area is very relevant and interesting but will create similar discussions as already the ongoing debate regarding which sea port should be the preferred choice in different regions.

The winner is always the actor with obtaining the critical goods volumes; hence this situation often leads to marked biased subsidies from various actors in the system.

Improvement recommendations

If this project is to succeed it must include an overall dry ports strategy for a large geographical region or in existing large goods volume flows. The risk is otherwise that these hubs will lead to profitability problems and fierce competition and over capacity.

- Replace “implement” by “establish” in the headline of the action as dry ports are not implemented once and for all, but are rather meant to operate on a running basis
- The action would become more educational by providing a more thorough definition of the DP concept, in terms of necessary characteristics
- Demonstrate more clearly how the potentially beneficial effects of dry ports are supported by the findings of the DP case studies performed by the TB project, and where in the BSR the conditions (needs + opportunities) for introducing DP´s would be most beneficial
- Elaborate on the justification for developing DP´s in the BSR (see “validity & relevance section” above), and also list some TEN-T core sea ports to which the establishment of dry ports would be particular beneficial for the promotion of a more integrated transport system in the region
- Also take into consideration how the BSR could benefit from successful DP experiences outside the BSR, in particular from the North Sea Region (see StratMoS and Dry port projects)

8. Make the inland waterway transport in the Baltic Sea Region more attractive to shippers

Key improvement issue: Increase the involvement of commercial shippers through interviews and focus groups

Evaluator's interpretation
This policy action seem to primarily be an in depth study of how inland waterway can involve and aims at identifying what measures are needed for success. Assuming all relevant areas are included in the study, the outcome will provide a relevant report.

Make inland waterway (IWW) transport in the Baltic Sea Region more attractive to shippers in support of EU transport policy objectives like reduced emissions, improved mobility (reduced congestion) and increased efficiency by preparing feasibility and impact studies, specifying needs for infrastructure and capacity investments, planning and conducting construction, modernisation and maintenance works, providing education measures (crew training) and delivering information on infrastructure and traffic conditions to facilitate planning of logistics processes.

Validity & relevance – (why)
Traffic congestion, other negative external effects and lack of sufficient infrastructure capacity in the present transport system needs various solutions. One is to develop inland waterway transport in order to offer optional transport solutions.

The action is making an explicit reference to the potential contribution of IWW transport to EU transport policy challenges. The role of IWW is also explicitly highlighted in the EU Transport White Paper from 2011, with the ambition to *ensure that all core seaports are sufficiently connected to the rail freight and, where possible,* ***inland waterway system***. IWW is also appearing on the list of pre-identified projects in the TEN-T core network. The policy relevance of this action would further improve by making a link to pre-identified IWW projects in the new TEN-T network, such as:

- West-German Canals, Mittellandkanal,
  Hannover – Magdeburg - Berlin IWW upgrading
- Hamburg - Dresden - Praha - Pardubice IWW Elbe upgrading
  Děčín locks IWW studies

However, the TEN-T map of inland waterways is poorly covering BSR countries like Poland, Finland and Sweden, something which should be pointed out in the promotion efforts of this action. See:
http://ec.europa.eu/transport/infrastructure/doc/com(2011)_650_final_2_annex_i_part02.pdf
A better integration and a more efficient utilization of IWW in the transport system of the BSR are also considered to support the overall objective of the TB project to promote a more integrated (and "green") transport system in the region.
The rational for addressing IWW and its potential benefits are clearly stated throughout the action, and further supported by concrete calculations and examples of environmental and economic benefits in the underlying report. It is also positive for the rational and clarity (incl. education purposes) of this action that the prime markets & cargo categories for IWW are specified in 4th bullet in the ´"Why section".
The action is furthermore applying a clear BSR perspective, serving to highlight its BSR profile and relevance (see also "Credibility section" below).
The relevance of this policy action is against this background considered as very good.

Reliability & credibility (how)

Carrying out this study is relevant but needs involvement of key stakeholder groups in order to secure its relevance. The most important stakeholder group is commercial shippers from various industries.

The action is listing a comprehensive set of measures, covering the most important aspects, and in a logical order, with a clear potential of making IWW transport more attractive. Measures related to education and information services are regarded as more horizontal – applicable across specific links and terminals. The proposed approach is regarded as relevant for achieving the objectives of this action, also largely corresponding with the authority and competence of the stakeholders listed in the "Who section". The different measures are as a main rule also corresponding well with and are further elaborated through examples and calculations in the underlying report.

It is furthermore positive that the action is specifying where in the BSR the mode of IWW is considered to have a major development potential – serving to highlight the BSR profile of the action. The underlying report is containing a detailed inventory of the characteristics and potential of IWW in the various BSR countries (e.g. length of navigable canals, major rivers and ports depicted on maps), as well as a best practices identified in previous studies and projects (even from outside the BSR) which is considered as a useful basis for supporting the concrete implementation of this action.

According to the underlying report, IWW plays the most important role in an area of the southern and eastern Baltic, but why then is IWW considered to have a potential in Finland? With regard to the length and role of IWW in the hinterland of the Port of Gothenburg, one should think that this mode is also having a development potential in Sweden. The potential impact of this action could thus further improve by clarifying these issues.

The disadvantages, limitations and challenges of IWW are however only superficially indicated by cue words and should have been more elaborated on in the 5th bullet in the ´"Why section" on the basis of information from the underlying report – according to which *unreliability seems to be the most important obstacle for its (IWW) greater development, and the bigger problem is quality of services which could be improved first of all by infrastructure investments*.

Also ports and inland terminal operators, including dry ports, as well as land-based transport operators should be mentioned under the "Who section".

More critical factors should be mentioned under this section, such as the ability to mobilize stakeholders and the availability of funding for the planning and implementation of infrastructure investments and capacity improvements.

The credibility of this action is all in all considered as good, and would further improve by taking the aforementioned issues into consideration.

Assessment overview

Impact effects as claimed by the TB project

Better used potential of the inland waterway transport in the intermodal supply chains in the BSR; easier achievable EU's transport policy goals, like: the reduction of emissions of transport and increasing efficiency of transport.

8.Develop inland waterway transport in the Baltic Sea Re	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Evaluators impact effects

The claimed effects above seem reasonable and realistic, but one should also add the effect of improved mobility in terms of IWW potential to reduce road congestion, and the positive side effects on leisure and tourism, as for instance illustrated by projects under Interreg IVC and the North Sea Region Programme. The action is thus considered to have clear potential benefits for the environment and the economy.

Critical areas

Involvement of relevant key stakeholders to make the report solid and relevant

Improvement recommendations

Analysis and sources in the report needs to be more transparent as well as more neutral.

- The disadvantages, limitations and challenges of IWW should have be more elaborated in the 5th bullet in the ´"Why section"
- Expand the list of relevant stakeholders in the "Who section" according to the proposal above
- Explore the need for and feasibility of establishing an IWW stakeholder network in the BSR, possibly linking up with similar networks elsewhere in Europe
- Insert references to and exploit synergies with related actions no. 4 (sea ports), 5 (small sea ports), 6 (container hubs), 7 (Dry ports), 12 (harmonized traffic information), and 17 (Competence management).
- Clarify whether IWW are also considered to have a development potential in Sweden
- To highlight the potential of IWW in serving the hinterland, it would have been interesting to depict the most important dry ports, including their parent seaports, on a map of the waterways network in the BSR
- Make a link to pre-identified IWW projects in the new TEN-T network, and explore options of applying for financial support from the Connecting Europe Facility
- Expand on the list of critical factors as suggested in the text above

9. Create stakeholder platforms to mitigate conflicting interests and optimise empty container management in the BSR

Key improvement issue: Describe the potential gains and more concrete how this can be obtained.

Evaluator's interpretation
To optimise empty container management in the BSR

Market inertia/imperfection creates inefficiency

Validity & relevance – (why)
The action is apparently addressing a need but several claims under the "why" section need to be further explained to assess the relevance of the action, including:

- Why is Share of empty containers in the BSR much higher than the global and European average – trade imbalances and/or special market conditions?

- What are actually the conflicting interests among the multi-stakeholder environment consisting in, and are these interests related to BSR specific circumstances?

Structural imbalances as a phenomenon seems to be overlooked in the analysis

Reliability & credibility (how)
The two first bullets under the "how" section seems to assume that the stakeholders involved in container management are not fully aware of the reasons for, the impacts of and relevant measures to mitigate the problems of empty containers. This assumption doesn't seem realistic

The credibility of this action is difficult to assess in the absence of information on measures to mitigate negative effects of empty container management which allegedly exist.

It is furthermore not clear how actions like "conducting stakeholder management processes" and "building up stakeholder platforms" could serve to resolve "conflicting interests among the multi-stakeholder environment" without information on the nature and strength of these interests.

Assessment overview

Impact effects as claimed by the TB project
The policy action aims at reducing the empty flows of containers and potentially other cargo carrier units where improved information transparency is assumed to increase efficiency.

9. Platforms to optimise empty container management	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

The action could *potentially* mitigate negative effects of empty flows and thereby improving the efficiency of the intermodal transport system, but this potential impact is difficult to assess on the basis of the information provided in the MTAP alone, and would need answers to the questions above.

Critical areas

Expected deviation in effects
Market distortion, such as breaking antitrust legislation could be a second order effect of this initiative.

Trade patterns and consolidation towards larger goods flows is a strong trend that will impact on the system more than these initiatives

Evaluator's suggested evaluation method(s)
1. Determine relevant KPI´s
2. Assess KPI
3. Benchmark KPI with other regions

Relevant KPI´s
TC/unitkm
TC = capital + operational costs
Share of empty containers may be a misleading KPI

Improvement recommendations

Provide answers to the questions above in order to clarify the rationale for this action and to demonstrate the credibility of the proposed actions under the "how" section. The action in its current form does not function well as a stand-alone case, and would necessitate a further study of the underlying report listed in the "Origin" section.

10. Establish open ICT platforms to support enterprises in modal choice and to promote intermodal freight transport in the BSR

Key improvement issue: Lack of credible intermodal transport solution requires long term activities. The long term viability needs to be more specified.

Evaluator's interpretation
Identify and communicate success stories on intermodal transport solutions in transport corridors within the BSR

To facilitate and promote intermodal freight transport solutions (rail, SSS and inland waterways) on relevant corridors in the BSR in support of more cost-efficient, transparent (e.g. monitoring) and environmentally friendly transport by establishing open ICT platforms, enabling shippers to make more informed purchases of transport services in terms of comparing lead time and rates from different suppliers, possibly also at lower prices through cargo consolidation and optimization of modal choice, and providing intermodal services providers with an opportunity to obtain new/more offers.
The action is based on input from task 5.3 of the TB project – Deployment of ICT tool box. Optimization of modal choice in the transnational transports in the Baltic Sea Region leading to the reduction of freight expenses and supported by the ICT tools is the main topic of this task. The ICT tool has been tested on the transport corridor between the Port of Hamburg and different destinations in Poland. This corridor has been selected for the demonstration as customers in the container transport normally have full choice of transport modes (rail, road or Short Sea feeders) and many competing operators. The target group of companies to which the tool is addressed is shippers, freight forwarders, 4PL transport service integrators i.e. all kind of enterprises involved in planning and organizing supplies.

Validity & relevance – (why)
Lack of knowledge and tools supporting and stimulating intermodal transport

The very ambition to facilitate and promote intermodal freight transport solutions and co-modality in support of more cost-efficient, transparent and environmentally friendly transport is considered to be very relevant in the context of EU transport policy, and well in line with the objectives of the TB project.
As basic assumption justifying the rational for this action is that there is *poor knowledge among shippers about the advantages and competitiveness of intermodal freight transport due to not easily accessible and not transparent offer* (cf. 1st bullet in "Why section").Although the awareness and knowledge of the merits of intermodal transport solutions always could have been better, we believe that this claim is likely to be most valid for shippers representing clients from the SMS sector. This is because small enterprises usually have less resource to systematically investigate and compare the merits of different transport offers, and are often offered less favourable conditions by the major transport suppliers due the lower volumes. The added value and relevance of this action thus seem to be greatest for the SME sector, something which should be more clearly reflected.

The added value, and the very rational for this action also rests on the assumption that there is *no progress in selling intermodal transport services through the open internet platforms* as stated in the third bullet in the "Why section". This validity of this statement is accepted in the absence of any information to the contrary, but the clarity of the action would improve by indicating *why* this is the case.

Although it is not explicitly stated in the action itself, we furthermore assume that there are no existing ICT platforms already available upon which such a service could be built. Several projects under Interreg and the EU Framework Programmes for research have developed ICT tools for various purposes. According to a report issued by the TB project:
"Review of the ICT Tools supporting green logistics developed in the INTERREG transport projects", *the majority of the ICT tools being developed within the INTERREG transport projects are focused on optimisation of modal choice basing on a travel planner concept. The main idea of attracting sustainable modes of transport is supply of market information concerning time schedules and freight rates enabling easy comparisons of a competitive power of different modes. More advanced applications have to allow purchase of transport services what requires modules for negotiating final conditions of the freight transport contract (p.36).* Read more at: http://www.transbaltic.eu/wp-content/uploads/2012/03/Review-of-the-ICT-tools-supporting-green-logistics-developed-in-the-INTERREG-transport-projects.pdf

The TB report "Review of performed Interreg projects and their relevance for TransBaltic" is also demonstrating how different projects have addressed relevant ICT tools, also including projects under the North Sea Region Interreg programme. Read more at:
http://www.transbaltic.eu/wp-content/uploads/2011/06/TransBaltic-Task-3.1-Review-of-performed-Interreg-projects-in-the-Baltic-Sea-and-North-Sea-2011.pdf

Although many interfaces seem to exist in relation to ICT tools developed by other Interreg projects, the innovative character of this action primarily seems to be the possibility of comparing schedules and rates, as well as inclusion of modules for negotiating final conditions of the freight transport contract.

The action is geographically neutral in the sense that the ICT platform/tool in question is assumed to be applicable anywhere, but a BSR dimension is indirectly reflected through the testing of the tool on container transports between the Port of Hamburg and different destinations in Poland. The relevance of this action in a "stand-alone perspective" would improve by more clearly reflecting BSR-specific circumstances in the MTAP itself.
The relevance of this action is all in all regarded as fairly good, and could further improve by addressing the issues pointed out above.

Reliability & credibility (how)
The feasibility and thus credibility of this action largely rests on the willingness of the main transport operators to offer information on their services through an open ICT platform. The critical factor listed in the text indicates that reluctance on the part of the operators to provide full information on their services might be a real obstacle to the realization of this action. A measure under the "How section" is proposing to "initiate a dialogue with main transport operators…" and another measure in the same section speaks about considering "incentives for transport operators for preferred solutions" (in the context of SME shippers). It seems reasonable and necessary to initiate a dialogue with the main transport operators to possibly mitigate their unwillingness to provide information on their transport offer for the database, but these measures fail to demonstrate concretely *how* their resistance could possibly be reduced or removed. It is furthermore not clear what kind of "incentives" the mentioned measure is referring to (e.g. public subsidy, award of labels etc?), and which body should eventually offer such incentives. An obvious motivation for the operators to provide information to an ICT database would be the prospects of obtaining new orders and clients–

thus improving their business - as also mentioned in the "Effects section". The credibility of this action would improve by clarifying these issues.
We have no possibility for assessing the technical functionality of the proposed ICT platform in the context of this assignment, but this aspect is assumed to be manageable as long as the relevant information is available. However, as internet tools seem to be suffering from a "diversity of standards in electronic communication" (cf. the fifth bullet in the "Why section"), the non-professional reader might wonder if standardization could also be an obstacle for the proposed ICT platform. If this is the case, it should be mentioned in the "Critical factor section".
The implementation of this action is assumed to profit from exploiting synergies with and capitalizing on the results & experiences of other Interreg and EU-funded projects dealing with ICT applications in freight transport, of the reports mentioned above. Although existing knowledge might already be integrated in the ICT platform for this action, this should nevertheless be explicitly mentioned in the "How section".

Establish an open ICT platform that enables intermodal transport in a relevant transport corridor including shippers and transport service providers.

Assessment overview

Impact effects as claimed by the TB project
Improved intermodal transport services
Lower transport costs

- Shippers will be supported by providing current market information on intermodal transport solutions considered as alternative to road transport
- Shippers will be offered to utilise the internet tool enabling carry out paperless freight transport contract as well as monitoring transport service progress
- Shippers from the SME sector may reduce their transport costs due to consolidation of cargo
- The tool will create an opportunity for the intermodal transport service providers for obtaining new orders
- Regions along the transport corridors may obtain high degree of co-modality due to optimal decisions of a large number of transport users

Transport corridors offering optimal modal choice will concentrate flows in order to effective use of vehicle's loading space

10. ICT platforms to support and promote intermodal frei	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Evaluators impact effects
The effects listed above would enable shippers to make more informed purchases of transport services in terms of comparing lead time and rates from different suppliers, possibly also at lower prices through cargo consolidation and optimization of modal choice, and providing intermodal services providers with an opportunity to obtain new/more offers. These primary effects could in turn facilitate more widespread use of intermodal freight transport solutions

(rail, SSS and inland waterways) on relevant corridors in the BSR – eventually resulting in more cost-efficient, transparent (e.g. monitoring) and environmentally friendly transport. The strength and timing of these impacts would depend upon the scale and time frame in which the ICT platforms are rolled out on relevant transport corridors in the BSR.

Critical areas
Long term commitment of the project, i.e. credibility of the pilot

Improvement recommendations
Identify today's main obstacle towards intermodal transport solution and tackle these issuers first.

More focus on reliability is required as many of today´s shippers are unwilling to test intermodal transport solutions after previous failed trials.

Why would the owner share business relevant information to others?

- Specify the target groups for whom the added value and relevance of this action seem to be greatest – assumed to be the SME sector
- Indicate why there is *no progress in selling intermodal transport services through the open internet platforms*
- Explicitly state the added value and innovative character of this action in relation to other Interreg and EU-funded projects as referred to above (see concrete proposal in the amendment section below)
- Try to reflect more BSR-specific circumstances and conditions for the implementation of the action to strengthen the BSR profile
- Indicate how the reluctance of the main transport operators to provide information on their services for the database could be removed or reduced
- Clarify what kind of incentives it is referred to in the "How section", and which body should eventually offer such incentives
- Clarify whether the issue of standardization could also be an obstacle for the proposed ICT platform (as it is claimed to be for internet tools)
- State an ambition to exploit synergies with and capitalize on the results & experiences of other Interreg and EU-funded projects dealing with ICT applications in freight transport in the "How section"

11. Use intermodal terminals as emergency harbours in case of severe traffic disruption for international freight transport in the Baltic Sea Region

Key improvement issue: Describe more in detail how the emergency terminal actually should work in practice.

Evaluator's interpretation
The action contains practical and operational measures to mitigate the problems of severe traffic disruptions in rail freight by using intermodal terminals as back-ups – thereby increasing the real and perceived reliability of this mode and thus improving its competitiveness.

Validity & relevance – (why)
The action is addressing a real problem as rail freight has got a low market share on international traffic to and from Norway, i.e. 17% on to Gothenburg and lower further south, mainly because rail is not perceived as sufficiently reliable and flexible compared to road transport by the customers. Furthermore, predictions of more frequent flooding due to climate change could also increase the problems of weather-induced disruptions of rail freight in the future. The action is considered as relevant as improved reliability of rail freight could potentially (under some given conditions) increase the market share of this mode in support of modal shift targets stated in the EU Transport White Paper, according to which 30% of road freight over 300 km should shift to other modes such as rail or waterborne transport by 2030, and more than 50% by 2050,

The action is also having a strategic significance by addressing a link in the TEN-T core network, coinciding with a leg of the existing TEN-T priority project "Nordic Triangle".
The policy relevance of this action would improve by also systematically communicating the possible benefits of rail freight back-ups to policy makers at the European and national levels, in order to explore the interest and necessary conditions for rolling out a harmonized model on a larger geographical scale in the BSR and beyond. If such a scheme is regarded as a cost efficient way of improving the reliability of rail freight, one should also explore the options of introducing Marco Polo-like financial incentives for supporting start-up and operational expenses (would in case have to be addressed within the context of the new financial instrument Connecting Europe Facility).

Reliability & credibility (how)
The source of this action, Task 5.5 report: 'Rail Transport Solutions for North-South and East-West Flows', contains very concrete and operational procedures for handling incidents of traffic disruptions in rail freight, incl. the deployment of cranes, manpower and lorries to remove the disrupted cargo from the track. These procedures immediately seem reasonable and feasible in the strict technical sense as far as we are able to judge. The educational character of this action would however improve if some more details on the operational procedures were included in the MTAP itself; as such details are not obvious for readers outside the rail freight logistics community.

According to the description of the action in the MTAP, a critical factor for realizing the benefits of this scheme is "availability of spare or overtime capacity at intermodal terminal (as deployed backup plan must not reduce capacity for the normal operation of the terminal)". This sounds reasonable. Another critical factor, or may be an even more basic factor, is the availability of a sufficiently dense network of geographically adjacent back-up terminals

along the relevant route from Norway to Poland and Germany via the Swedish West Coast (what if disruptions happen long away from the nearest potential back-up terminal?). According to figure 14 in the underlying report, there are apparently only three intermodal terminals on the route between Oslo and Malmö, and this question is whether this is sufficient to provide a viable back-up scheme. The credibility of the action would thus improve by also addressing this factor explicitly.

The commercial aspects – with costs and competition issues – are another kind of critical aspect which should be addressed more explicitly. The underlying report is pointing to a situation where "the train might carry perishable goods that are not enough time sensitive to defend the significant additional cost for the back-up road transport". The action should in relation to this try to clarify the conditions, related to the time sensitiveness of the goods and duration of the disruption, under which the gains of such a back-up scheme would outweigh the costs. Besides, in a competitive market environment, it could also prove to be a challenge to identify common interests and negotiate contracts between all relevant parties involved.

Assessment overview

Impact effects as claimed by the TB project
Increased reliability of intermodal transport

11. Intermodal terminals as emergency harbours	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

The intentions of the policy action and related activities in comparison with expected effects are according to our analysis well in line. Developing redundancy is a key and difficult element of large scale transport solutions.

As indicated above, we believe that this action has a clear potential for increasing the reliability, and thus improving the competitiveness of rail-based intermodal transport, provided that the issues under the "Reliability & Credibility section" above are addressed in a satisfactory manner. The action is thus considered to have benefits for the environmental and economical aspects of sustainable transport. The strength of the direct economical impact would amongst others depend upon the number of back-up solutions installed and the economical value of the reduced disruption time. Environmental benefits, as a result of freight being shifted from road to rail, would inevitably take longer time to realize.
The proposed scheme could represent a cost efficient way of improving rail freight reliability compared to expensive infrastructure investments, e.g. construction of double tracks or upgrading of signal systems etc.
The scheme could potentially also provide new business opportunities for intermodal terminal operators.
On the other hand, the introduction of such a back-up scheme could increase the cost of rail freight, which everything equal could weaken the competitiveness of this mode. The issue is thus whether the benefits would outweigh increased costs.

Critical areas

The precondition for this concept is cargo being carried by a multimodal cargo carrier unit such as semi trailers, swap bodies or containers. Less than truck load cargo seems to be difficult to handle.

To ensure redundancy also requires capacity compativeness. If cargo volumes substantially differ between the two traffic modes involved this may create problems. A large ship is difficult to swap into a road transport solution. Vice versa will road transport solution not form sufficient cargo volumes for a ship transport solution.

Cost and time cargo requirements should be reasonable equal if this is to be a viable solution.

Improvement recommendations

If intermodal terminals are to handle traffic disruption they will have to develop the security performance as disruption by definition may lead to intermediary storage of large goods volumes. The financial aspects of overcapacity in warehouses will need to be addressed.

- Indicate the concrete geographical location of this action, e.g. from Norway to Poland and Germany via Sweden, coinciding with a link on the TEN-T core network and the current priority project "Nordic Triangle"
- Include a sub-action in the "how section" on communicating the potential benefits of rail freight back-up solutions to policy makers on the European and national levels, with a view of exploring the interest and necessary conditions for rolling out a harmonized model with financial incentives on a larger geographical scale in the BSR
- Provide some more details on the description of the "operational procedures" of the back-up scheme in order to make the action more easily understandable for "non-professional" readers
- Address under "critical factor" the issue of whether a sufficiently dense network of geographically adjacent back-up terminals are available along the relevant route
- In this section, also address issues related to commercial viability and competition concerns
- Also include potential benefits related to cost savings and business opportunities in the "effects section" as advised above.

12. Facilitate a harmonised traffic information framework for the cross-border integration area through synchronisation of traffic-related data

Key improvement issue: Distinguish much more clear the difference between ITS and ICT

Evaluator's interpretation
As stated in the headline above, with focus on long-distance road freight in the Öresund region, also including Northern Germany and partly Poland.

This area is of utmost importance but at present it needs further work on the definitions. ITS, intelligent transport system consists according to us of:
- ICT, Information and communication techniques
- Transport techniques
- Management skills

These three elements form the ability to create the intelligent transport system (ITS).

It seems this project is oriented towards ICT but this is not totally clear at present.
(At present this paper is accordingly not yet consistent with regard to use of ITS and ICT)

Validity & relevance – (why)
The relevance of this action is in principle considered as good because ICT tools have a clear potential of creating ITS, hence making freight transport more efficient, "greener" and safer. At the same time there are still substantial challenges related to effective and harmonized deployment of such tools across borders and modes due to lack of common standards for information sharing and communication, uncoordinated and not harmonised national regulatory frameworks, lack of expertise within local and regional transportation agencies or insufficient real-time information

ITS (ICT?) issues do also have a strong basis in EU transport policy, and is for instance one of four main policy areas in the Transport White Paper from 2011. The Commission is also putting strong emphasis on ITS issues in the Freight Logistics Action plan, and in the related initiatives on "eFreight" and eMaritime". In 2010 the EU adopted a Directive on the framework for the deployment of ITS in the field of road transport. The EU has furthermore established dedicated ITS-related bodies, such as the ITS Committee and the ITS Advisory group

A harmonized ITS framework in the BSR could also potentially support the overall objective of TB - promoting an integrated transport system in the region.
The action is focusing on long-distance road freight, but its policy relevance would improve by strengthening the intermodal perspective on harmonizing ICT applications between different transport modes.

The action is originating from a report based on a case study from the Öresund region but the BSR profile of the action is considered as rather weak in the sense that it doesn't contain any specific provisions for deploying a harmonized traffic information framework in the whole region. The action is furthermore not capitalizing on the findings from ITS-related work in the BSR transport corridor projects EWTC and Scandria, referred to on p.22 – 23 in the underlying report. Moreover, one could for instance imagine that this action could support the implementation of the EU ITS directive in the BSR. The policy relevance of the action would improve by strengthening the BSR profile as indicated above.

Reliability & credibility (how)
The proposed actions in the "How section" seem reasonable and feasible in a narrow Öresund perspective but fails to take into account how the action is relating to ITS development and standardization efforts at the European level. Besides, the BSR profile is considered rather weak as pointed out above. Without a stronger basis at the European level and a clearer perspective for ITS (ICT) deployment in the whole BSR region, it is a risk that this action could remain confined to the Öresund region. The replication potential of the action for the BSR region is merely taken for granted in the "Where section", and the more specific conditions for deployment and standardization in the whole region is not explicitly addressed. This is regarded necessary as the state of ITS developments and level of standardization is known to vary between the different countries in the region. The credibility of the action would improve by taking the above aspects explicitly into account.

Assessment overview

Impact effects as claimed by the TB project
Reduced fuel consumption and transport costs (greening of transports), improved punctuality of deliveries

12. Facilitate a harmonised traffic information framework	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

The intentions of the policy action and related activities in comparison with expected effects are according to our analysis well in line. A fundamental challenge is to identify and carry out development work that not overlaps other ongoing projects.

The action has a potential for making freight transport more efficient, "greener" and safer but the provisions for realizing the potential impacts in the whole BSR region are regarded as insufficient (see the above paragraphs), thus making the strength of the impact uncertain.

Critical areas

This area is of utmost importance but at present it needs further work on the definitions. ITS, intelligent transport system consists of:
- ICT, Information and communication techniques
- Transport techniques
- Management skills

These three elements form the ability to create the intelligent transport system.

It seems this project is much oriented towards ICT which is not totally clear at present. A key element of a solid ICT solution is efficient access (data capturing) of relevant and correct data that later can be transformed into information needed for the ITS. Present development in this field seems to distinguish between centralized database approaches or more distributed data access. Our belief is that the more distributed model will be the future winner. This however is based on the assumptions that viable business model for the present owner of needed databases is being developed.

There are several research and development projects on the technical issues related to ICT, but the key element of a viable business model is still lacking. This should be an interesting and much needed area to dwell into for this project that in addition would reduce the obvious risk of overlap with existing projects.

As this project initially seems to be based on more public data, it increases this project ability to succeed. Still one must not neglect the market challenges with long term access of relevant and correct data.

Improvement recommendations

This area is under development everywhere; hence success lays in finding a relevant and unique important niche within ICT. In our opinion there is at present a lack of a viable business model that creates long term access to crucial information.

Distinguish much more clear the difference between ITS and ICT (at present this is very relevant for this specific paper)

Clarify in the heading ("What") that the action only concerns long-distance road freight – something which is not obvious from the description

Clarify how the action is relating to ITS development and standardization efforts at the European level, i.e. by supporting the implementation of the EU ITS Directive in the BSR countries

Also include actors at the European level in the "Who section", e.g. the ITS Committee and the ITS Advisory group, as these bodies play a crucial role for pan-European efforts of promoting standardization of ITS-tools in the transport sector

Elaborate on the ITS-measures proved to have the strongest "greening potential" in the underlying report, see p. 32 – 33.

Strengthen the BSR profile of the action currently limited to the Öresund region – specify provisions in the "How section" for deploying a harmonized traffic information framework in the whole BSR region. The action should also refer to and exploit the findings from ITS-related work in the BSR transport corridor projects EWTC and Scandria (see underlying report p.22 – 23). The "Umbrella cooperation" and the TransGoverance project, as well as the administrative structures related to P11 in the Baltic Sea Strategy are also assumed to be useful platforms for promoting ITS-developments in the whole BSR regions. These "bodies" should also be included in the "Who section".

Consider the feasibility of strengthening the intermodal perspective of the action

Also highlight safety benefits from ITS tools in the "effects category", e.g. road safety and hazardous goods

13. Use results of EU-supported transport and infrastructure development initiatives in the Baltic Sea Region in a more systemic way

Key improvement issue: Show more in detail how earlier results will be assembled and accessible/comparable in a systematic way.

Evaluator's interpretation
To capitalize on earlier experience from Interreg, Marco Polo and other similar projects in order to launch relevant policy actions in the BSR (generally this is feasible for any policy area)

Validity & relevance – (why)
There is a fair assumption that there is a lack of experience gathering and sharing of this information to existing organizations within the EU in general as well as within the BSR.

There is no expectation that this information is withheld, it is just the issue of grasping its content and synthesize it in a relevant way.

Reliability & credibility (how)
We this is a relevant project, but we have some doubts on its feasibility as it from the underlying report seemed fairly tricky to assess the information in a relevant format.

If this is carried out successfully it could serve as a very relevant tool box for coming EU-programmes.

Assessment overview

Impact effects as claimed by the TB project

13. More systematic use of EU supported infrastructure develo	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Critical areas
The challenge is how to systemize data including important and relevant Meta data when these projects already are ended.

How to make relevant conclusions as one conclusion in an earlier project was based on very different underlying conditions.

Improvement recommendations
Select a more narrow scope and make a pilot to evaluate if there are obvious gains to be obtained.

14. Prepare the BSR transport system for a growing trade exchange with India

Key improvement issue: A long term project which needs long term commitment that mat be difficult to assess among industrial stakeholders.

Evaluator's interpretation
To capitalize on future trade growth

The headline of this action is not fully consistent with the actual content as it is focusing equally much on promoting India – BSR trade relations in general as on preparing the transport system for the consequences of this growing trade, cf. the first two bullets in the "Why section" and "How section". See also the sections on "relevance" and "credibility" below.

As for the transport part of the action, it intends to prepare the transport system for growing India trade through the formation of partnerships for addressing the identified hard and soft transport barriers, developing a pan-Baltic approach & efforts to strengthen and improve BSR – Indian ocean shipping, e.g. by encouraging direct liner services from India to BSR ports.

Validity & relevance – (why)
The vast growth in trade forecasted between India and BSR countries (estimated at 11% p.a.) is very likely to have significant consequences for the transport system in the region in terms of growing cargo volumes in ports and on hinterland networks. It is therefore regarded as highly relevant to prepare the different components of the transport system in the BSR for these consequences. In order to promote seamless connectivity between India and Baltic, the primary challenging task is twofold according to the underlying report for this action**:** first, to integrate the different transport corridors and modes (railways, roads, air, and shipping) which will facilitate the movement of goods and services; and second, to overcome institutional constraints and bottlenecks that are deteriorating the global competitiveness by making trade expensive.

The underlying report is pointing to an interesting opportunity for the BSR in the context of trade relations and transport connections with India which should be highlighted in the description of the action itself: *If the Northeast Passage (alias "Northern Sea Route") extending along the northern parts of Russia and the Northwest Passage travelling along the coastal areas of Canada become available throughout the year or summer season at the least, without forced reduction of ship speed, those routes would gain advantage over the conventional sea routes connecting the Pacific Ocean, the Atlantic Ocean, and the Indian Ocean, in terms of navigation distance.* Such a development could under certain conditions strengthen the BSR as an important hub for Asian traffic, also including India.
As stated above, the action is focusing equally much on promoting India – BSR trade relations in general as on preparing the transport system for the consequences of growing trade. The transport-specific focus of the action is considered as rather weak in the absence of any information on the most important transport routes, nodes/ports, modal split and state of infrastructural conditions and developments. Hard and soft transport barriers are said to have been identified, cf. third bullet in "How section", but the action is not containing any clues to what these barriers are or where they are physically located (e.g. in India, in between and/or in the BSR). The underlying report is however containing some information on various barriers for land-based transport in terms of lack of compliance with international conventions in the

transport sector by several countries on the India – BSR route, including a need to harmonize administrative procedures for bordering crossings and custom clearance. According to the report, there is also an obvious need for upgrading road and rail infrastructure, and harmonizing standards for rail at several cross border sections along the route.
The relevance of this action with its current profile is therefore considered as limited in terms of EU & BSR transport policy and the objectives of the TB project. However, the relevance of the action could easily improve by downgrading the trade focus and strengthening the transport focus in line with the paragraph above, and by integrating relevant information from the underlying report (see also concrete recommendations for improvement below).

Larger goods flows enable more efficient transport solutions, but they increase total energy use in the transport system.

Reliability & credibility (how)
There is an apparent mismatch between the stated ambition of this action – to prepare the transport system for growing India trade on the one hand, and measures designed at stimulating this very trade (cf. the first two bullets in the "How section"). A further stimulation of an already growing India trade could paradoxically increase the challenges for which this action is actually intended to prepare! So increasing the problem isn't usually a good way of solving it!
Hard and soft transport barriers between India and the BSR have apparently been identified already according to the third bullet in the "How section", but it is very difficult to assess the impact of the proposed measures in the absence of any specific information as to the nature and location of these barriers. As mentioned above, these barriers are of a varied nature and spread out between some 20+ countries along the long route between the BSR and India.
Also the other transport-related measures are of a very superficial and general nature, e.g. "Develop a pan-Baltic approach and support efforts to strengthening ocean shipping…" In light of growing trade there is obviously a big potential for increasing shipping of cargo from India to Europe, but the mentioned measure is not providing any clue as to *how* one could ensure that a higher share of calls/cargo is landed at BSR ports instead of the biggest European ports currently receiving most of India's export to Europe, such as Hamburg, Rotterdam and Southampton. In assessing the realism of this ambition, one have to take into consideration that there are currently no direct liner service from India calling at BSR ports according to the underlying report. At present, three ports work as hubs for Indian cargoes moving to and from Scandinavian part of BSR, which are Hamburg, Rotterdam, and Southampton, feeder services from there connect St. Petersburg (Russia), Gothenburg (Sweden), Copenhagen (Denmark), Helsinki (Finland), and other ports in the region.
For instance, there is no guarantee that "the transfer of experience in PPP investments models to Indian port and hinterland infrastructure development plans, or measures stimulating direct infrastructural and technological investments from the BSR companies in the Indian container port sector" would necessarily and directly benefit BSR ports in terms of more direct calls from Indian liner services (although it could benefit BSR companies). Such knowledge transfers to and investments in India could equally well be exploited for the sake of improving liner services to the biggest European ports currently receiving the lion's share of India's trade with Europe. In general, the measure to encourage direct liner services from India to BSR ports could have some potential merits, but it this potential is difficult to assess in the absence of any concrete indications as to which ports are considered to have the biggest potential and how this actually could be done. A core issue would be how BSR ports could improve their relative attractiveness compared with major ports like Rotterdam, Antwerp and

Hamburg, for instance by developing comparative advantages in terms of lower port dues and shorter handling times, and/or better facilities. Less congestion in and on the adjacent hinterland links to BSR ports could be another potential advantage compared with the biggest European ports. Action no.4 (sea ports) and no. 6 (container hubs) are addressing issues of relevance for this action, and one should therefore explore and exploit potential synergies with these actions.
The comprehensive and challenging task of improving transport connections with India and to better prepare the BSR transport system for growing volumes in the future, needs to be tackled in a wider international framework. To succeed it would thus be required to engage various UN bodies and international associations, e.g. like the International Transport Forum, currently involved with the development of Euro–Asian transport connections, and to link the BSR up to corresponding processes. This wider international perspective should thus be better reflected throughout the action.

Policy tools that stimulates trade between the BSR and India

Assessment overview

Impact effects as claimed by the TB project
No effects stated in the MTAP

14. Prepare the BSR transport system for a growing trade exch	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Evaluators impact effects
A better preparation of the BSR transport system for the growing trade exchange with India (both in terms of tackling challenges and exploiting opportunities) could potentially have significant impacts both the for economy (e.g. improved income opportunities for ports, transport operators and the logistic sector) and the environment (e.g. measures to mitigate increased emissions, safety threats and congestion from increased traffic). However, some of the last mentioned challenges could increase on the short run if sufficient "adaptation measures" are not in place on time.
However, as pointed out several times above, the action in its current form is not convincingly demonstrating how the BSR transport system is going to prepare for and benefit from growing trade with India. Furthermore, as also pointed out above, the task of improving transport connections with India and to better prepare the BSR transport system for growing volumes in the future is both challenging and comprehensive, which would require concerted international efforts over a long time period. In this picture, the overall impact of this particular action is considered as moderate, and highly uncertain. The realism of this action would improve by decomposing the task in smaller and more manageable sub-tasks, and at the same time developing more concrete and targeted measures to these tasks. We are not able to provide any "quick fix" as to how this could be done, but the recommendations in the text as summarized below is a starting point for this exercise.

Critical areas
Long distance
Cultural differences

Improvement recommendations

- Make it more concrete
- Downgrade the trade focus and upgrade the transport focus in line with recommendation in the text above, and by integrating relevant information from the underlying report
- Provide information on the most important transport routes and nodes/ports for Indian – BSR trade, including modal split
- Indicate the nature, scale and location of the identified hard and soft transport barriers between India and the BSR
- Expand on the categories of stakeholders listed in the "Who section" – see concrete proposal for text amendment below
- Capitalize on and link up to current international efforts to improve Euro–Asia transport connections under the auspices of UN bodies
- Justify why the proposed knowledge transfers to and investments in India's port and hinterland sector could profit BSR ports
- Indicate how and which BSR ports could improve their comparative advantages to major European ports in order to attract more direct liner services from India, e.g. through lower port dues and shorter handling times, better facilities and/or less congestion in and on the adjacent hinterland links to BSR ports
- Exploit synergies with Actions no.4 (sea ports) and no. 6 (container hubs)
- Develop the time frame for this action

15. Carry out a joint and open planning process in the regional communities of the Baltic Sea area to mitigate fragmentation of development initiatives and to achieve more sustainable transport

Key improvement issue: Clarify the scope of the action and how this can be obtained in practice.

Evaluator's interpretation

1) Exchange experience and know-how on the requirements for sustainable transport planning between regional authorities in the BSR
2) Define and implement a common, harmonized approach to sustainable transport planning at the regional level across countries on a BSR level

Planning and implementation of infrastructure and traffic solutions is not sufficiently coordinated and does not consider the wider concept of sustainability.

Validity & relevance – (why)
The action is addressing an obvious need for improving and making sustainable transport planning more holistic and harmonized at the regional level.

The very objective of promoting sustainable transport has obviously a strong basis in policy documents at the EU and BSS level, and this bottom-up oriented action could represent an interesting complement to the top-down oriented planning in the TEN-T and in the BSS. However, attention should be paid to the fact that a common and harmonized approach to sustainable transport planning wouldn't work equally well in all regions of the BSR due to different circumstances and conditions ("One size doesn't fit all").

Reliability & credibility (how)
The action is considered as credible in relation to the first interpretation under "definition" above as authorities and other stakeholders in the regions would be in a position to initiate, develop and implement sustainable transport plans in their own regions, and to engage in the exchange of experience and know-how with regions in other BSR counties.

In relation to the second interpretation of this action, it is clear that the task of achieving agreement on a common approach to and methods for sustainable transport planning across countries would be demanding as interests, starting point (baseline) and conditions would vary significantly. At the transnational level one should therefore concentrate on defining more overall planning guidelines with basic objectives, KPI´s and kind of stakeholders to be involved, whereas the specific planning requirements should be adapted to regional specificities and conditions.

Assessment overview

To achieve more sustainable transport

15. Planning process for more sustainable transport	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Impact effects as claimed by the TB project
Improved methods for planning would primarily improve the conditions and potential for sustainable transport, and not produce direct impacts on sustainability indicators. If a joint and improved planning process for sustainable transport were to be carried out throughout the BSR, there is over time a clear potential for also improving the actual level of sustainability in the transport sector. However, it is difficult to estimate this potential more accurately in the absence of a specific plan and timeline for rolling out such a joint planning scheme.

We believe in stimulation and increase of overall stakeholder involvement

Critical areas

Expected deviation in effects
Risk of municipality NIMBY / Kantoon effects hindering this process

Evaluator's suggested evaluation method(s)
1. Determine relevant sustainability KPI´s
2. Assess these KPI´s

Relevant KPI´s should include
- Economical impacts
- Social aspects impacts
- Environmental impacts

Improvement recommendations

Clarify the scope of the action according to the two alternatives under "definition" above, and refine the "how's" accordingly in terms of the actions to be implemented at the regional and transnational level respectively

Explore potential synergies with other actions in the MTAP, and in particular with top-down oriented actions as the first test action "Improve capacity of interfaces …"

Pan-Baltic organizations and networks like the CPMR BSC, BSSSC and the UBC could be useful as platforms for exchange and coordination, and should therefore be mentioned under the "Who" section.

16. Develop a dedicated assessment and promotion mechanism ensuring successful implementation of green transport policies in the specific conditions of the Baltic Sea area

Key improvement issue: Policy deployment for the action needs additional clarification how it can be successfully implemented. Example of challenge: EU ETS in air transport.

Evaluator's interpretation

To improve the conditions for developing green- and sustainable transport practices in the BSR, with a particular focus on the non-EU member countries Russia, Ukraine and Belarus, by means of stakeholder dialogue, education and promotion measures, harmonization of standards and administrative procedures, as well as research, incl. the application of KPI´s. The action is perceived as a way of supporting the implementation of EU transport policy, as defined in the White Paper and related communications and action plans. Most of the measures (3 out of 4) in the "How section" are focusing on the promotion dimension, whereas the last measure in this section is addressing the assessment dimension. The action claims to increase the likelihood of achieving EU transport policy targets by lowering the barriers to sustainable transport development and strengthening cross sector cooperation (authorities, market actors and research).

The action is mainly based upon a report addressing the impact of the EU transport policy on development actions concerning sustainable transport in the Baltic Sea Region. This report contains a chapter on hindrances for sustainable transport development in the BSR, including barriers for rail interoperability, administrative obstacles for maritime transport, incompatibility of transport and information systems in all modes and the significance of different levels of economic development.

Validity & relevance – (why)

The action is directly addressing the issue of green and sustainable transport as defined in EU transport policy documents. The BSR focus is clear as the action intends to customise the EU transport greening policy proposals to the development specificity of different parts of the BSR. The action is also perceived to have a cohesion perspective by addressing disparities in the BSR when it comes to the conditions for and actual level of transport sustainability. The focus on the non-EU member countries in the Eastern part of the region is well justified for several reasons: Low level of transport sustainability and apparent low interest to introduce green transport policies in these countries, the absence of formal obligations and EU incentives (e.g. type cohesion funds) to comply with and benefit from EU policies and requirements for "green transport" as non-members, and a danger for increased disparities within the BSR by these countries lagging behind a "green development" in the rest of the region. The action is thus considered to have a potential for promoting a more coherent and integrated transport system in the region, directly supporting the core objective of the TB project.

The relevance of this action is regarded as very good against this background.

Reliability & credibility (how)

The proposed approach in the "How section", including dialogue, education, promotion, harmonization and research measures, is as a general rule regarded as reasonable. A key for succeeding with these efforts would be to demonstrate the benefits of and provide effective incentives for introducing sustainable transport practices, in particular in the mentioned non-member countries. The demonstration ambition seems feasible to achieve due to the existence of a growing number of good practices, in various ways showing that green transport practices

can have benefits both for the economy, the environment and social conditions (e.g. working conditions and level of competence for transport staff). It is however regarded as more challenging to produce sufficiently effective incentives for introducing sustainable transport practices in the non-member countries, as they as such don't have access to EU funding instruments like the cohesion fund and the Connecting Europe Facility, although they have access to funds from the European Neighbourhood and Partnership Instrument - ENPI. Even in the absence of EU funding, the "outsiders" would nevertheless have an interest in developing efficient and coherent transport connections with the EU part of the BSR. Continued or even increasing disparities in terms of infrastructure standards and administrative procedures in the transport sector in relation to the EU part of the region would constitute a significant barrier to economic development in the non-EU part. The action of implementing harmonization and standardization measures in terms of certification, product labelling of terminals and particular services, common cargo safety standards and faster and less complicated customs procedures is thus regarded as very important in this perspective.

Strong implementation mechanisms would obviously be required to succeed in these efforts, and it seems reasonable to involve and apply the political and administrative framework established in the context of the EU Baltic Sea Strategy for this purpose. The action is however not clear as to whether this framework is also meant to handle education and promotion measures, as well as implementing harmonisation measures, cf. the second and third bullet in the "How section". The management and coordination aspects of this action would also profit by exploiting the resources of the TransGovernance project.

As for the harmonisation efforts, also UN and international bodies responsible for global transport harmonization efforts should be involved.

Although research on the conditions for a greener transport system is regarded as important, we are not totally convinced of the added value of *designing concept for a pan-Baltic coordinated and multidisciplinary research focusing on the green and sustainable transport system, including key performance indicators (KPI´s),* cf. the last bullet in the "How section". Against the background of the vast amount of previous and ongoing research on sustainable transport, incl. the existence of KPI´s (cf. the good practice compilation contained in the underlying report of this action), on which this action could profit, the research design in question should explicitly focus on the requirements for implementing and managing green transport policies accustomed to the development specificities in the BSR, in particular in Russia, Ukraine and Belarus. It is thus no need to "reinvent the wheel" when it comes to the content of the research. Such a governance perspective might already be intended for this measure, but we believe that this perspective should be more clearly highlighted in the description in the MTAP itself.

Assessment overview

Impact effects as claimed by the TB project

- Higher likelihood of achieving Commission targets on transport operations in the EU by 2030
- Key performance indicators (KPI´s) may encourage solutions to green the transport operations;
- Systematic lowering of the barriers to sustainable transport development;

An effective cooperation mechanism between the government, service providers and traders and business environment to secure an improved transport and trade policy coordination;

16. Mechanism to ensure implementation of green transp	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Evaluators impact effects

The action is considered to have a clear potential for improving the conditions for introducing and implementing more sustainable transport practices in the BSR, and in particular in the Eastern non-member countries. As stated above, the action is also considered to have a cohesion potential – harmonizing transport practices between different parts of the BSR towards improved sustainability. The likelihood of success would improve by strengthening the management and coordination mechanisms, also involving UN and international bodies involved in transport harmonization efforts and the European Commission DG for external relations. Also transport operators and infrastructure managers would have to be involved, and the mentioned actors should be included in the "Who section". Given the scale and nature of this challenge, it is obvious that concerted, targeted and long-time efforts would be required to succeed.

Critical areas

There is a need to overcome the fundamental conflict of interests of mobility and related economic growth and tackling the issues of renewable energy and emissions of fossil green house gases. Earlier environmental policy gains were more built on technical fixes that had less negative impact on the economic development.

Improvement recommendations

- Clarify whether the framework of the EU Baltic Sea Strategy's also meant to handle education and promotion measures, as well as implementing harmonisation measures
- Also capitalize on the ongoing transport harmonization efforts at the international level, by involving relevant UN and international bodies
- Strengthen the management and coordination mechanisms of this action as suggested in the text above, and by also involving the TransGovernance project
- The concept for pan-Baltic research on green and sustainable transport should explicitly focus on the requirements for implementing and managing green transport policies accustomed to the development specificities in the BSR, in particular in Russia, Ukraine and Belarus

17. Establish and operate a transnational competence management system to ensure adjustment of professional qualifications to the changing demands in the port and logistics work in the BSR

Key improvement issue: Assess present national conditions that may hinder this development.

Evaluator's interpretation
As stated in the headline by reviewing existing facilities, standards and practices for qualification & training and estimate future demand for labour, creating a stakeholder platform, developing systematic approach to data collection on EQF reference skills, discussing introduction of binding standards and funding of VET services with national authorities, test feasibility of extending a current demo on competence management system (CMS), and consider the establishment of a BSR network of excellence in port-related VET to operate the CMS.
This action is explicitly addressing the human factor in transport – improving the level of qualification and mobility of the labour force as a means of sustaining growth and competitiveness of the port logistics sector. The action originates from Task 5.4 of the TB project - *Competence management system (CMS) in harbour logistics,* in turn related to the general challenges addressed by task 4.2 *Human capacity building in transport operations*. It should be noted that no reports from the mentioned tasks were available at the TB home page at the time of writing.

Validity & relevance – (why)
This action is addressing a very relevant issue as human skills are regarded as a key factor for sustaining and improving the competitiveness of the port logistics sector, thereby also improving the conditions for a more efficient, integrated and socially sustainable transport system in the BSR. Already in the near future, it is predicted that a mismatch is going to emerge between the demand for transport professionals and the supply of appropriately trained people. In this picture, there is also a need for improving the flexibility and mobility of staff in this sector, so that staff in principle could work in other EU/EEA countries without any additional training. The wider issue of "flexicurity" – balancing labour market flexibility and worker's security - is also involved in this action. Flexicurity has been adopted as a leitmotiv of the European Employment Strategy from 2007.

This action could also support the implementation of the European Qualification Framework (EQF) directive in national legislations in the BSR. The EQF directive was adopted by the European Commission in 2008, and is meant to act as a translation device to make national qualifications more readable/transferable across Europe, promoting workers' and learners' mobility between countries and facilitating their lifelong learning. According to the description of this action (cf. bullets 5 – 7 in the "Why section"), there is an apparent need of improving the transnational compatibility of the VET system in BSR seaports, and thus to speed up the integration of the EFQ Directive into national legislations.

This action is considered as relevant in the sense that it is responding to a real need of improving the level of qualification and mobility of the labour force in the port logistics sector, in face of an emerging mismatch between the demand for transport professionals and the supply of appropriately trained people. As stated above, the action is considered to have a potential for improving the conditions for a more efficient, integrated and socially sustainable transport system in the BSR by strengthening the competitiveness of the port logistics sector and coherence of practices across borders. This action is also considered to have a strong

basis in EU policies by addressing the implementation of the European Qualification Framework (EQF) directive in national legislations, and supporting the social agenda in EU transport and maritime policies.

As the only action solely addressing the human dimension in transport, this action is also considered to provide a clear added value to the MTAP. The relevance of this action could however further improve by exploiting synergies with the other port-related actions in the MTAP, e.g. actions number 4, 5, 6 and 7, as well as by relating to training issues in other actions, e.g. in Action 8 on Inland Waterways and in Action 16 – Promotion mechanisms for green transport policies.

Reliability & credibility (how)

The set of measures listed in the "How section" are in general regarded as fairly reasonable, necessary and feasible to implement. However, the clarity and credibility of the action would improve by addressing the following observations and recommendations:

All the measures are not regarded to be at the same level, as bullet no.2 – *Creating a BSR platform for interested stakeholders* could function as a common framework for carrying out all/most of the other measures, e.g. comparative review, approach to data collection, discussions with national authorities and testing of demo. The different role of bullet no., 2 should therefore be more clearly reflected in the text itself.
Furthermore, there seems to be a certain overlap between bullet no.2 – *Creating a BSR platform for interested stakeholders* and bullet no. 6 - *establishing a BSR network of excellence in port-related VET*, as the *network* could naturally be a part of, or at least emerge from the *stakeholder's platform.* If the intention is to establish a network of excellence outside the stakeholder's platform, the added value of this is not regarded as obvious.
The form of most measures creates an impression that they are going to be designed from scratch (except for the demo referred to in bullet no.5), and it's not clear how they would build on the work carried out in Task 5.4 and 4.2 of the TB project. In light of the results (assumed to be) produced by these tasks of the project, the added value of designing measures from scratch is questionable.
The expression in the first bullet "to estimate future demand for ….*staff flexicurity* doesn't immediately make sense as the concepts of "labour" and "flexicurity" are apparently not at the same level ("flexicurity" is more like a feature of labour conditions) and should be reviewed.
Specify the kind of "labour market initiatives" to be launched in bullet no.3, as it's also not apparent how this particular measure is following logically from the first part of the bullet.
Consider to replace "binding" with "minimum standards" in the 4th bullet. See also proposal for text amendments below.
One should provide a specific reference to the "current demo of CMS developed in the TB project" mentioned in bullet no.5.
The implementation of this action would profit from also studying and capitalizing on global experiences with competence management systems in port logistics and implementation of the EQF Directive in other parts of Europe.

Assessment overview

Impact effects as claimed by the TB project
Attained flexicurity of BSR seaports in adapting to the changing global port logistics conditions

17. A management system to ensure professional qualifi	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

Evaluators impact effects
The claimed impact above is phrased in a rather vague manner, which immediately seems difficult to measure in terms of indicators. It's more precise to say that the most direct effects of this action could be an improved level of qualification among staff in the port logistics sector, a better match between the demand for transport professionals and the supply of appropriately trained people, and more harmonized regulatory standards and VET practices in the BSR.

As stated above, these kinds of primary "effects" could in turn strengthen the competitiveness of the ports logistics sector, thereby also improving the conditions for a more efficient, integrated and socially sustainable transport system in the BSR in the longer run.

Critical areas
Assessing common BSR (and EU) based working conditions

Improvement recommendations

- Exploit synergies with the other port-related actions in the MTAP, e.g. actions number 4, 5, 6 and 7, as well as by relating to training issues in other actions as suggested in the text above
- Address the observations and recommendations under the "Credibility section" above
- Study and capitalize on global experiences with competence management systems in port logistics and implementation of the EQF Directive in other parts of Europe
- Expand on the list of stakeholders included in the "Who section" – see concrete suggestions in the text below
- Rephrase and expand on the expected effects of the action as suggested above

18. Create meeting venues to improve cooperation between the intermodal supply chain parties to discuss and find new quality and service solutions

Key improvement issue: Relevant but will be a long term project. Describing its long term viability is essential for its credibility.

Evaluator's interpretation
Despite the rather universal title, the main focus of this action is to improve the competitiveness of international rail freight by facilitating cooperation (meeting venues), information exchange and education between and among relevant stakeholders such as national rail and road authorities & infrastructure managers, operators and forwarders. The underlying report is mainly based on Norwegian experiences.

Validity & relevance – (why)
The action is addressing a fundamental problem as rail freight has got a low market share on international traffic to and from Norway, 17% to Gothenburg and lower further south, mainly because rail is not perceived as sufficiently reliable and flexible compared to road transport by the customers. Besides, the underlying report for this action is assuming that there is a potential for increasing the market share for rail freight in light of the substantial volumes currently being transported between Norway and the European Continent.

Furthermore, the construction of a safe, modern integrated railway network is one of the EU's major priorities. Railways must become more competitive and offer high-quality, door to door services without being restricted by national borders. The action is considered as relevant for supporting the modal shift targets stated in the EU Transport White Paper, according to which 30% of road freight over 300 km should shift to other modes such as rail or waterborne transport by 2030, and more than 50% by 2050.

The policy relevance of this action would gain from linking the proposed activities more explicitly up to European policy objectives and processes for rail development, e.g. to the Rail Packages from the European Commission. Furthermore, the relevance of the action would also improve by more clearly placing it in a BSR wide context, as it now seems confined to rail freight to and from Norway, cf. the "Where section".

Reliability & credibility (how)
The establishment of meeting venues for relevant stakeholders to exchange information, experiences and good practice, to educate the participants, as well as to coordinate common promotion efforts towards customers and policy makers, could potentially improve the service quality of rail freight, and thereby making it more competitive towards road-only transport.

The very existence of similar bodies on the European level and in several European countries could be taken as a proof of that[3] . This action would thus profit from systematically studying and capitalizing on the broad body of knowledge and experience established by similar organizations on the European level. A possible rail freight forum on the BSR level, or in single BSR countries, would obviously also gain from joining such organizations.
There is inevitably an element of "Catch 22" involved in these kinds of efforts: You have to demonstrate tangible benefits of rail freight in order to mobilize sufficient interest from stakeholders to enter into cooperation in the first place, whereas cooperation and common

[3] See for example The European Rail Freight Association: http://www.erfa.be/members.asp?pid=88, the UK Rail Freight Group: http://www.rfg.org.uk/,

efforts are required to produce those “benefits” in terms of improved services. Furthermore, European competition rules, and the very policy ambitions of liberalizing the rail market are putting clear limits to what could be perceived as “market cooperation”.
There is an apparent discrepancy between the rather universal title of this action (“cooperation between intermodal modal supply chain parties...”) - indicating a broad modal focus on the one hand, and the explicit references to rail freight in other parts of the action. This discrepancy is reinforced by the fact that the underlying report is addressing rail freight only. One should therefore establish a better consistency between the title and the content of this action; presumably by modifying the title to reflect the rail focus (the underlying report would not support a broader modal focus).
The credibility of this action is all in all considered as fairly good, and would further improve by taking the above items into consideration.

Assessment overview

Impact effects as claimed by the TB project
New and improved practices based on own competence of the involved stakeholders; possible new collaboration schemes for parties with small individual cargo volumes resulting in consolidation of volumes and establishing new freight services

18. Meeting venues to improve intermodal supply chain	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation	
	Large effect
	Medium effect
	No effect
	Not applicable

The intentions of the policy action and related activities in comparison with expected effects are according to our analysis not totally clear. This can however depend on different time frames expectations. Improving intermodal transport solutions has been on the agenda since mid 1960´s and meeting venues may lead to progress, but it will take time, therefore we see some mismatch between target and expected effects if we require quick effects.

The claimed impacts of improved practices and possible new collaboration schemes are the most direct and likely impacts to result from this action. The impacts of new or improved freight services are more indirect, and could eventually result from improved cooperation over time. To the extent that this action would increase the market of rail freight, it is considered to have a certain potential for environmental, economical, safety and security benefits.

Critical areas

The proposed policy action is in principle much needed. The main challenge is how this initiative differs from all other earlier initiatives aiming at improved intermodal transport.

The area of developing intermodal transport solutions is mainly driven by insufficient infrastructure capacity and bottlenecks. An efficient intermodal transport solution has the potential capacity of making best use of relevant mode of traffic at relevant phase of the transport chain meanwhile an optimum of economical productivity and environmental performance can be obtained.

A main challenge in intermodal transport solutions is relevant and efficient cargo carrier units enabling swift transhipment between the different modes of traffic. The cargo carrier unit

however adds tare weight to the transport solutions that may decrease the competitiveness of the intermodal transport solution.

Rail transport solutions are considered more environmentally friendly than road transport solutions. Sea transport is also considered more environmentally friendly than road transport.

Rail transport with low friction is energy efficient in direct transport solutions, but the need of reloading for door to door transport may reduce this energy advantage. The GHG emissions from rail transport are much dependent on the propulsion solution. Diesel or electrified locomotives has very different emissions factors locally. If it is an electrified solution based on renewable energy sources or brown coal makes yet another hugh performance difference.

Large scale container ship travelling at low speed is a very energy efficient mode of traffic. Low fuel consumption also leads to low GHG emissions. The use of biomass based fuel in sea transport is at present very uncommon. Fast going RoRo ships is not equally energy efficient and including the high tare weight in these transport solutions leads to similar performance as road transport solutions. It should in addition be stressed that the system boundaries of the analysis defines the end result. If the analysis includes the infrastructure, energy supply and direct energy conversion in engine and motor the outcome may be different.

Road transport has a relative low load capacity and transport is carried out at high speed. Its energy efficiency is thereby lower than rail and sea transport. Larger road trains and lower speed increases road transport energy efficiency. Road transport enables direct door to door transport that improves its total energy efficiency. In addition, EU requirements to blend in biomass based fuels into the fossil diesel reduce the GHG emissions of road transport.

Overall, all modes of traffic has is environmental pros and cons that continuously change (improves); hence pre assumptions on different transport choices must not form the basis of selecting the solution. It should be the total environmental performance in the supply chains that determines the solution.

This policy action is relevant, but should be recognized as a long term ambition that needs complementary business initiatives.

In our opinion, the three short term most critical areas for successful development of intermodal transport that should be specifically addressed are:
Productivity, as transhipment of cargo by definition adds costs to the supply chain i.e. hamper the willingness for modal shifts.
Reliability, as transhipment of cargo increases the risks of delays and cargo damage and thereby may reduce the credibility of such transport solution.
Working conditions, as the existing working conditions and wages for truck drivers are low and constantly pressed downwards i.e. becomes an increasingly tougher competitor for intermodal transport solutions.

Improvement recommendations

Establish a better consistency between the title and the content of this action presumably by modifying the title to reflect the rail focus

Initiate this venue concept and focus on the short term three critical aspects
Productivity
Reliability
Working conditions (in truck operation e.g. market bias)

Strengthen the BSR profile of the action by expressing an ambition to explore the feasibility of establishing relevant cooperation efforts at the BSR level. Refer to experiences from similar activities on the BSR level

Link the proposed activities more explicitly to European policy objectives and processes for rail development, e.g. to the Rail Packages from the European Commission (insert a specific reference in the "Why section").

Systematically study and capitalize on experiences from rail freight cooperation bodies at the European level

19. Establish governance structures for transnational transport corridors

Key improvement issue: Plan for more initial practical tests of the key elements being part of the proposed new business model. This should include a practical road map for the gradually full implementation.

Evaluator's interpretation

To launch a long-term commitment from different stakeholders in order to remove obstacles, which hinder efficient goods flows along the transport corridor. The aim is to maintain and improve an international competitiveness of the transport corridor and at the same time develop and deploy a green transport corridor strategy. This requires appropriate management for all relevant stakeholders at the transnational level.

In the proposal the corridor management has the tasks to:
1. Assess the corridor viability, i.e. to clarify present and/or future transport volumes through market analyses;
2. List and plan the necessary improvements of infrastructure and terminals;
3. Improve and harmonise the administrative and legal procedures governing transport in the corridor;
4. Develop a business plan to improve co-modal business models in the corridor;
5. Establish and maintain stable rules and incentives models for using the corridor

Validity & relevance – (why)

- There is a lack of harmonised development measures along the course of the transnational corridor where each country adopts their own solutions
- There is a lack of common standard procedures for identification of bottlenecks and other problems
- There is a lack of coordinated application of green transport innovations and new technologies
- There is a lack of information about corridor performance; hampered communication and information exchange between the transport corridor community
- At present the BSR loses an opportunity to serve as a good practise area across Europe and the world in developing and implementing green freight transport corridors

Reliability & credibility (how)

- Identify relevant key stakeholders in a transport corridor community, including their roles, responsibilities and interactions (ref. corridor providers, transport service providers, shippers, infrastructure providers etc.)
- Create a single point of coordination as an instrument for corridor development given the diversity of stakeholders and governmental agencies that oversee different activities within a corridor
- Establish a corridor partnership with participation of public and private stakeholders from the transnational transport corridor community, with the joint objective to facilitate the provision of efficient transport services along the length of the corridor and in its hinterland
- Create an institutional set-up for a corridor governance structure that consists of: (1) a high-level policy organ, (2) a core management group as a legal body, with a member

assembly, a management board, and an executive secretariat, and (3) thematic advisory groups.

- Set a scope of responsibilities for the created corridor governance structure as an within the areas of: policy support, trade and transport facilitation, performance monitoring, information facilitation, and communication and promotion
- Set up funding principles for the corridor management based on reliable sources of income
- Develop a mechanism to translate decisions taken by the corridor governance structure into recommendations for other bodies (e.g. European Commission, national governments), which have to take legal and budgetary steps in order to improve the corridor efficiency

Assessment overview

Impact effects as claimed by the TB project

Coordinated transnational approach in order to remove physical and non-physical barriers to transport of goods and passengers along corridors.

Indirect effects: Removing physical and administrative bottlenecks
Direct effects: Long term more efficient and competitive transport flows

19. Establish corridor governance structures in the BSR	Market offer	Efficiency	Reliability	Enenery&emissions	Safety	Security	Working climate	Social cohesion
Target								
Expected effects								

Evaluation
Large effect
Medium effect
No effect
Not applicable

The main challenge in this approach is its innovative part where corridor management is to be transferred from national interest to more transnational interests. On the one hand this is fundamentally correct and necessary in obtaining transport corridors, but on the other hand this is likely to lead to challenges as some key stakeholders may loose some ability to impact the nearby corridor. Moreover will stakeholders, excluded from a nearby corridor fight for the goods flows.

Critical areas

- Stakeholder involvement, especially related to the single point of coordination
- Funding available for the corridor governance structure
- Efficient translation mechanism of the corridor governance structure decisions to EU and national policymaking.

Improvement recommendations

At present and even in the past, transport corridors have been on the business agenda. Companies have directly through bilateral cooperation's or through transport providers strived for economy of scale via corridors. In short, the transport corridor is principally nothing new, as this project embraces private and public interests (which is considered relevant and good) the project should better analyse the implications of this cooperation. The distinction between legal requirements, standardization frameworks, and market based measures in a new combination with the free transport market needs further description.

The key element for the success of this policy action is how this new "business model" will work. This primary challenge seems to be well understood by the project i.e. stakeholder involvement. In this respect one would ideally like to see practical small scale tests and interviews with potential "winners" and "losers" before trying to implement this new model in full scale.