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## **ID 1675 | COORDINATION OF TERRITORIAL COHESION BY EUROPEAN TERRITORIAL COOPERATION AND TRANS-EUROPEAN TRANSPORT NETWORKS - THE CASE OF CROSS-BORDER TRANSPORT**

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### **1 INTRODUCTION**

Territorial cohesion aims at fostering a more balanced and harmonious development of the European regions, making use of individual regional strengths for an overall EU benefit and linking them effectively to ensure a higher territorial integration of the Member States among others. Furthermore, cooperation across administrative borders is to be promoted actively (Commission of the European Communities 2008).

The two policies European Territorial Cooperation (ETC) and Trans-European Transport Networks (TEN-T) are intended to contribute to several aspects of territorial cohesion: the ETC Policy focuses on the support of European border regions, contributing to a European integrated territorial development and promoting the exchange of experiences across borders (European Union 2006). Therewith, the effects of the administrative borders shall be minimized and territorial cohesion shall be increased (European Commission 2005). The TEN-T Policy shall efficiently link the national transport networks of the Member States and make them interoperable in order to contribute to a borderless European territory. Additionally, remote regions are to be integrated to the residual territory (European Union 2012), bottlenecks in the European transport system are to be removed and missing-links to be constructed (European Parliament

and Council of the European Union 2013d). Thus the two policies can be seen as promoters of territorial cohesion.

The aim of this paper is to analyse the contribution of the two above named policies to an important element of territorial cohesion: cross-border transport connections including infrastructures and services. The findings are based on field research in the cross-border region Greater Region Saar-Lor-Lux+.

After a description of the objectives of the TEN-T and ETC policies and their related funds in a first step, the influence of the policies is analysed. This is done by comparing the original EU objectives with the involved Member States' national transport policies, the regional and sub-regional policies and the cross-border policy documents. Additionally, the implementation of these objectives in the form of projects in the cross-border regional transport reality is evaluated. Finally the contribution of the two policies to territorial cohesion is evaluated.

## **2 EUROPEAN TERRITORIAL COOPERATION (ETC) AND TRANS-EUROPEAN TRANSPORT NETWORKS (TEN-T)**

This chapter shortly presents the two policies European Territorial Cooperation (ETC) and Trans-European Transport Networks (TEN-T) including their objectives concerning cross-border transport and their implementation incentives.

### **2.1 OBJECTIVES**

The TEN-T and the ETC policy both aim at supporting cross-border transport. Between 2007 and 2013 the ETC policy aimed at supporting cross-border TEN-T projects and the linkage of secondary networks to the TEN-T. Furthermore, the cross-border transport development across borders was to be coordinated. The European regions were to be connected better with each others (Council of the European Union 2006; European Parliament and Council of the European Union 2006). The TEN-T policy strongly promoted the removal of bottlenecks and the creation of missing links in cross-border sections because being of high European added value. Furthermore, it was aimed at improving the linkage to new Member States. The TEN-T priority projects were to focus the funds on border crossings (European Commission 2001; European Parliament and Council of the European Union 2004). Between 2014 and 2020 the ETC policy has aimed at removing bottlenecks in important cross-border transport infrastructures and at making transport mobility more sustainable. Secondary and tertiary networks are to be developed and linked to the TEN-T corridors in order to improve the access to the TEN-T. Additionally, transport planning across borders shall be facilitated (European Parliament and Council of the European Union 2013c, 2013a). Between 2014 and 2020 the TEN-T policy has aimed at supporting cross-border sections between the closest urban nodes including the reduction of CO<sub>2</sub> emissions. Again, bottlenecks are to be removed and missing-links are to be established (European Parliament and Council of the European Union 2013d, 2013e).

Besides that, the EU transport related policies defined general transport development objectives. 15 EU policy documents were analysed that had influenced the two funding periods (see figure 1). Objectives printed in bold font have been named by a high number of these policies. One of them is the improvement of cross-border infrastructures. This shows the high relevance of cross-border transport in the EU policies.

Aims	%	Aims	%
Transport Infrastructure network	93	Transport Services	87
Remove barriers, improving efficiency	100	(Urban) public and soft mobility	47
Linking TEN-T and secondary networks	40	Transport Safety	73
Relieve routes/ Fighting congestion	40	Cross-border services	47
Intermodality/ Interoperability	80	Environmental and sustainable issues	100
Intelligent transport systems	33	Alternative modes of transport	80
Freight corridors	27	Alternative fuels/ Climate Change	67
New technologies/innovations (research)	60	Minimizing environmental harm	93
Improving mobility of freight	60	Sustainable Transport	93
Improving the mobility of citizens	93	Exchange of practices/ better coordination	47
Accessibility of remote areas	100	n=15	
Connecting neighbouring/ new Member States	60		
Improving cross-border infrastructures	87		
Improving user-friendliness	33		

Figure 1 – Transport related objectives of the EU Transport and Cohesion Policies  
 Source: Own depiction, Kaiserslautern, 2017.

The implementation of these aims in the Member States and cross-border transport reality will be tested in the course of the paper.

## 2.2 IMPLEMENTATION AND INCENTIVES

The TEN-T and ETC policies are redistributive policies. They are not legally binding but their voluntary implementation shall be secured by financial incentives (so-called 'ideational transfer') (Stone 2004, 562f.).

Until 2013 the TEN-T Programme funded cross-border transport projects being part of the TEN-T network (European Parliament and Council of the European Union 2010). Economically lagging behind regions were additionally supported by the Cohesion Funds (Commission of the European Communities 2009). Since 2014 the TEN-T have been funded by the Connecting Europe Facility (CEF). It is additionally supported by the Cohesion Fund (European Parliament 2014; European Parliament and Council of the European Union 2013e). The funds are distributed in annual and multiannual work programmes (European Commission 2014). The ETC has been funded between 2007 and 2013 as well as between 2014 and 2020 by the European Regional Development Fund (ERDF) which was distributed in multi-annual programmes. Eligible cross-border (INTERREG A) and transnational cooperation spaces (INTERREG B) have been defined (European Parliament and Council of the European Union 2006, 2013b).

According to Knill (2006) and Smith (1973) the implementation of policies strongly depends on the political, administrative and cultural structures of the Member States which implement the policy. Different responsibilities and attitudes towards the aims of the policies are factors which can lead to varying policy outcomes in different Member States. The ETC itself is often described as a platform of exchange and learning for the implementation of sectoral EU policies (Timms 2011, 521).

The findings of a top-down outcome analysis which is based on a comparison of the two policies' aims with the cross-border transport reality will be presented in the following. Additionally, intermediate stages of the policy implementation process are analysed: in a case study the EU policy aims are compared with the domestic and cross-border transport related policy documents and the aims of conducted cross-border transport projects will be explored. This shall allow an evaluation of the TEN-T and ETC influence on cross-border transport.

### 3 INFLUENCE OF THE TEN-T AND ETC POLICY ON CROSS-BORDER TRANSPORT IN THE GREATER REGION SAAR-LOR-LUX+

This empirical section of the paper seeks to analyse the influence of the two EU policies on cross-border transport within a cross-border region: the Greater Region Saar-Lor-Lux+. The findings were drawn from a recently conducted case study research. The research is based on a policy document analysis whose results were complemented with findings of face-to-face or phone elite interviews conducted with stakeholders working in the different administrative levels of the Member States involved in the cross-border region as well as in cross-border cooperation bodies.

#### 3.1 CROSS-BORDER TRANSPORT IN THE GREATER REGION SAAR-LOR-LUX+

The Greater Region Saar-Lor-Lux+ (in the following abbreviated as Greater Region) is a cross-border region in Western Europe comprising the regions Wallonia, Rhineland-Palatinate, Saarland, Lorraine and the country Luxemburg. Several cross-border bodies exist in the region as can be seen in figure 2.



Figure 2 – Location of the Greater Region Saar-Lor-Lux+, Source: Mission Opérationnelle Transfrontalière 2015

The Greater Region is characterized by strong cross-border commuter flows. Almost 213.000 commuters crossed the national borders within the Greater Region on a daily basis in 2015 with an upward trend (Interreg Großregion 2015).

How the cross-border transport topic is addressed in the domestic policies of the Member States and the cross-border policies of the Greater Region will be explored in the next section.

#### 3.2 DOMESTIC AND CROSS-BORDER POLICY DOCUMENTS

The analysis of domestic and cross-border policy documents includes the 15 EU policies, mentioned above, 102 domestic transport policies from Belgium, France, Germany and Luxemburg and 24 cross-border policies which relate to transport.

The relation of the domestic and cross-border policies to cross-border transport is depicted in figure 3. It is differentiated in three objectives relevant for cross-border transport. Each bar shows the percentage of policies which mentioned the objectives in the different policy frames. The linkage of the TEN-T network to secondary networks is mentioned rarely, this objective is supported most by the German policies. More policies aim at improving cross-border infrastructures and services: The cross-border policies promote these two aims most, followed by the Luxemburgish policies. The German policies promote these aims

least. Cross-border services are not promoted that much in the EU policies. It appears to be rather an issue promoted on domestic and cross-border level.

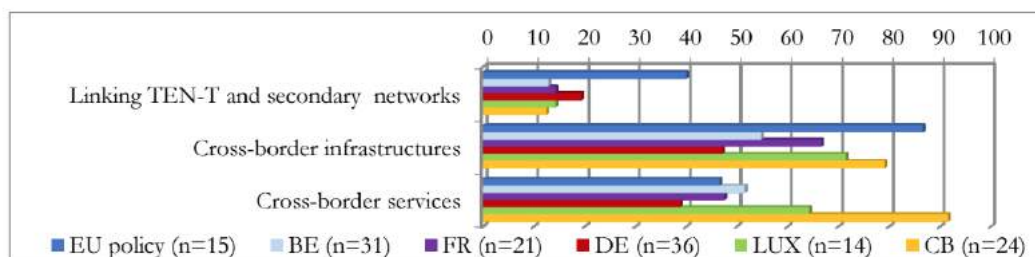


Figure 3 – Contribution of the domestic and cross-border policies to cross-border transport, Source: Own depiction, Kaiserslautern, 2017.

In Germany, the improvement of cross-border transport infrastructures and services is promoted most frequently by the subregional planning policies. Also the French inter-municipal planning documents consider these objectives more important than the regional and national policy documents. In Belgium cross-border infrastructures and services are promoted most by the regional policies. With the exception of France, the regional levels of the residual countries consider these two objectives much more important than the national levels. With the exception of Germany the regional levels' policies consider the linkage of TEN-T and secondary networks most important. In Luxemburg only the national level develops transport related policies. Several domestic policy documents name prioritized cross-border projects. In Belgium the regional level policies do so most, whereas in Germany and France, most policies which define concrete cross-border projects are produced on subregional respectively inter-municipal level. The comparison of the countries shows that cross-border transport is preferably dealt with on different administrative levels which can hamper the coordination across borders.

When comparing the relevance of the residual EU transport objectives - depicted in figure 1 - in the EU, the domestic, and the cross-border policies, the national policies are most similar to the EU aims. This is not the case in Belgium. Here the regional policies of Wallonia are more similar to the objectives' relevance in the EU policies. The subregional levels show stronger deviations than the higher levels which speaks for a lower influence of the EU policies. According to interviewed stakeholders the subregional levels i.e. the Planungsregionen in Germany and the départements in France as well as the provinces in Belgium are influenced more by the domestic than the EU policies. The cross-border policies deviate most from the EU policies. They focus more on the individual needs of the cross-border region.

Several challenges have been named by the interviewed stakeholders which hamper the direct influence of the EU policies on the domestic policies. These are among others missing obligations from the EU policies, missing motivations of the Member States and missing financial means to fulfil the objectives. Furthermore, the different transport planning cultures and systems hamper a similar implementation of the EU aims. Also in the case of cross-border transport the motivations of the Member States and their administrative levels, expressed in the policy documents, differ.

This section presented a first attempt of tracing the EU policies' influence on the domestic and cross-border transport policy documents and illustrated first patterns. Still it needs to be taken into account that only the definition of objectives has been analysed which does not automatically ensure their implementation. Several interviewed stakeholders have criticized the low contribution of certain administrative levels to cross-border transport although their policy documents' aims promoted it. Thus there might be a mismatch between the promotion of aims and their final implementation.

### 3.3 CROSS-BORDER TRANSPORT PROJECTS

According to the interviewed stakeholders the cooperation in the cross-border transport development of the Greater Region is aggravated by several challenges such as missing financial means, technical barriers, a high variety of individual needs and objectives, different transport planning approaches and cultures, hampered communication because of different languages, missing political support and motivations as well as internal competitions which make it very time intensive.

This chapter presents some cooperation attempts in the Greater Region with concrete project outputs and evaluates the relevance of EU support in the cross-border transport reality.

### 3.3.1 EU SUPPORTED CROSS-BORDER TRANSPORT PROJECTS

Three types of EU supported cross-border transport projects were analysed in the last (2007-2013) and current (2014-2020) funding period: INTERREG A, INTERREG B and TEN-T projects.

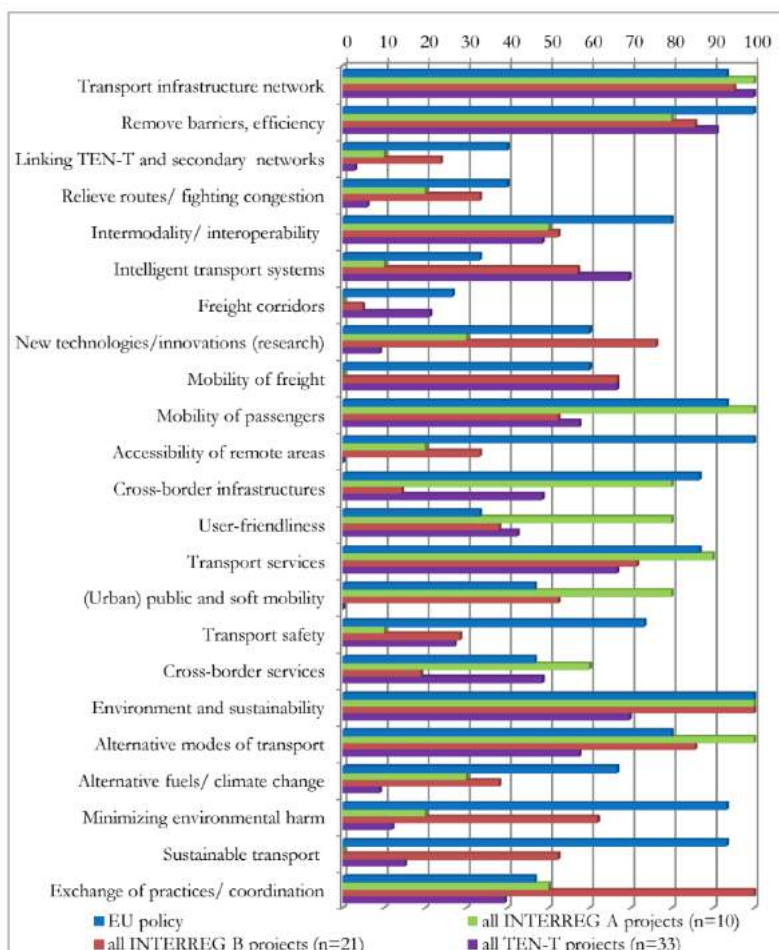


Figure 4 – Contribution of the EU funded projects to the EU policy aims, Source: Own depiction, Kaiserslautern, 2017.

As can be seen in figure 4 the projects of the three different funding programmes focus on different aims. INTERREG B projects contribute most to the linkage of TEN-T and secondary networks, cross-border infrastructures and services are supported most by INTERREG A projects. From these three categories the TEN-T projects support cross-border services and infrastructures more than the linkage of TEN-T and secondary networks. As more TEN-T projects have been funded than INTERREG A projects, the contribution to cross-border transport was the highest of the funds of the TEN-T policy. The INTERREG A and B projects have also been influenced by the objectives of their Operational and Cooperation Programmes which were developed by the regional administrations involved in the Greater Region. All projects were not been entirely financed by the EU but were co-financed together with the Member States. The funding programmes INTERREG A and B cannot afford to support large infrastructure investments because of restricted funds. Still they complement investments here and there. The TEN-T projects mostly focus on the improvement of high speed and primary infrastructures, often relate to freight transport and the overall improvement of technical standards. INTERREG A projects mostly focus on smaller scale transport infrastructures and services. Only one project of the last funding period conducted a study on a part of a TEN-T corridor. INTERREG B projects contribute to both categories, but mostly focus on the smaller scale, even urban transport themes are supported.

When comparing the EU transport objectives' relevance in the EU policy documents and in the EU supported projects, the INTERREG B projects on average seem to be aligned most to the EU policies with a deviation of 25%. INTERREG A and TEN-T project deviate slightly more (32 and 34%). The highest mismatches exist in the promotion of the accessibility of remote areas, transport safety and sustainable transport. These objectives have not been mentioned often by the EU funded projects.

The aims of the INTERREG A projects do not cover all EU aims like the INTERREG B projects do, instead they are more focused on certain categories. Because of their thematic orientation, the TEN-T projects have not contributed to the objectives urban transport development and the accessibility of remote areas but besides that to most categories.

Overall the EU funded projects are considered to have motivated stakeholders from different countries to approach cross-border transport challenges because of the financial incentives. These allow further investments in times of empty coffers. Especially the INTERREG projects facilitate the exchange of local and regional stakeholders and are said to deepen contacts for future cooperations. Furthermore, because of the multiannual definition of objectives the EU policies can steer the focuses of projects. The TEN-T projects are approved on EU level. In the case of INTERREG projects the final decision about the project acceptance is decentralized to the regional levels of the involved Member States which might contribute to a higher consideration of the local transport needs in the decision-making.

### **3.3.2 NATIONALLY FUNDED CROSS-BORDER TRANSPORT PROJECTS**

Besides the EU funded projects, there is a high number of initiatives and projects which have been implemented without EU incentives. Some of them were developed for the whole cross-border region. These, however, dealt with a better coordination of the transport development instead of cross-border infrastructures or services. Most projects have been developed bilaterally between neighbouring countries. In most projects Luxemburg was actively involved. Besides a high cooperation between Germany and France, only a low number of cooperation attempts have been created between Germany and Belgium as well as Belgium and France. Luxemburg itself developed own projects with relevance for cross-border commuters.

Most cross-border initiatives which were promoted without EU support focused on the provision of public transport services across borders. Several also promoted cross-border infrastructures including the construction of park and ride infrastructures, the expansion of rail tracks and motorways. The residual projects conducted studies or facilitated the coordination of the transport development across borders.

The projects show a high motivation of the Member States, respectively regions, – especially in those with strong commuter flows – to improve the current transport services and infrastructures. However, some projects were discontinued because of missing political support. Besides the Member States, cross-border bodies have coordinated several cross-border initiatives on lower cross-border scale. As one of the most frequently named challenges of these projects were the high investment costs, several of these running projects aimed at being supported or were supported with EU funds in the past.

The cross-border projects also refer to several EU policy objectives such as the promotion of alternative transport modes, the reduction of congestions, and an increased user-friendliness of public transport, but not all. These objectives have also been promoted by the domestic and cross-border policy documents. Therefore it is difficult to prove a direct EU policy influence. The individual objectives of the projects are considered to reflect the local needs in the cross-border transport system of the Greater Region and its binational cross-border relations.

### **3.4 EVALUATION OF THE INFLUENCE OF ETC AND TEN-T POLICY ON CROSS-BORDER TRANSPORT IN THE GREATER REGION SAAR-LOR-LUX +**

According to the project and document analysis and the stakeholders interviewed certain trends can be perceived. Both policies aim at contributing to better cross-border transport and strongly lobby the relevance of this objective. Besides that they promote further transport related aims. The Member States have included several of the EU aims in their domestic policies especially the national levels strongly

promote these aims in most countries. The relation of the domestic policies on cross-border transport increases on the lower administrative levels. In France and Germany the subregional levels strongly promote cross-border transport, however, the direct influence of the EU policy objectives is reduced at the same time. This might indicate the disengagement of the promotion of cross-border transport by EU policies and the relevance on the domestic levels. Instead the concernment of the respective level seems to be more decisive. On the regional Belgian level, Wallonia, however, the policies are most similar to the EU objectives and cross-border transport is promoted most. However, stakeholders from the subregional level criticize the low engagement of Wallonia in the cross-border transport reality. Still, a certain influence of the EU transport related aims seems to exist in the policy documents.

All cross-border transport projects reflect several transport related aims and thus seem to be influenced by the EU policies at least to a certain extent. The contribution of the EU funded projects to the EU aims can be traced back easier as they have to relate to at least some EU aims in order to be approved. The different funding programmes show different focuses and thus can complement each other quite well. All of them offer an important financial support. In order to receive these funds, the EU funded projects need to achieve their defined objectives. Therewith the implementation might be ensured to a higher degree than in non-EU funded cooperations. In terms of the projects' quantity the TEN-T projects contribute most to cross-border transport. However, they focus mainly on the improvement of long-distance connections.

Still as long as they contain more than one stopping point in the Greater Region, this can be of added value for the internal accessibility, especially as the Greater Region covers a relatively large territory. INTERREG A and B projects focus less on large scale infrastructures; they however, strongly promote the mutual comprehension and bring stakeholders from the different countries together which might be of added value for future projects. The non-EU funded projects illustrate the high relevance of concernment, needs and pressure for the development and implementation of cross-border initiatives: Many projects have been developed around Luxemburg because of the high commuter flows. These factors strongly facilitate investments in cross-border transport and might be more decisive for the expansion than the EU policies.

#### **4 CONCLUSION: CONTRIBUTION OF ETC AND TEN-T POLICY TO TERRITORIAL COHESION**

The missing obligatory nature of the European transport policies which would be needed to effectively harmonize the transport standards of the Member States and minimize a decisive cross-border transport barrier was often criticized by the interviewed stakeholders. Additionally, the EU transport related policy aims are very broad and not targeted to the individual needs of cross-border regions as they shall be valid for the whole EU. Still the financial incentives which are aligned to the implementation of EU objectives are a high motivation and opportunity to implement cross-border projects and EU objectives.

In order to efficiently improve cross-border transport additional domestic investments are necessary as the EU funds are scarce and can only support a small number of projects. As the domestic policies show similarities to the EU transport objectives it is likely that also the non-EU funded cross-border transport projects will implement the EU policies' aims to some extent. However, the influence of these projects is less direct and cannot be easily traced back. Especially the non-EU funded projects are strongly shaped by the domestic political will and implemented due to urgent local needs.

Although not always a direct EU influence of the ETC and TEN-T policy could be determined in the transport policies and projects of the Greater Region some of the two policies' broad aims could be detected on all transport related levels which shows a certain level of harmonization. As the two policies are not obligatory the provision of funds is of high relevance for the implementation of their aims and a possibility to improve cross-border transport and contribute to territorial cohesion. However, compared to the perceived cross-border transport challenges the number of EU funded transport projects has been low and could improve the situation only to a small degree.

The findings of this paper are based on the analysis of the cross-border transport in one case study, the Greater Region Saar-Lor-Lux+. In order to find out if the perceived trends can be generalized for the whole

EU, a second case study will be conducted in the Polish-German border region Brandenburg-Lubuskie which has a different initial situation than the Greater Region.

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## **ID 1715 | PARTICIPATORY APPROACH TO REGENERATION PROCESSES IN POLISH CITIES AND REGIONS**

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### **1 INTRODUCTION – METHODOLOGY AND DEFINITIONS**

Cities are changing day by day - they are in the constant circle of life - arising, decaying, reviving. However, their changes are mostly connected with its users - nowadays we can observe increasing participation of inhabitants, local activists and non-governmental organizations in the urban regeneration processes (Żylski, 2014). Authors present the impact of EU Cohesion Policy 2014-2020 on regeneration processes which are implemented in Polish towns, cities and metropolis when emphasizing general formal and legal framework including examination of the possible distribution of EU funds for regeneration projects within the regional operational programs. Authors focus on different approaches to the implementation of Cohesion Policy in Polish regions - and researched into Pomeranian province and Mazovian Voivodship as study cases.

First, there is a need to establish definition needed to the research. The definition of the regeneration process used in the research comes from the Polish legislation (Act on regeneration, 2015). The regeneration process is defined as 'a process of counteracting crisis situation in the degraded areas, lead in complex approach due to integrated actions in favor of local community, space and economy, concentrated territorial, conducted by regeneration stakeholders, basing on local regeneration program'. Moreover, it is important that the groups of stakeholders are also listed there. Among them, inhabitants of the area, owners, perpetual users, administrators, other inhabitants, local entrepreneurs, units of local government are mentioned. The importance of various stakeholders' participation is also mentioned in The Guidelines for regeneration actions in operational programs 2014-2020 prepared by Polish Ministry of Economic Development (2016). Participatory approach is important for the social dimension of the regeneration. Participation of the local communities and multiple stakeholders in reimagining and reinventing public spaces. Moreover, it strengthens the connection between the place and its users (Placemaking and the future of city – draft, 2012). The pioneer in the placemaking – community-based approach to the regeneration process - is U.S. nongovernmental organization Project for Public Spaces which has helped numerous communities in creatina public spaces together. Basing on the polish