Tallinn Forum

Advances in European SEA Practice 2020

Caught in the crossfire – when government confuses policies and projects

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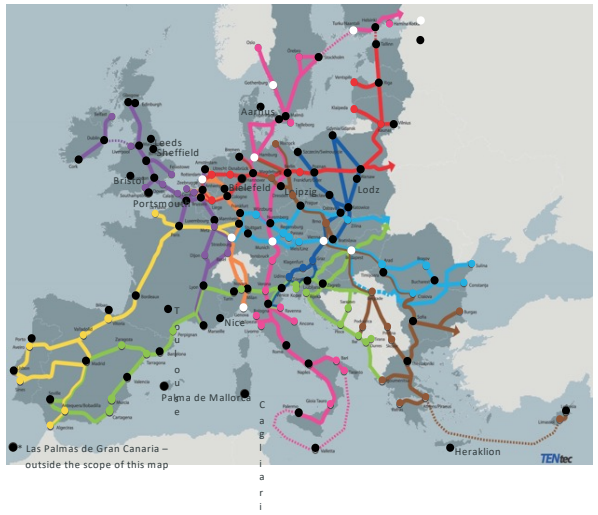
Introduction



The Challenge

- Many investments in transport infrastructure by national authorities and EU (TEN-T).
- Usually focus on bottlenecks/linkages of congestion/capacity for separate modes => projects (‘dots’)
- Problem large-scale project-driven planning: huge impacts on locality, while benefits unclear (at network level) => much local resistance
- To address this: local land-use planning initiatives integrated in (and paid for) by large infra projects.
- Still: cost overruns, time delays, little public support, unclear value for network

=> “Planners caught in the crossfire”
Infra projects become arenas for solving local planning issues instead of systems level connectivity and accessibility
(=> ‘connecting the dots’)

Tunnels for highways in cities

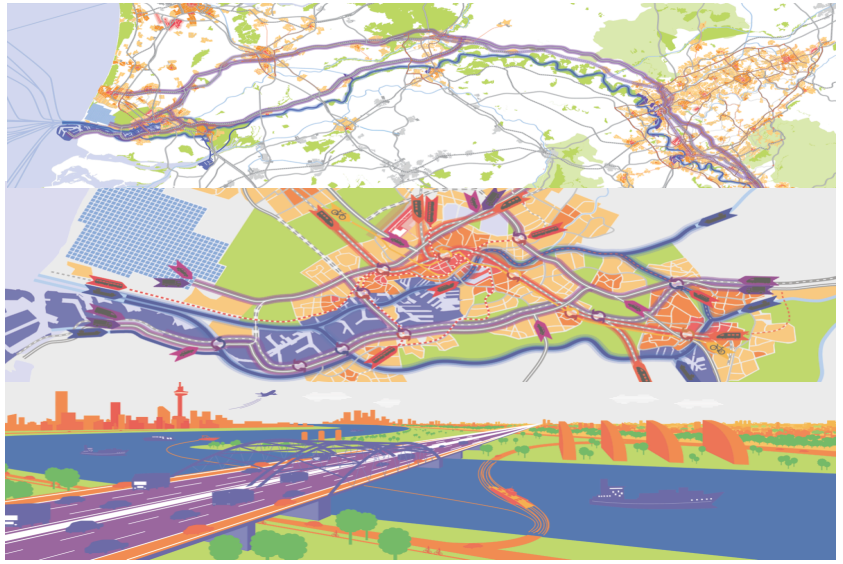
Transit-Oriented Development

Plans for HSR stations…

Introduction

Main Question:

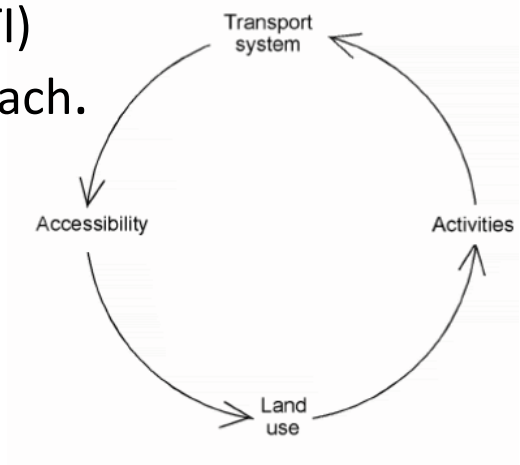
- How to connect local land-use development needs and (cross)national transport needs?
  => need for an approach that connects policies and projects, that connects individual dots in a corridor, network.
- 3 cases, recent experiences: Estonia, Sweden, The Netherlands.

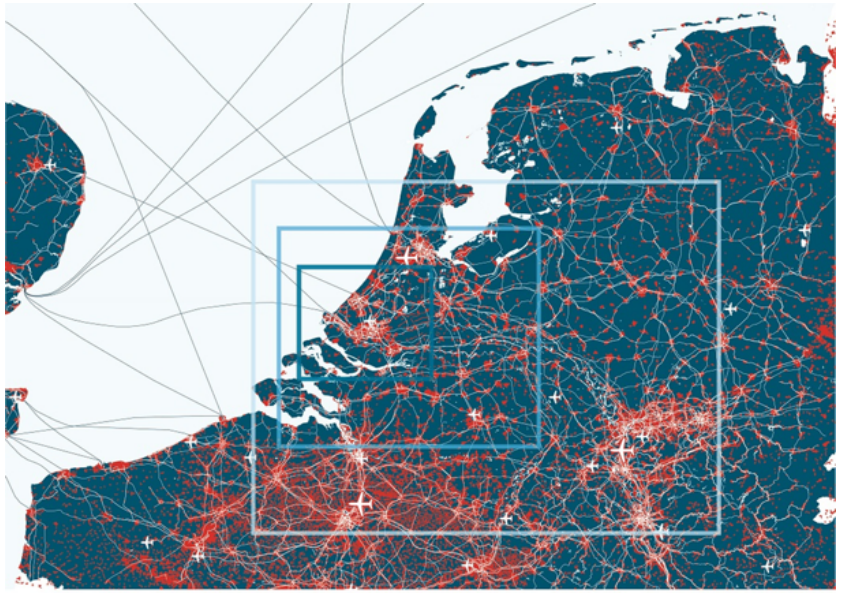


3 main topics:

- Spatial scale – aligning scales.
- Institutional arrangements – multi-level governance.
- Interaction spatial (land use) development and transport infrastructure development (LUTI)

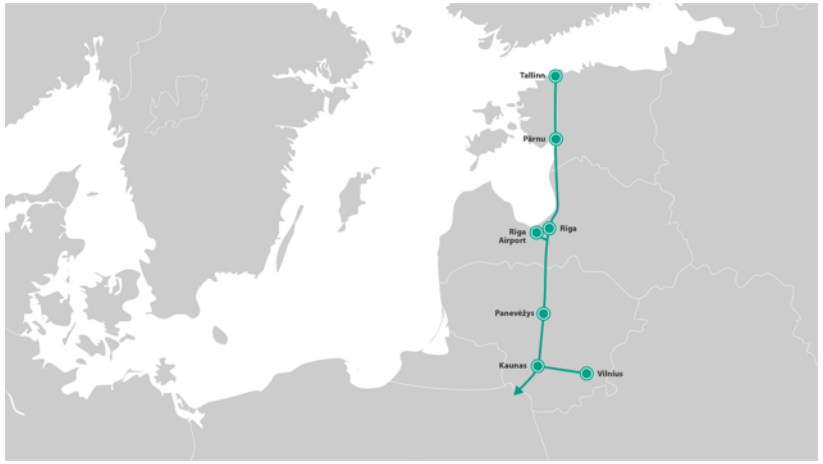
=> central elements of a corridor planning approach.





Rail Baltic Program Estonia

- High Speed Railway system (HSR) across Baltic States
- Program with planning and assessment in parallel processes at different tiers (also multi-national).
- Much attention to public participation.
- Focus on detailed design railway, stations.
- Discussions at county and urban level about potential/opportunities, function of HSR, new infra projects (Tallinn-Helsinki Tunnel).



Lessons:

- Initially seen as a coordination exercise of 3 Baltic countries now replaced by corridor level discussions (regions, cities).
- Need for involvement of transport *and* planning institutes from the start for goal- and agenda-setting at multiple tiers.

Role of SEA:

- Co-ordinating the result of 3 county plans
- Bringing a systematic approach for selecting corridors and routes – opening up the discussion
- Providing an arena for the identification of goal conflicts

High Speed Rail Program Sweden

- High Speed Railway system Stockholm – Malmö/Gothenburg (HSR).
- Focus on 2 parts of system, Jönköping-Malmö + Linköping-Borås:
  2 studies on HSR potential, focusing on travel time passengers transport.
  Little discussion on role HSR for cities on the corridor.
- Simultaneously to corridor planning, separate planning process of
  'National Negotiation on Housing & Infrastructure',
  resulting in competition between cities and little cooperation at corridor le

Lessons:

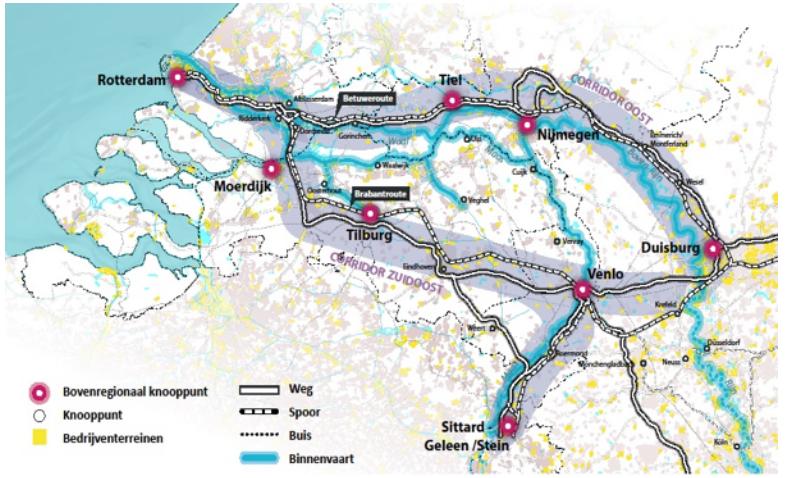
- interaction land use planning and transport initiatives not well addressed.
- Parallel transport and land use planning has to take into consideration:
  several spatial scales, institutional arrangements of planning approaches.

Role of SEA:

- Structures the planning process
- Asking the "why" question (needed for developing alternatives)
  => i.e. justification for a HSR in Sweden.
  Resulting in a new project developing the aim of the overall HSR in Sweden.
- Providing an arena for the identification of goal conflicts

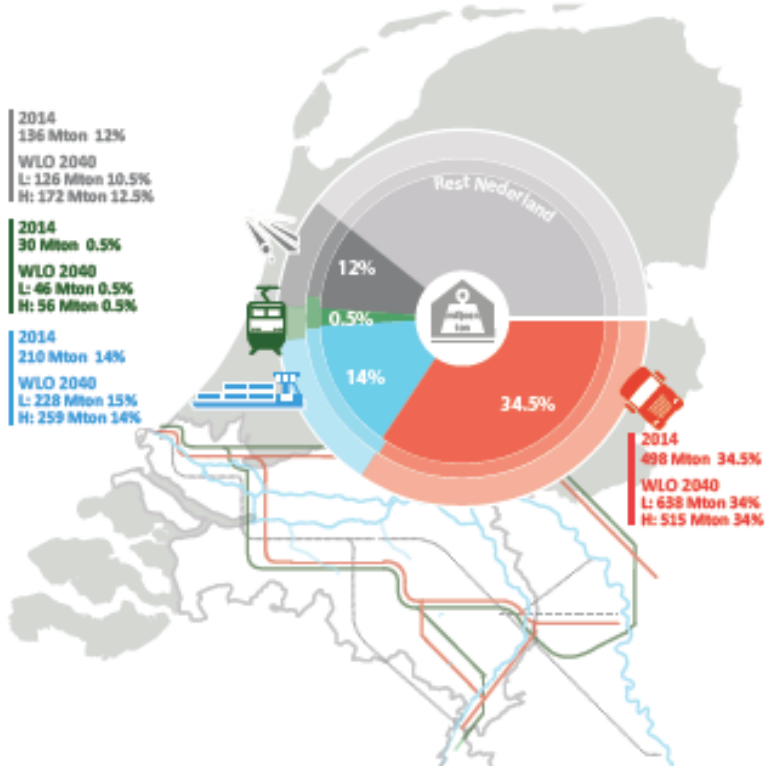
East/South-East Freight Corridor program NL

- Rotterdam-Rhein/Ruhr corridor, cross-national (NL - DE)
  highly developed network of highways, railways, waterways and pipelines
  vital for NL transport system and economy (*and* EU TEN-T Rhine-Alpine).
- Freight Corridor Program (FCP) to strengthen a multimodal 'top-corridor'.
- Coherent package of measures focusing on optimization 6 major nodes:
  intermodal connectivity, solving bottlenecks, service + reliability for end-users,
  economic specialization of nodes.



Lessons:

- Multi-level governance for corridor level ambitions proves to be difficult:
  local/regional authorities thinking at corridor level (prevent competition),
  national government thinking about local spatial-economic development.
- Also difficult to create multi-modality, to balance freight/passengers transport,
  to raise attention for cross-border issues.
- Programmatic approach helps to raise awareness of importance of corridor.



Role of SEA:

- No formal SEA yet.
- Many informal studies done for 'will-shaping', defining political objectives
- Involvement of public is limited, focus mostly on political arena
- Danger of need for 'repair SEAs' next stage, affecting political momentum

Challenges and lessons

Central elements for a corridor approach in transport planning and SEA:

A string of 'perfect projects' ('pearls')

- Nodes and links within corridors usually dealt with as individual projects (politicization)
- Focus on design and local specificities, rather than on role for urban region, corridor
- Interface between corridor and last-mile + transport and land-use difficult to address in projects

Project or program approach

- No scaled-up project management, but strategic program + SEA for aligning and overall goals
- Challenge of parallel planning at different levels
- Need for multi-level governance

Integration or coordination

- Fundamental multiplicity, many interrelations => complexity!
- Integration (blender) less fruitful than coordination of land-use planning and transport planning?

SEA

- Becoming an arena for conflict resolution due to the "cross fire"
  between the string of perfect projects and an overall policy vision of what the projects should accomplish together.
- Providing structure to early phases that lack formal legislative procedures.
- Opening up for transparency and public review.
- The devil *is* the detail

Conclusions

- Need for rethinking existing practice of large-scale project planning limited added value at local *and* at corridor/network level.
- In practice elements of a corridor planning approach can be found, but not easily implemented
- For corridor planning that “connect the dots”:
  - Programmatic approach to planning and SEA that aligns projects in a ‘loosely coupled’ way;
  - Development of a clear overall policy vision;
  - Conditions set for individual projects and EIAs – tiering;
  - Room for adaptation to local context and development;
  - Careful monitoring of values that have been agreed upon (overall vision) – follow-up;
  - Careful multi-level governance framework
    with leadership, early and on-going stakeholder involvement,
    joint platform for continuous learning.

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D. Caught in the crossfire - when government confuse plans for policies

A world café in ”houses”

Charlotta Faith-Ell, Jos Arts, Heikki Kalle

TRA 2020
HELSINKI

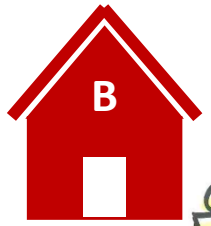
Questions

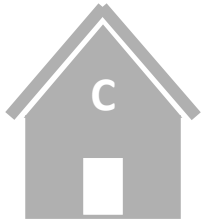
1. What is the advantage of applying a programmatic planning approach (over a project approach) that connects the individual dots of infrastructure and land-use project planning?
2. Which is/could be the role of SEA in corridor planning for large infrastructure development that connects with land-use development and (cross)national transport?
3. How could issues such as scoping, follow-up and tiering in SEA assist in the planning and development of a sustainable transport system?

The method is explained

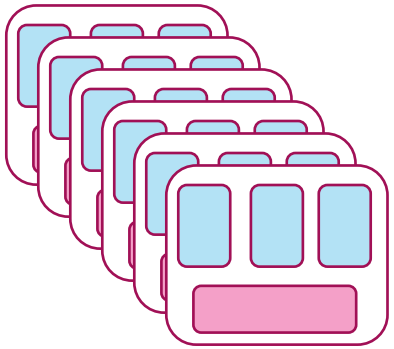
Questions Q1, Q2, Q3

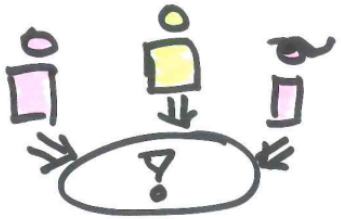
3 rooms in each house (I-III)



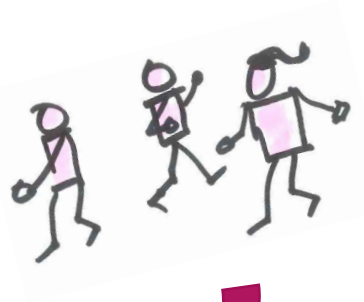


3 questions in small groups (10 min each)

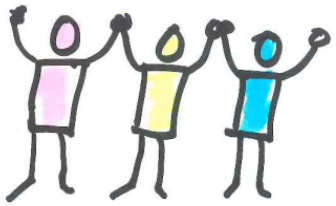


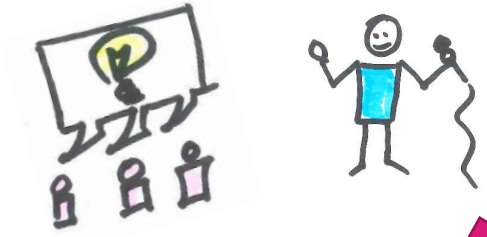


+summarise the last question in blue box (5 min)



Conclusion of Q1, Q2, Q3





Joss, Lotta & Heikki summarise each question + discussion

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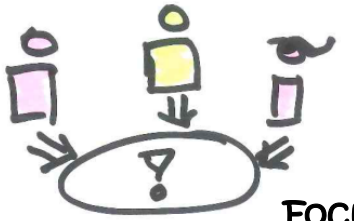
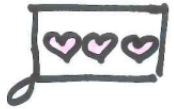
How to act



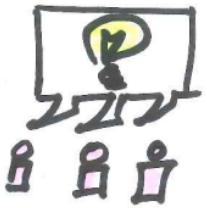
Focus on what is important

Write down your ideas

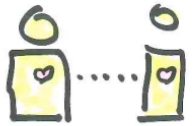
Listen carefully



Talk from your heart and contribute with your experiences



Ask new questions for new ideas



Talk and act friendly

Let everyone speak

HAVE FUN!

World café (in houses and rooms)

Minutes	House A			House B			House C			
	Group AI	Group AII	Group AIII	Group BI	Group BII	Group BIII	Group CI	Group CII	CIII	4-5 persons
10	Q1	Q2	Q3	Q1	Q2	Q3	Q1	Q2	Q3	4-5 persons
10	Q2	Q3	Q1	Q2	Q3	Q1	Q2	Q3	Q1	4-5 persons
10	Q3	Q1	Q2	Q3	Q1	Q2	Q3	Q1	Q2	4-5 persons
5	AII: Q1	BII:Q1	CII:Q1	AIII: Q2	BIII:Q2	CIII:Q2	AI: Q3	BI:Q3	CI:Q3	4-5 persons
2										
	Jos			Lotta			Heikki			
21	AII: Q1	BII:Q1	CII:Q1	AIII: Q2	BIII:Q2	CIII:Q2	AI: Q3	BI:Q3	CI:Q3	All
10	Overall discussion									All
5	Wrap up									All

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