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RECOMMENDATIONS ON JOINT ACTIONS ACROSS THEMATIC AREAS

THE WHITE PAPER GOALS CONSIDERED IN TRANSFORUM

Clean urban mobility

“Halve the use of ‘conventionally-fuelled’ cars in urban transport by 2030; phase them out in cities by 2050; achieve essentially CO₂-free city logistics in major urban centres by 2030.”

Long-distance freight

“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, facilitated by efficient and green freight corridors. To meet this goal will also require appropriate infrastructure to be developed.”

High-speed rail (HSR)

“By 2050, complete a European high-speed rail network. Triple the length of the existing high-speed rail network by 2030 and maintain a dense railway network in all Member States. By 2050 the majority of medium-distance passenger transport should go by rail.”

Multimodal information, management and payment (MIMP)

“By 2020, establish the framework for a European multimodal transport information, management and payment system.”

GENERAL INFORMATION

The present document represents the “Recommendations on Joint Actions across Thematic Areas” in the context of the TRANSFORuM project. This document is one element of the formal Deliverable 6.2 “Consolidated roadmaps and recommendations to reach selected EC 2011 WP goals”.

More information about the project can be found at www.transforum-project.eu

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1 Recommendations on joint actions across thematic areas

The transport system is complex. This complexity does not only relate to technicalities within separate sub-elements of the transport system – e.g. which alternative propulsion technologies to choose in road transport or how to design effective intermodal freight hubs. Here, we discuss the more politically challenging questions and the open issues that arise from the fact that all sub-elements of the transport system are closely interrelated. Developments and decisions in the transport system are likely to affect each other to varying degrees. These interrelations cover important cross-cutting issues and the impacts of policies beyond their primary purposes are often not fully addressed when debating transport policies. The present document therefore wants to specifically highlight questions and findings of a more cross-cutting nature and take a look at overarching challenges.

With its specific focus on cross-cutting issues this document is NOT a summary of the 4 roadmaps, but it draws on the roadmaps.

In a comparative perspective on the four roadmaps, we identified three specific action areas that are relevant across all four thematic areas (the three areas are visualised as blue rings in Figure 1):

1.1 Improving communication, coordination and cooperation

Only by enabling joint actions on the basis of adequate coordination and communication activities the four targets can become achievable. Important technical progress in specific fields can be expected from single actors or organisations, but to reach the four White Paper goals, this is generally not enough. There is a need, but also the potential for policy packages of various measures enabled by joint actions involving various actors. Diverse forms of communication and coordination are needed that go far beyond people just talking and temporarily working together in projects or similar contexts. It is about addressing the following points more strategically and systematically: Identifying potential for cooperation, broad and early engagement of stakeholders to enable involvement and buy-in to and ownership of ideas, raising awareness among all relevant stakeholders, and identifying common targets and related strategies which secure longer-term commitment from relevant stakeholders.

1.2 Increasing efficiency and service quality on the basis of existing infrastructures

It is widely acknowledged that transport is a derived demand. Users and customers demand high quality, affordable and reliable service. It is not primarily the infrastructure that is at the heart of public and private interests. Therefore the roadmaps include an explicit perspective on measures that help to improve efficiency and service quality without huge investments in infrastructures. Strategies should not only focus on new technologies and infrastructures. Approaches to improve the quality of service and reduce cost of transport options are an integral part of strategies towards reaching the White Paper goals.

1.3 Extending infrastructures

Infrastructure extensions are still needed, but resources and public acceptance are limiting factors. High-quality transport services need high-quality infrastructures. However, the extent to which the achievement of the White Paper goals depends on – more or less costly – infrastructure investments differs considerably between the four roadmaps as well as between different European regions.

It is a particularly noteworthy finding of TRANSFORuM that the first area – coordination and communication – in itself offers huge potential for improvement that can be tapped at relative low costs.¹ Together with the two other areas, Figure 1 illustrates the fact that, while content and concrete challenges may differ between the themes, the three areas mentioned above represent generic challenges that are relevant in all parts of transport policy.

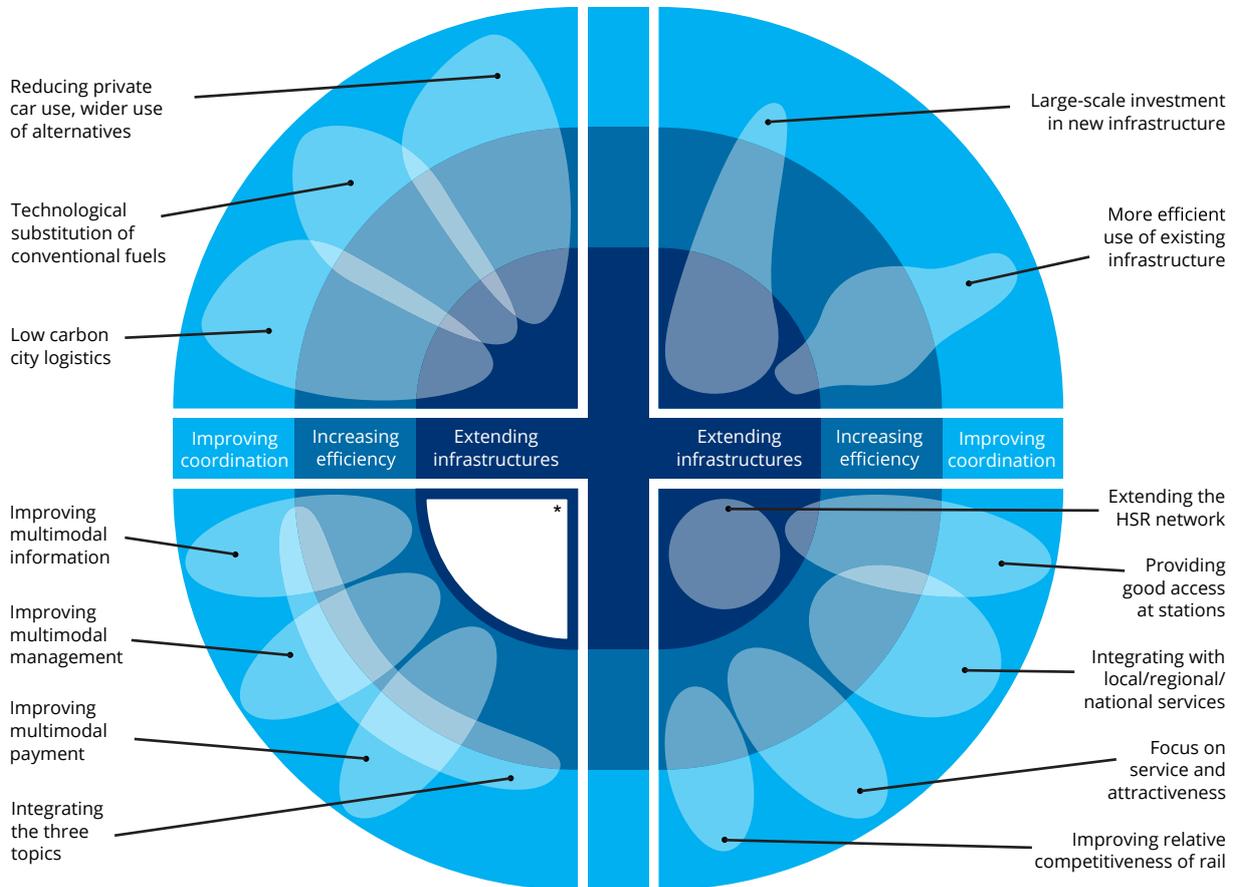
¹ Of course, funding still remains an issue in all thematic areas in TRANSFORuM. During the TRANSFORuM project, partnership approaches were frequently mentioned as a useful tool not only in terms of financing models via public private partnerships, but also in terms of clearly delineating roles and responsibilities. Partnerships have in many cases proven to be an important factor for successful collaborations. Moreover, there remains a debate about which investments and costs for users are most useful to help achieve the White Paper goals. The White Paper itself states that it must be expected that higher costs will need to be carried by transport users in the future. The White Paper goals are therefore challenging but promise better and more sustainable mobility for the future; and it may therefore still be worthwhile for Europe to carry the drawback of higher transport costs for users.

Urban transport

Policy areas (here: building blocks)

Long-distance freight

Policy areas (here: policy packages)



Policy areas (here: topics)

MIMP*

Policy areas (here: policy packages)

HSR

Figure 1: TRANSFORuM's four thematic areas and their respective policy areas towards the White Paper goals. Within each thematic area, the balance of the specific policy areas between the categories of 'improving coordination', 'increasing efficiency', and 'extending infrastructures' should only be taken as an approximate indication.

* Due to the special character of the White Paper goal on creating a framework for MIMP systems (goal to be achieved by 2020, instead of the 2030/2050 timeframe of the other thematic areas), the roadmap for this thematic area does not consider policies that focus on the actual build-up of new infrastructures.

2 Trade-offs and synergies across the roadmaps

Between TRANSFORuM's four different roadmaps, a number of interrelations can be identified, both trade-offs and synergies. These can only be briefly outlined

here, more details can be found in the full version of the recommendations on joint actions across thematic areas (available at www.transforum-project.eu).

2.1 Information and communication technologies (ICT): a ubiquitous enabler and a ubiquitous need for cooperation

Information and communication technologies (ICT) offer significant potential for innovation and a more efficient transport system, including interrelations with the built environment, e.g. by facilitating inter-modal transport and changing physical infrastructure needs. In some cases, there will be a need for a political decision whether ICT innovations are left to the private sector with its own interest or whether ICT applications should also be strategically used and influenced in order to help with the implementation of political visions and measures. This balance must be transparently negotiated.

2.2 The last mile: a crux for both passenger and freight transport

The convenience and flexibility of road transport (for both passengers and freight) is a major advantage of this mode. When policies and strategies work on the multiple negative impacts of road transport (e.g. noise, pollution) they should therefore keep this flexibility in mind. It is crucial to facilitate intermodal trips for both passengers and freight. Whereas the first and last mile of trips will often be the most complicated ones, these can be facilitated e.g. by well-planned public transport hubs linked to shared vehicle stations for passengers, or by setting up city logistics service centre schemes to ease urban freight flows.

2.3 A matter of rail capacity: Long-distance freight and HSR

Basically, HSR and freight trains use the same kind of infrastructure, and even when there are dedicated lines for one or the other, they will still come together somewhere in the rail system. For the existing problems and capacity deficits, TRANSFORuM has therefore identified four priorities for investing in the rail system: 1) working on key network nodes that are relevant for both HSR and freight rail, 2) investing in rail freight corridors (longer trains, ERTMS) for increasing capacity, 3) improving dual-mode cross-border links (again HSR and freight rail), and 4) investing in the remaining rail network.

3 Conclusions and key lessons learned

Having in mind both the four thematic roadmaps and the cross-cutting perspective applied in this section, a number of concrete conclusions can be drawn. At the same time they outline a way to develop further the roadmaps and the stakeholder forum established in TRANSFORuM:

1. A key conclusion of TRANSFORuM is that the **all four selected White Paper goals are helpful to achieve progress in their respective fields**. Transitions need orientation in the form of visions that are able to generate long-term commitment. The White Paper goals point in the right direction but further benefit could be derived from them if the following was improved:
 - The White Paper goals should be further communicated and developed;
 - The White Paper goals should be differentiated between regions (e.g. EU-15 vs. EU-28 Member States), including different time frames;
 - Indicators should be developed to monitor the success in moving towards achieving the White Paper goals. The TRANSFORuM roadmaps can serve as a basis for this.
2. **Deliberative fora provide the means for all parties to engage in constructive debates** to further ensure the fulfilment of the White Paper goals and the related visions. In all of the thematic areas, the stakeholders in TRANSFORuM identified significant potential that can be exploited by improved communication, cooperation and coordination. However, to ensure stakeholder commitment, these fora **need clear objectives** (“Why do we talk?”), **a clear mandate** (“What happens with the results?”) and **a clear structure** (“How do we get to the results?”). Stakeholders’ commitment can only be achieved if the benefits of such fora can be identified. This is also a process of learning. Roadmaps, such as the ones produced in TRANSFORuM, appear to be a good basis to structure, trigger and orient the debates in stakeholder fora – and they help to **transfer the outcomes of the debates into concrete policy options**. While there is virtually no way around deliberative fora, the limitations of deliberative processes and the existence of such

limitations must yet be kept in mind. They should as well be transparently communicated, accepting future dissent and conflict as a source of further development of political goals and visions as well as policy measures.

- Ensure an ongoing debate about (the implementation of) the White Paper goals;
 - Communicate the objectives and potential benefits of these debates;
 - Be aware of and transparent about the limitations of a deliberative process (clear mandate).
3. There is a need to further **improve our knowledge** about what is happening in the transport system and which trends and factors determine the mobility of goods and peoples now and in the future. For example, there is a clear lack of data about urban freight movement, but such a data base is crucial to enable reasonable debates, coordination and planning in this field.
- EU to support public research and development of coherent data basis.
4. Generally, there is **too much focus on the most successful examples** and on making the strong ones even stronger. A good example is the field of urban transport where the majority of the 800+ cities in Europe are not amongst the frontrunners pushing towards clean urban mobility. Simple measures, that have been implemented elsewhere long ago, can help here. In all thematic areas such “reverse salients”² can be identified. It is not always the case that new and innovative approaches are needed. **“More of the same” is a necessity as well.** In this context, more of the same means to further promote exchange of knowledge about what already exists with various internet platforms and projects. But funding mechanisms should also be open to foster the implementation of “old” measures as long as they promise to break up lock-ins and trigger change in areas where there has been

not much change so far. An approach could be to set up a funding scheme where a key criterion for the allocation of funds is the size of the bottleneck towards a White Paper goal that can be removed – and not the general novelty or innovative character of the approach.

- Do not only focus on what is new and innovative; a clear focus on the diffusion of older but good approaches is essential for achieving any of the White Paper goals;
 - Tackle more explicitly the “reverse salients”.
5. It has been a key finding of the TRANSFORuM process that stakeholders and actors agreed that **“where there is a will there is a way”**. But often, a missing culture of change creates a significant hurdle for moving towards any specific goal in transport policy. **A culture of change** is about enabling transition, keeping eyes open when designing policies, being prepared to experiment, reflect on progress, and alter course as necessary. It is also about taking up experiences and learning from good practices. The many good practice cases emerging during the course of the TRANSFORuM project show this potential in an exemplary way. The culture of change is closely related to a culture of communicating it – which allows **learning from each other** and also strategically thinking about the transferability of good practice cases. Moreover, learning from ‘bad’ practice was also identified as important across the thematic areas. Ideas or initiatives that don’t work offer valuable insight that prevents similar mistakes being made elsewhere. The culture surrounding the reticence of failure and the need to forget such experiences in favour of high-profile success stories is something that could be altered for the greater good.
- Develop indicators for a “culture of change”;
 - Lose the fear of failure, and embrace this as part of the process of change.

2 In contrast to “best practices” or “front-runners” that show and apply innovative approaches in transport policy, including proactive communication of their efforts, “reverse salients” refer to the cases at the other end of the spectrum, where up-to-date approaches in transport policy are rarely taken up, where competences are missing, or where existing transport policy challenges are not even recognised.

6. The **balance between infrastructure investments and low-hanging fruits** needs to be thoughtfully considered. Measures to make better use of existing infrastructure must be more developed and prioritised before making big investments. It should also be taken into account that this is the most robust strategy since it does not depend so much on good economic development and on the availability of financial resources.

- Focus more explicitly on improving efficiency and service quality.

7. The **stakeholder forum** established during the TRANSFORuM project has proven to be valuable in its own right. The workshops that were held over the past two years were more than just talking for the sake of talking. Instead, people at the workshop were talking in order to learn and share experiences. The roadmaps and the reflections in the present document are therefore truly a result of the **continuous dialogue with and between all involved actors and stakeholders**. Policy making is a dynamic and not a static process; decisions taken today have to prove their usefulness under tomorrow's conditions. This

is particularly true when it comes to the transition of complex socio-technical systems such as the transport system. Working towards long-term goals requires a continuous and structured stakeholder engagement over time. This can help breaking down barriers for change as well as enabling reaction to new developments (e.g. in science and technology but also societal trends and changing attitudes) and changing framework conditions (e.g. global economic development, accelerating climate change).

- Further support for stakeholder fora such as TRANSFORuM.

The roadmaps and the recommendations at hand show that the extent to which the different political levels are relevant or even dominating differs between the four roadmaps. However, the conclusions and policy recommendations listed above illustrate well that there is huge scope for action at the European level – in all four thematic areas. The Commission should continue to support the development of frameworks and databases through research, monitoring and dialogue with stakeholders.

ACRONYMS AND ABBREVIATIONS

ERTMS	European Railway Traffic Management System
HSR	High-speed rail
ICT	Information and communication technologies
MIMP	Multimodal transport information, management and payment



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