



Ex-Post Evaluation of
TEN-T Coordinators

European Commission

Report
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Prepared by:

Steer Davies Gleave
28-32 Upper Ground
London SE1 9PD
United Kingdom

+44 (0)20 7910 5000
www.steerdaviesgleave.com

Prepared for:

European Commission
DG MOVE
B-1049 Brussels
Belgium

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Executive Summary

Overview

1. The Trans-European Transport Network (TEN-T) programme was established in the mid-1980's to provide the transport infrastructure needed to facilitate a smooth functioning of the internal market, to ensure economic, social and territorial cohesion and to improve accessibility across the European Union (EU) territory.
2. The ultimate policy objective of the TEN-T programme is the establishment of a single, multimodal network covering both traditional ground-based structures and equipment (including intelligent transport systems) to enable safe and efficient traffic flows, by integrating the land, sea and air transport infrastructure components.
3. The 2004 revised TEN-T guidelines introduced the concept of European Coordinators, responsible for facilitating the coordinated implementation of Priority Projects. The emphasis of appointed Coordinators has been on Priority Projects with a cross-border focus, as well as the technically complex ERTMS and Motorways of the Sea Horizontal Priorities covering a number of Member States.
4. Each Coordinator is provided with a specific mission statement, setting out their responsibilities. These roles include facilitation to unblock obstacles to progress, reporting (through annual reports to the Commission and an annual hearing at the Transport Committee in the European Parliament), as well as interacting and promoting coordination across stakeholders including Member States, regional and local authorities, European institutions and infrastructure managers.
5. The European Parliament must be consulted with regards to their nomination, which must also be approved by Member States. In total, Coordinators were appointed for eleven Priority Projects including Motorways of Sea and ERTMS as a Horizontal Priority between 2005 and 2013.
6. The Coordinators act on behalf of the Commission and are supported by DG MOVE staff. The Coordinators' role is unpaid. They receive a monthly allowance of €1,500 in addition to the reimbursement of travel expenses incurred as part of their mandates.
7. This study, an ex-post evaluation of the TEN-T Coordinators, reviews and evaluates the performance of the TEN-T Coordinators between 2005 and 31 December 2013. It examines how well the Coordinators met their objectives set under the guidelines in assisting with the implementation of the Priority Projects in the TEN-T network. The Terms of Reference described the key objectives of this ex-post evaluation as:
 - To evaluate the impact of the role and work of the Coordinators on the implementation of the priority projects; and
 - To carry out an ex-post evaluation which will help the Commission and the future Coordinators to further improve their positive impact on the implementation of the TEN-T network.
8. The methodology of the study was based on a desktop analysis where qualitative and quantitative information was collected and analysed as well as stakeholder consultation. The programme of consultation with stakeholders was devised to be as comprehensive as possible and included the nine TEN-T Coordinators, European Commission and European agencies officers, Members of the European Parliament, Member States, TEN-T project

promoters and representatives associations. In total 61 interviews took place between February and May 2014.

Conclusions

9. The assignment of European Coordinators to TEN-T Priority Projects was introduced in 2005 to advance specific cross-border projects and bottlenecks which had not progressed in line with the original TEN-T Guidelines timescales and followed consultation with the European Parliament and approval by the Member States.
10. The overall conclusion of this ex-post evaluation is that the role of the Coordinators was very useful and effective in helping the Member States and DG MOVE to further progress the development of the TEN-T Network. The Coordinators acted as “pivotal heads” who were able to report to DG MOVE, the European Parliament and other institutions but also liaised on the ground with all the stakeholders involved, facilitating dialogue and direct relationships. The Coordinators role and work greatly improved the communication of the strategic vision of the Priority and Horizontal Projects and enhanced common knowledge and transparency.
11. In spite of their lack of powers, relying largely on their negotiation skills and their previous political experience, Coordinators succeeded and obtained a significant number of key results that might have been achieved without them but certainly not in the same timeframe. The cost of their intervention compared to the overall EU budget for TEN-T remains very small. The work of the Coordinator was made more effective by using the pairing of Coordinator/Advisor, providing DG MOVE with an understanding of the work being done and reassurance that follow-up of the missions and work undertaken by the Coordinators would happen.
12. However Coordinators’ efforts were regularly influenced by a number of external factors including budgetary constraints of Member States, changes in political leadership or national projects taking higher priority over European ones. By maintaining the pressure on Member States the Coordinators have ensured that their commitments to the TEN-T network remains a reality.
13. Whilst the action of the Coordinators addressed some short and long-term issues, their work will only be sustainable if maintained until the most difficult issues of the TEN-T Programme can be solved.

Recommendations

Communication

14. We believe meetings and regular conferences of the new Corridor Forums provide an ideal opportunity for DG MOVE to increase communication and to promote the Core Network Corridors and the work of the Coordinator. We recommend that after each forum meeting some consideration is given to a press release being issued providing a summary of the meeting. We recommend that the DG MOVE website includes a page for each Coordinator which is updated regularly on the role and work of the Coordinator including a public record of their meetings with stakeholders to provide insight into their role.

Annual Reports

15. We recommend that the drafting process of the annual reports is more formalised and a decision is made whether to contact stakeholders for information in advance of its

publication or not. We also recommend that a link to the annual report is sent to all stakeholders as soon as the report is published. We suggest that there is a short time period e.g. two weeks in between the publication of the report and the hearing at the European Parliament.

Coordinator missions

16. We recommend that Coordinators and their Advisors undertake all missions deemed necessary by DG MOVE. It is therefore important that the budget required for these missions is maintained in the coming years. If possible, some consideration should be given to a reduction of the administrative processes for mission authorisations in order to give more flexibility to the Coordinator and his Advisor and ensure they can focus on their technical work.

European Commission support

17. We endorse the new enhanced support structure established by DG MOVE for the implementation of the new TEN-T Guidelines which were agreed in late 2013. It is also critical that there is close collaboration with the other Units associated with the work of the Coordinator in particular for the horizontal Coordinator for ERTMS and MoS, as well as DG REGIO and other Commission services and EU institutions where relevant.

Monthly allowance

18. The purpose of the monthly allowance (at €1,500 until December 2013, increased to €3,000 since) remains quite vague in the Commission Decision. It states that the activity of the Coordinator is unpaid but provides an allowance, which has been used by some Coordinators for secretarial support given the extensive amount of correspondence received. Some consideration could be given to a better clarity of the allowance with a share for secretarial support and another towards the Coordinator *stricto sensu*.

Interaction amongst Coordinators

19. Given the increased similarities provided by the nature of the Core Network Corridors, we recommend increased interaction amongst the Coordinators, such as regular seminars, with attendance from other EU institutions such as relevant parts of DG MOVE and INEA, as well as other DGs and institutions. Despite logistical difficulties, it is recommended that regular meetings between the Coordinators take place.

Sharing of best practices

20. Along with increased interaction amongst the Coordinators, we believe a more structured approach to sharing of best practice could be beneficial. We understand that in the past, informal discussions occurred frequently amongst the Coordinators' advisors at DG MOVE where best practices could be shared. As the number of Coordinators is increasing going forward and the number of DG MOVE and INEA staff providing support also rising, we would recommend allocating some time to the sharing of best practices. A structure has been put in place for that purpose.

Glossary

Annual Call: The Annual Work Programme (AWP) provides TEN-T funding for projects of European common interest. Each year certain objectives are specified within the call for proposals. These funds do not specifically need to be used on Priority Projects and the majority of the Annual Work Programme funding is spent on studies.

CEF: The Connecting Europe Facility regulation sets out the rules for awarding EU financial support, Priority Projects and the maximum limits of EU co-financing per type of project during the 2014-2020 financing period. Under the CEF, €26.25 billion will be made available from the EU's 2014-2020 budget to co-fund TEN-T projects.

DG MOVE: Directorate General of the European Commission for Mobility and Transport. Its aim is to promote a mobility that is efficient, safe, secure and environmentally friendly and to create conditions for a competitive industry generating growth and jobs. DG MOVE is composed of six Directorates. It was formerly part of DG TREN but the name was modified in 2010 when energy issues were brought under DG ENER.

DG REGIO: Directorate General of the European Commission for Regional and Urban Policy. Its mission is to strengthen economic, social and territorial cohesion by reducing disparities between the levels of development in regions and Member States.

ECA: European Court of Auditors

EIB: European Investment Bank.

ERTMS: European Rail Traffic Management System is an initiative supported by the EU to enhance cross-border interoperability and the procurement of signalling equipment by creating a single Europe-wide standard for train control and command system.

Horizontal Priority: are projects involving many Member States which are often technically more complex than Priority Projects. ERTMS and Motorways of the Sea are both considered Horizontal Priorities.

INEA: The newly established Innovation and Networks Executive Agency (INEA), which incorporates the former TEN-T Executive Agency as well as parts of other former agencies, is responsible for the follow up of the TEN-T programme in financial and technical terms. It will also be responsible for the other elements of CEF and aspects of Horizon 2020.

MEP: Member of European Parliament.

Motorways of the Seas (MoS): Is a TEN-T Priority Project which stresses the importance of sea transport.

Multi-Annual Call: The Multi-Annual Work Programme is the main component of the TEN-T Programme receiving 80%-85% of the funding. The funding of the MAP is allocated through annual calls over the 2007-2013 period. Priority projects horizontal programmes have been funded throughout the period.

Priority Project: Thirty projects of common interest were defined as Priority Projects in the 2004 TEN-T Guidelines. Deadlines for the completion of the Priority Projects were also included.

TEN-T: Trans-European Network – Transport is an infrastructure development plan initially agreed by the European Parliament and the European Council in 1996. Its aim is to provide

better connections and intermodality for freight and passengers among Member States. The TEN-T Guidelines have been updated and amended in 2004, 2010 and most recently in 2013.

TEN-T Executive Agency: This agency was created in 2006 to manage the technical and financial implementation of its TEN-T programme. It has now been replaced by INEA.

Unit B1 of DG MOVE is attached to Directorate B of DG MOVE which takes care of European Mobility Network. Unit B1 focuses on the TEN-T.

Unit B2 of DG MOVE works on the Single European Rail area and is attached to Directorate B of DG MOVE which takes care of European Mobility Network.

Unit B4 of DG MOVE manages the CEF policy and is attached to Directorate B of DG MOVE which takes care of European Mobility Network

Table of Reference of TEN-T Projects and their Coordinators

Priority Project	Name of Priority Project	Coordinators (at 30/06/2013)
PP1	Berlin-Palermo	Mr Pat Cox
PP3-PP19	South West Europe / Iberian Peninsula high-speed rail	Mr Carlo Secchi
PP6	Lyon-Ukrainian border	Mr Laurens Jan Brinkhorst
PP17	Paris-Bratislava	Mr Péter Balázs
PP18-PP30	Inland Water Ways (IWW)	Ms Karla Peijs
PP21	Motorways of the Sea (MoS)	Mr Luis Valente de Oliveira
PP22	Athina-Dresden	Mr Gilles Savary
PP27	Rail Baltic / Rail Baltica	Mr Pavel Telicka
ERTMS	ERTMS	Mr Karel Vinck

Note: Appendix B contains an overview of each of the Priority Projects

1 Introduction

Background

- 1.1 The Trans-European Transport Network (TEN-T) programme was established in the mid-1980's to provide the transport infrastructure needed to facilitate a smooth functioning of the internal market, to ensure economic, social and territorial cohesion and to improve accessibility across the European Union (EU) territory.
- 1.2 The ultimate policy objective of the TEN-T programme is the establishment of a single, multimodal network covering both traditional ground-based structures and equipment (including intelligent transport systems) to enable safe and efficient traffic flows, by integrating the land, sea and air transport infrastructure components.
- 1.3 The original TEN-T guidelines which were adopted in 1996 included fourteen infrastructure Priority Projects of, the so-called 'Essen projects'. In view of the imminent enlargement of the European Union, these guidelines were amended in 2004, increasing the total number of Priority Projects to thirty. The 2004 revised guidelines also introduced the concept of European Coordinators, responsible for facilitating the coordinated implementation of Priority Projects. The emphasis of appointed Coordinators has been on Priority Projects with a cross-border focus, as well as the technically complex ERTMS and Motorways of the Sea Horizontal Priorities covering a number of Member States.
- 1.4 Each Coordinator is provided with a specific mission statement, setting out their responsibilities. These roles include facilitation to unblock obstacles to progress, reporting (through annual reports to the Commission and an annual hearing at the Transport Committee in the European Parliament), as well as interacting and promoting coordination across stakeholders including Member States, regional and local authorities, European institutions and infrastructure managers.
- 1.5 The Coordinators act on behalf of the Commission and are supported by DG MOVE staff. The European Parliament must be consulted with regards to their nomination, which must also be approved by Member States. In total, Coordinators were appointed for nine Priority Projects including two Horizontal Priorities (ERTMS and Motorways of Sea) between 2005 and 2013.

- 1.6 The TEN-T Executive Agency was established in 2006 and became part of Innovation and Networks Executive Agency (INEA) at the beginning of 2014. INEA manages the TEN-T budget and liaises with other entities who provide funding e.g. the European Investment Bank (EIB), the European Regional Development Fund (ERDF) and DG REGIO.
- 1.7 New TEN-T guidelines were adopted in late 2013 by the European Parliament and the Member States. There has been a shift from a patchwork of Priority Projects to a network approach with particular focus on new Core Network Corridors. The network consists of the Core Network, to be completed by 2030 and the Comprehensive network. The Core Network Corridors will facilitate the implementation of the Core Network with modal integration, interoperability and coordinated development and management of infrastructure. The role of the Coordinator has been strengthened further and will now include chairing a Corridor Forum and drawing up a Corridor work plan among their tasks.

The need for this study

- 1.8 This study, an ex-post evaluation of the TEN-T Coordinators, reviews and evaluates the performance of the TEN-T Coordinators between 2005 and 2013. It examines how well the Coordinators met their objectives set under the guidelines in assisting with the implementation of the Priority Projects in the TEN-T network. We also identify and highlight best and good practice so this might be used to determine the future role and approach of the Coordinators.

Structure of this document

- 1.9 The remainder of this document is structured as follows:
- Chapter 2 covers the specific objectives of the evaluation and its associated methodology;
 - Chapter 3 presents a description of the role and work of the Coordinators as well as case studies on PP6 and PP22;
 - Chapter 4 provides the findings of the evaluation; and
 - Chapter 5 presents the conclusions and recommendations of this study.
- 1.10 Appendix A contains maps of the Priority Projects as well as their associated Coordinator.
- 1.11 We have included the questionnaires which we have used for the basis of the stakeholder interviews in Appendix B.

2 Methodology

2.1 This section provides a summary of the research methodology used in the study. As presented in the Introduction, the objectives of the study were both qualitative and quantitative, which required us to undertake the study in two main parts:

- **Desktop analysis:** we collected and analysed qualitative and quantitative information; and
- **Stakeholder engagement:** we ascertained the impact of the role of the Coordinator by obtaining stakeholders' views on the TEN-T Coordinators' work.

2.2 These tasks are described in more detail below.

Desktop analysis

Data collection and review of documentation

2.3 We carried out desk research to collect relevant information from the Coordinators' own reports, previous studies and information contained in DG MOVE's archives.

2.4 The desk research allowed us:

- To identify data sources;
- To review the key issues affecting the Priority Projects and to assess their state of advancement before the appointment of the Coordinators and during the Coordinators' terms;
- To derive the total cost of the Coordinators; and
- To further understand the views and opinions of the stakeholders.

The data we collected for the study is provided in Table 2.1 below.

Table 2.1: Data sources

Source	Data
DG MOVE	TEN-T Coordinators mandates and associated Commission Decisions and Communications
DG MOVE	Information about the selection process of TEN-T Coordinators, their recruitment process
DG MOVE	Financial information about the cost of TEN-T Coordinators in terms of Commission support staff, expenses claimed, etc.
DG MOVE	TEN-T Coordinators annual reports
DG MOVE	TEN-T Coordinators European Parliament and Transport Committee hearings
DG MOVE	TEN-T Guidelines (2013, 2010, 2004, 1996)
DG MOVE	Coordinator Common Position Paper
INEA	TEN-T Executive Agency information on Priority Projects (and corridors as per new Guidelines)
European Parliament	Report for the European Parliament on TEN-T large projects – Investments and costs, Jan 2013
European Court of Auditors	Improving transport performance on Trans-European rail axes: Have EU rail infrastructure investments been effective? (2010)

Stakeholder consultation

Stakeholder selection process

- 2.5 For the evaluation, it was decided that the programme of consultation with stakeholders should be as comprehensive as possible, in order to obtain a range of views about the role and work of the TEN-T Coordinators from all groups of stakeholders effected by their work.
- 2.6 In agreement with the Commission, we defined a programme of stakeholder interviews with the following organisations:
- DG MOVE: Officers who interacted with the Coordinators including the relevant Director, Heads of Unit and nine Policy officers (who supported the Coordinators on a day to day basis);
 - Innovation & Networks Executive Agency (INEA) and European Court of Auditors: Officers who engaged with the work of the Coordinators either on request or as part of their duties;
 - TEN-T Coordinators: All nine Coordinators whose mandates finished in 2013;
 - European Parliament: Members of the European Parliament who interacted closely with the Coordinators as Members of the Committee on Transport and Tourism;
 - Representative Associations based in Brussels: Groups representing the different interest groups who interacted with the work of the Coordinators;
 - TEN-T Promoters: specific stakeholders who were involved in delivering the Priority Projects with a focus on Priority Project 6 and Priority Project P22; and
 - Member States: A selection of Member State representatives whose contact details were supplied by DG MOVE.

Questionnaires

- 2.7 In order to collect the views of the stakeholders and to answer the questions raised in the Terms of Reference of the study, a list of questions to be used during the interviews was developed.
- 2.8 The questionnaires were designed in order to help understand:
- The key performance indicators (quantitative and qualitative) to test the implementation, relevance, effectiveness, efficiency, sustainability, utility, value added and acceptability of the TEN-T Coordinators;
 - Their views on the key skills required by the TEN-T Coordinators;
 - Their views on the most common issues faced by the stakeholders and their ways of overcoming these difficulties;
 - Any other thoughts relevant to our study.
- 2.9 Tailored question lists were developed for each of the categories of respondents. Some questionnaires were further refined to address the precise circumstances and needs of the respondents when we were aware of any particular issues before the list of questions was sent.
- 2.10 Whilst we sent the questions lists in advance, it was not expected that interviewees would be providing their response in writing.
- 2.11 A copy of the questionnaires is available in Appendix B.

Responses and interviews

- 2.12 In total 65 stakeholders were contacted, and 61 (93.8%) agreed to take part.

TEN-T Coordinators

- 2.13 The list of stakeholder contacts from the TEN-T Coordinators is displayed below in Table 2.2.

Table 2.2: List of current TEN-T Coordinators

Priority Project	Current Coordinator
PP1 Berlin-Verona/Milan-Bologna-Napoli-Messina-Palermo rail link	Pat Cox
PP3: South-west European high-speed rail link / PP19: High-speed rail interoperability on the Iberian peninsula	Carlo Secchi
PP6: Lyon-Trieste-Divaca/Koper-Divaca-Ljubljana-Budapest-Ukrainian border rail link	Laurens Jan Brinkhorst
PP17: Paris-Strasbourg-Stuttgart-Wien-Bratislava rail link	Péter Balázs
PP18: Rhine/Meuse-Main-Danube / PP30: Seine-Scheldt	Karla Peijs
PP21: Motorways of the Sea (MoS)	Luis Valente de Oliveira
PP22: Athina-Sofia-Budapest-Wien-Praha-Nürnberg/Dresden	Gilles Savary
PP27: Rail Baltica	Pavel Telicka
The European Rail Traffic Management System (ERTMS)	Karel Vinck

European Commission

2.14 The list of stakeholder contacts from the Commission is displayed below in Table 2.3.

Table 2.3: List of Commission stakeholders

Name	Title
Herald Ruijters	Head of Unit, Unit B.1 Trans-European Transport Networks, DG MOVE
Stephane Ouaki	Head of Unit, Unit B.4 Connecting Europe Facility, DG MOVE
Judit Bertrand	DG MOVE Policy Officer associated with Karel Vinck
Leo Huberts	DG MOVE Policy Officer associated with Pat Cox
Carlo De Grandis	DG MOVE Policy Officer associated with Carlo Secchi
Günther Ettl	DG MOVE Policy Officer associated with Laurens Jan Brinkhorst
Andreas Faergermann	DG MOVE Policy Officer associated with Péter Balázs
Cesare Bernabei	DG MOVE Policy Officer associated with Karla Peijs
Jose Laranjeira Anselmo	DG MOVE Policy Officer associated with Luis Valente de Oliveira
Matthieu Bertrand	DG MOVE Policy Officer associated with Gilles Savary
James Pond	DG MOVE Policy Officer associated with Pavel Telicka
Desirée Oen	Member of Vice-President Siim Kallas' Cabinet responsible for TEN-T
Jean-Eric Paquet	Former Director of Directorate B European Mobility Network, DG MOVE
Jeroen van Oel	Unit E.3 Bulgaria & Accession Negotiations, DG REGIO

European institutions

2.15 The list of stakeholder contacts from European institutions is displayed below in Table 2.4.

Table 2.4: List of European Institution contacts

Entity	Name	Title
INEA	Ioannis Giogkarakis-Argyropoulos	Head of Unit, Unit C3, West Mediterranean, Atlantic
INEA	Christopher North	Head of Unit, Baltic Sea + Motorways of the Sea, ERTMS
INEA	Anna Livieratou-Toll	Senior Programme and Policy Coordinator
INEA	Pablo Serrano	Senior Project Manager
INEA	Morten Jensen	Acting Head of Unit, Baltic Sea + Motorways of the Sea, ERTMS
INEA	Pietro Bumma	Senior Project Manager
INEA	Ales Hocesvar	Senior Project Manager
INEA	Anna Ricciardi	Project Manager

Entity	Name	Title
European Court of Auditors	Gareth Roberts	Former Performance Audit Team Leader
European Investment Bank	Joaquim Rodon Blas	Project Implementation Engineer

Members of the European Parliament (MEPs)

2.16 The list of stakeholder contacts from the Member of the European Parliament is displayed below in Table 2.5.

Table 2.5: List of European Parliament contacts

Name	Title
Brian Simpson	MEP (S&D), Chair of the TRAN Committee
Dominique Riquet	MEP (EPP), Vice-Chair of TRAN Committee
Ismail Ertug	MEP (S&D), Member of TRAN Committee, Co-Rapporteur for TEN-T Guidelines
Michael Cramer	MEP (Greens/EFA), Member of TRAN Committee, Shadow Rapporteur for TEN-T Guidelines
Robert Zile	MEP (ECR), Member of TRAN Committee, Shadow Rapporteur for TEN-T Guidelines

Representative Associations

2.17 The list of stakeholder contacts from the Representative Associations is displayed below in Table 2.6.

Table 2.6: List of Representative Association contacts

Name	Title
Karin De Schepper	Secretary General, Inland Navigation Europe
Libor Lochman	Executive Director, Community of European Railway and Infrastructure Companies
Monika Heimig	Executive Director, European Rail Infrastructure Managers
Michel van Liefferinge	Director General, Union des Industries Ferroviaires Européennes
Kathrin Obst	Director, European Federation of Inland Ports
Isabelle Ryckbost	Director, European Seaports Association (ESPO)

TEN-T Promoters

2.18 The list of stakeholder contacts from the TEN-T Coordinators is displayed below in Table 2.7.

Table 2.7: List of TEN-T Promoter contacts

Name	Title
Konrad Bergmeister	Joint CEO, Brenner Base Tunnel (BBT-SE)

Name	Title
Andreas Bäck	Via Donau – Österreichische Wasserstrassengesellschaft
Francois Lepine	Committee for the Transalpine Lyon – Turin, Delegated Vice-President
Mario Virano	Italian President for the Lyon Turin Intergovernmental Conference
Éliane Giraud	Vice-President, responsible for transport of French Rhone-Alpes Region
Hubert Du Mesnil	President of Lyon Turin Ferroviaire (LTF)
Patrice Raulin	Ex-President of Lyon Turin Ferroviaire (LTF)
Petra Heldt	Desk Officer, Transeuropean and Transnational Transport Axis, Saxon State Ministry for Economic Affairs, Labour and Transport

Member States

2.19 The list of stakeholder contacts from the Member States is displayed below in Table 2.8.

Table 2.8: List of Member State contacts

Name	Title
Thomas Spiegel	Representative for Austria
Pim Bonne	Representative for Belgium
Vít Sedmidubský	Representative for the Czech Republic
Thibaud Delvincourt	Representative for France
Reiner Nagelkrämer	Representative for Germany
Peter Toth	Representative for Hungary
Roberto Ferrazza	Representative for Italy
Eduardo Pallardó Comas	Representative for Spain
Sjoerd Hoorstra	Representative for the Netherlands

3 The Role and Work of the Coordinators

Introduction

- 3.1 In the section below we present the organisation of the role of the Coordinators in order to provide the contextual background for our Evaluation.
- 3.2 In order to understand and illustrate the work of the TEN-T Coordinators, it was agreed with the European Commission to undertake two case studies, focusing on PP6 and PP22. These case studies are based on detailed discussions with the Coordinators and local stakeholders as well as a comprehensive examination of annual reports and correspondence made available to us at the DG MOVE archives.

Mandate of the TEN-T Coordinators

- 3.3 The mandates of the Coordinators are formally set out in the form of a Commission Decision. This includes the time period of their mandate as well as the role and tasks of the European Coordinators which are presented in mission statements annexed to the Decision.
- 3.4 We have reviewed all mandates issued to each Coordinator concerned. The 2004 TEN-T Guidelines state that the designation of a Coordinator must be agreed on by Member States and that the European Parliament must also be consulted during the nomination process.

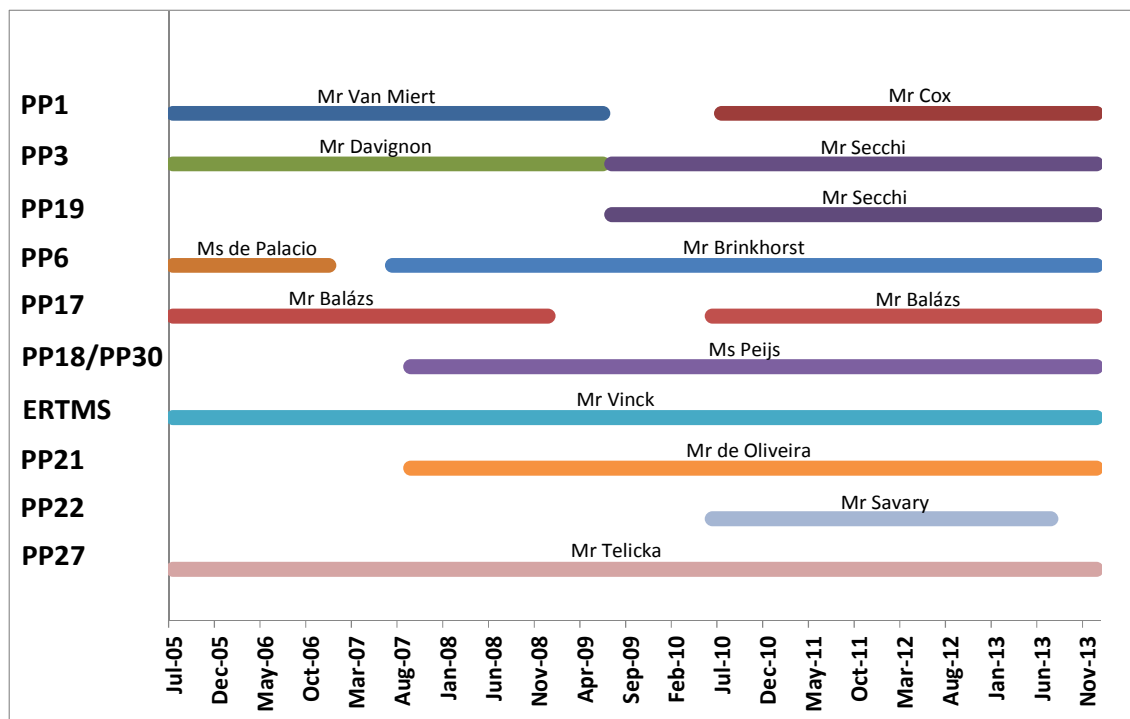
Table 3.1: Commission decisions containing Coordinator mandates

Decision (Year) Number	Coordinators Designated	Priority Project
C(2005) 2754	Mr. Karel Van Miert	PP1
	Mr. Etienne Davignon	PP19
	Ms. Loyola de Palacio	PP6
	Mr. Péter Balázs	PP17
	Mr. Pavel Telicka	PP27

Decision (Year) Number	Coordinators Designated	Priority Project
C(2007) 3190	Mr. Karel Vinck	ERTMS
	Mr. Laurens Jan Brinkhorst (replacing Ms. Loyola de Palacio)	PP6
C(2007) 4396	Ms. Karla Peijs	PP18 PP30
	Mr. Luis Valente de Oliveira	Motorways of the Sea
C(2009) 5706	Mr. Carlo Secchi	PP19
	(replacing Mr. Etienne Davignon)	PP3
C(2010) 3558	Mr. Pat Cox (replacing Mr. Karel Van Miert)	PP1
	Mr. Gilles Savary	PP22

3.5 The original Decision in 2005 provided a mandate with a term of four years to the Coordinators. Mr Van Miert and Ms de Palacio passed away before the end of their mandates. Another four year mandate was given in the 2009 Decision with the more recently nominated Coordinators’ terms aligned to those of the original Coordinators. Another Decision C(2013) 4388 extended all terms until 31 December 2013 except for that of Mr Savary who became a Member of the French Assembly and was therefore considered to be at risk of having conflicts of interest. The timeline of the Coordinators is displayed in Figure 3.1.

Figure 3.1: Coordinator timeline



Source: Steer Davies Gleave. Note: Mr. Balázs became Minister of Foreign Affairs of Hungary between April 2009 and May 2010, during which period he was not in charge as a Coordinator.

- 3.6 The 2005 Decision gave the same mandate to all Coordinators except for that of ERTMS. The mandate for Coordinators on Priority Projects consisted of four main tasks:
- The promotion of joint project evaluation methods and the provision of technical expertise to project promoters with regards to the financing of the project;
 - The drawing up of an annual report for the European Parliament and the relevant Member States on the state of advancement of the project, new developments which may affect the project and any difficulties which are likely to cause serious delays to the completion dates agreed in the TEN-T Guidelines;
 - Consultation with a broad range of stakeholders including the Member States concerned, regional and local authorities, operators and users of the means of transport as well as representatives of civil society on issues relating to transport demand, possibilities for funding and the types of services to be made available to facilitate access to this funding; and
 - The preparation of an opinion during the examination of EU funding requests if requested by the Commission.
- 3.7 The European Coordinator for ERTMS was given his own specific mandate in order to facilitate the coordinated deployment of ERTMS. This was because his tasks as a Horizontal Priority Coordinator were expected to be different to a Priority Project. His mandate consisted of the following tasks:
- Guiding the development of appropriate methodological approaches to establish the requirements for the development of ERTMS in the designated rail corridors;
 - Supervising the studies being carried out corridor by corridor (ERTMS) and the integration of these studies into a coherent European Union deployment plan;
 - Contributing to the development of a coherent strategy for the implementation of the deployment plan;
 - Developing a set of supplementary development measures deemed necessary in the corridors to guarantee their long-term commercial objectives;
 - Chairing the high-level steering group provided for in the ERTMS Memorandum of Understanding with industry;
 - Drawing up of an annual report for the European Parliament and the relevant Member States on the state of advancement of the project, new developments which may affect the project and any difficulties which are likely to cause serious delays; and
 - Consultation with all major stakeholders including Member States in order to identify all factors relating to the development of the ERTMS corridors, the possibilities for funding and the types of services to be made available to facilitate access to this funding.
- 3.8 The 2005 Decision stated that the Coordinators' work was estimated to amount to an average of one week per month initially but that this would reduce over time.
- 3.9 The mandates also expressed clearly that the Coordinators' role was to be unpaid. The mandates did stipulate a monthly allowance of €1,500 to be paid to each Coordinator during their terms, in addition to the reimbursement of travel expenses incurred as part of their mandates. Additionally, the mandates stated that technical and administrative support was to be provided to each Coordinator by the Commission.
- 3.10 The mandates emphasised how the Coordinators must act impartially, in an independent and confidential manner and apply their knowledge and skills solely in the interest of the European

Union. It is also stated that regular meetings would be held between the European Coordinators to facilitate the sharing of information and experience.

- 3.11 The mandates acted as a contract between the Commission and the Coordinators and were governed by Belgian law.
- 3.12 The tasks in the 2005 mandates listed above in paragraphs 3.6 and 3.7 remained the same for all renewals and extensions of those Priority Project Coordinators. The original mandate also requested the Coordinators to present an interim confidential report to the Commission by 31 March 2006 on the existing circumstances of the Priority Project and the forecasts for its development. This was with a view to the financial programming for the 2007-2013 period and was a one-off request.
- 3.13 Decision (2007) 4396 introduced two new Coordinator positions, one responsible for two major inland waterway Priority Projects and the other responsible for Motorways of the Sea. The preamble to the Decision states that the average workload for a European Coordinator had been 3-8 working days per month and was expected to be similar for the new Coordinators and then reduce over time.
- 3.14 Both Coordinators were requested to present an interim report exclusively for the Commission on the existing circumstances of the Priority Project and the forecasts for its development with respect to the TEN-T and Marco Polo programmes for the financial period for 2007-2013.
- 3.15 Along with the drawing up of an annual report similar to those of the other Coordinators, the initial mandates for these two Coordinators contained specific tasks related to their respective Priority Projects. For Ms. Peijs, her mandate comprised the following tasks:
- The identification of obstacles in the development of PP18 and PP30 and particular focus on the solution for financial arrangements to allow these projects to begin; and
 - The promotion and encouragement of greater use of the inland waterways network across Europe.
- 3.16 For Mr. De Oliveira, these tasks consisted of:
- A contribution to the development of a consistent strategy for the implementation of the motorways of the sea at European level;
 - The monitoring of the Task Forces set up for five maritime regions and supervision of the master plans or preparatory studies which have been or will be launched in order to ensure their cohesion; and
 - Regular consultation of the players concerned, in particular private players and the possibilities for funding public and private investments.
- 3.17 Except for the European Coordinator for ERTMS, all Coordinators received the same mandate upon the renewal of their terms in 2009. In reality, this meant that the mandates given in 2007 to Ms. Peijs and Mr. De Oliveira were adapted to match those of the original Coordinators. The mandates issued in 2009 were the same as those in 2005 except for an addition of a request from the Commission to monitor financial decisions, compliance with environmental legislation and consideration of regional aspects in addition to compliance with the global 'corridor' approach. Mr. Vinck received a very similar mandate for the role of ERTMS Coordinator as he had in 2005.

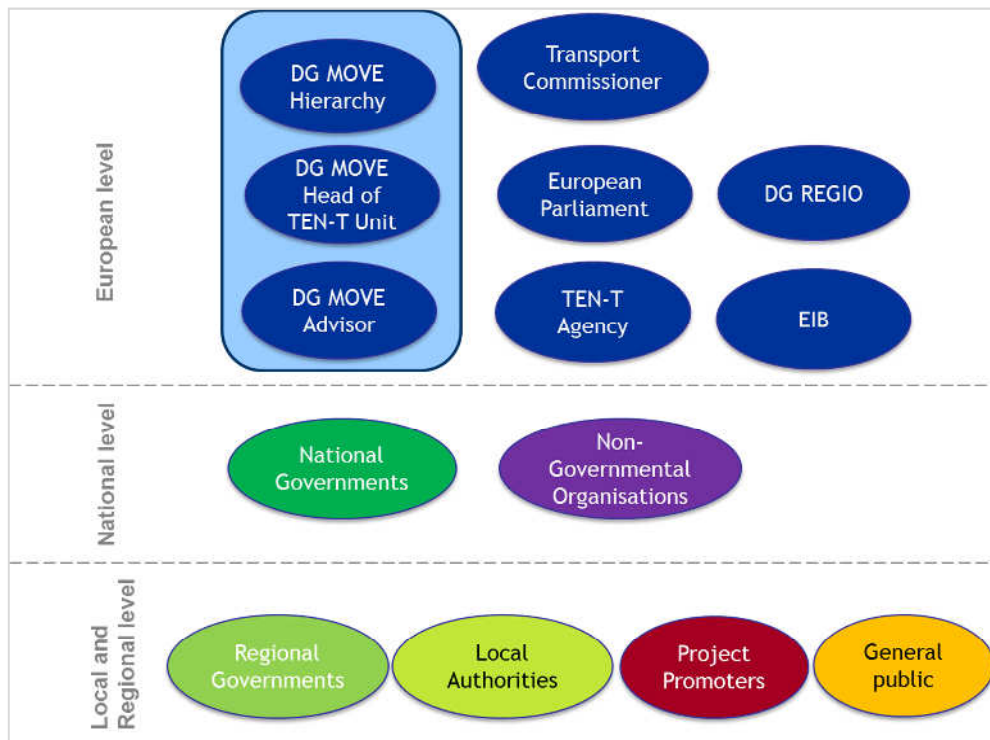
3.18 The 2009 decision added PP19 to the portfolio of the European Coordinator for PP3. Decision (2010) 3558 added Mr. Savary as European Coordinator for PP22, who was given the same mandate as all other Priority Project mandates in 2009.

Work environment of the TEN-T Coordinators

3.19 The work environment of the Coordinators can be broken down into three main parts: on a day to day basis with their associated Policy Officer at DG MOVE, on visits to Brussels; and on the ground visits for their Priority Project.

3.20 The graphic below shows the key stakeholders that Coordinators interact with.

Figure 3.2: Work environment of the Coordinator



Source: Steer Davies Gleave analysis.

3.21 Each Coordinator was provided with support from a Policy Officer in DG MOVE. The Advisor's role consisted of the following tasks:

- Providing briefing material to the Coordinators;
- Drafting speeches and speaking notes for the Coordinators;
- Supporting the Coordinator in their drafting of the annual report;
- Liaising with the rest of DG MOVE and other DGs such as DG REGIO, DG ENV, etc.;
- Liaising with the TEN-T Executive Agency;
- Liaising with Project Promoters and stakeholders;
- Organising meetings including on the ground between the Coordinators and Project Promoters, Ministers, Member States authorities, etc.;
- Accompanying the Coordinators on all missions; and
- Any other ad-hoc tasks to report progress on the Priority Project.

3.22 Even though it was pivotal, the interaction between the Coordinator and their DG MOVE Advisor had no formal structure. From our interviews with DG MOVE staff, it is evident that

the amount of interaction and communication between Coordinators and their DG MOVE Advisors depended on each individual pairing, the Priority Project and the working style of the Coordinator. Some pairs were in daily communication while others were slightly less frequent e.g. on a weekly basis.

- 3.23 All Coordinators cited the value and importance they placed on the work of their Advisors during their interviews. They stressed that their work should be considered the work of a pair rather than the work of themselves individually. Many stakeholders also drew attention to the work of the Advisors and their availability for discussing the concerns of stakeholders.
- 3.24 Some other interviewees also concurred with that view. Analysis of the interviews with Advisors and others has shown that a good working relationship between the Coordinators and their Advisors was key to an effective working environment providing adequate and regular communication.
- 3.25 The Coordinators travelled to Brussels for several meetings each year. Throughout their mandates, this included an annual hearing at the Transport and Tourism Committee of the European Parliament. This usually took place between October and December just after the annual reports were published. The format of the hearing consisted of each Coordinator presenting an update on the progress of their own Priority Project followed by a question and answer session with Members of the European Parliament. The timing allotted for each Coordinator was approximately thirty minutes. While in Brussels for the hearing, a meeting of all Coordinators and DG MOVE staff was also organised.
- 3.26 Besides the European Parliament hearing, Coordinators took on average three to four other trips to Brussels annually. These meetings were not formally structured as part of their mandate but often included a meeting with the Commissioner for Transport, a meeting with the Director General of DG MOVE and other meetings with members of the DG MOVE hierarchy, other DGs (REGIO,...), other Coordinators, Members of the European Parliament and Priority Project stakeholders. Since 2011, an annual seminar between all Coordinators and members of the DG MOVE hierarchy has taken place in June.
- 3.27 The annual TEN-T Days conference, organised by DG MOVE in a different European city each year was also attended by all Coordinators. They usually spoke at seminars and workshops during the conference or had the role of chairperson.
- 3.28 Coordinators also undertook missions specific to their Priority Projects. These varied between Priority Projects but included meetings with Member State representatives, usually at a Ministerial level as well as meetings with local and regional stakeholders. They were always accompanied by their DG MOVE Advisor and sometimes also by representatives from DG REGIO, the EIB and the TEN-T Executive Agency. In addition, several Coordinators chaired stakeholder Platform meetings and attended meetings of the Intergovernmental Commission which was established for a specific issue on their Priority Project. Coordinators also participated in conferences and workshops relating to their Priority Projects.

Attributes required of the TEN-T Coordinators

3.29 The figure below displays the skills assessed to be required by the Coordinators based on our stakeholder interviews. The more prominently displayed skills (such as “diplomacy” or “network of contacts”) are those which were most often cited during the interviews. The Coordinators’ independence and network of contacts in tandem with their skills of diplomacy and communication were most frequently mentioned in the interviews.

Figure 3.3: Attributes required of the TEN-T Coordinators



Source: Steer Davies Gleave analysis

3.30 Most Coordinators mentioned that diplomatic skills were necessary for the job as well as determination and persuasion skills: one of them explained that his role consisted for a part of convincing Member States that “he did not take no for an answer” whilst another explained that “Coordinators are able to keep Member States talking, which is sometimes quite something”. Two Coordinators also thought they acted as project managers or operational coordinators to an extent. Coordinators also all stated that they had to have a strong EU belief, and that whilst the task was mainly at a political level, it was “as concrete as it gets” with a “real sense of connecting Europe” and “a contribution to the building of a truly European market”.

Case Study: Priority Project 6

Introduction

- 3.31 Priority Project 6 comprises a rail axis running from Lyon, France to the Hungarian-Ukrainian border. It passes through four Member States, namely France, Italy, Slovenia and Hungary. It is one of the original five Priority Projects for which a Coordinator has been appointed. Ms. Loyola de Palacio was appointed in 2005, and following her death, Mr. Laurens Jan Brinkhorst was appointed in July 2007.
- 3.32 Most of the Coordinators' work during their mandates concentrated on the cross-border sections of Lyon-Turin and Trieste-Ljubljana as they contained the greatest technical, financial and political difficulties.

State of play in 2005

- 3.33 Ms. de Palacio divided the Priority Project into four main sections:
- Lyon-Turin, with particular focus on the cross-border section;
 - Turin-Trieste, a national Italian section with a high-speed line from Turin to Venice;
 - Trieste-Ljubljana, including the Trieste-Divača cross border section; and
 - Ljubljana-Budapest.
- 3.34 An Intergovernmental Commission between France and Italy had been set up in January 1996 to advance the project. Progress was slow but following the accident in the Mont Blanc tunnel in 1999, interest in both governments was revived for the project. Lyon Turin Ferroviaire (LTF), a joint undertaking between the French and Italian infrastructure managers (Réseau Ferré de France and Rete Ferroviaria Italiana) was established in 2001 as part of the Treaty of Turin. A Memorandum of Understanding was signed by the two governments in 2004 which, *inter alia*, covered the distribution of costs. The project would also be eligible for a 20% contribution from TEN-T funding for the international section.
- 3.35 The Lyon-Turin project had faced significant opposition from the local population in the Italian Susa Valley since its inception in the early 1990s (the No TAV movement). Their arguments centred on the current railway line being sufficient for the volume of traffic and also that the construction of the line would negatively impact the local area, not only environmentally but economically and socially.
- 3.36 Regarding the national Italian section, construction of the high speed line between Turin and Milan had already begun. Studies were undertaken on the other parts of the Italian section and some routing and financing decisions were still pending.
- 3.37 The Trieste-Ljubljana cross-border section was much less advanced than Lyon-Turin upon the Coordinator's appointment in 2005. The route, financing and timelines were all yet to be agreed and there was no Intergovernmental Commission in place.
- 3.38 The Ljubljana-Budapest section required modernisation on both sides of the border. Both countries were eligible for Cohesion funding. Routing and financing issues remained to be agreed upon.

State of play in 2013

- 3.39 France, Italy, Slovenia and Hungary signed a Memorandum of Understanding (MoU) at the TEN-T Days 2010, re-emphasising their commitment to the completion of PP6. The MoU was also signed by Mr. Brinkhorst and Vice-President Kallas on behalf of the European Commission.

- 3.40 An amendment to the 2001 Treaty of Turin included a revised financial agreement for the international section agreed by Italy and France in 2012. LTF would become the public promoter for the works phase of the project as part of this agreement. By 2013, three exploratory tunnels on the French side had been constructed and the necessary permissions had been granted for the construction of the base tunnel and the access routes. Exploratory works on the Italian side began in 2012.
- 3.41 The ‘Observatory for the Lyon-Turin rail link’ was set up by the Italian Government in 2005 to foster dialogue with stakeholders in the Susa Valley region. Under the chairmanship of Mr. Mario Virano, over one hundred meetings with stakeholders have taken place. As a result of these meetings, a new alignment of the route through the Susa Valley was proposed in 2008. This was followed by further work on remaining technical issues and the development of a concept to phase the construction works by postponing the construction of a second tunnel and instead connecting the new line with the old historic line at Susa. By 2013, there was a clear majority of the local population supporting the project.
- 3.42 In 2011, the Coordinator established the Lyon-Turin Corridor Platform, meeting on an annual basis. All key stakeholders are brought together to discuss the progress of the project and coordinate future actions. The historic line between Lyon and Turin has also been renewed and - following a year of mediating a dispute on technical issues between France and Italy – was reopened to two way traffic using and enlarged gauge in June 2012.
- 3.43 On the Italian national section, the high speed line between Turin and Milan has been operational since 2008. The other sections are either in the construction phase (Treviglio-Brescia) or in the planning and public consultation phase. Most of these projects have benefitted from EU co-funding.
- 3.44 On the initiative of the Coordinator an Intergovernmental Commission was set up between Italy and Slovenia for the Trieste-Divača section in 2007. It required several years of studies and discussions to agree on an alignment of the routing. This issue was finally resolved in 2011. The project promoter was set up in the form of a European Economic Interest Grouping in 2012 and has been operational since the summer of 2013. The Commission revised its earlier decision to allocate nearly €51 million for studies relating to the project in 2013 due to the delays in the project. EU funding of €34.6 million is now being made available for studies until the end of 2015.
- 3.45 Regarding the Slovenia-Hungary section, the Slovenian authorities have planned for significant development to the PP6 route within their borders. Some upgrading has already occurred (Pragersko - Ormož) while some other sections are at the construction phase or planning phase. Some of these projects have received TEN-T funding while others have received Cohesion funding. There is no formal structure for cooperation between Hungary and Slovenia but discussions have taken place in recent years to increase cooperation following the Coordinator’s intervention. Hungary has engaged a prudent approach to developing their national PP6 sections.

Actions of the Coordinator

- 3.46 During the review of the Treaty of Turin in 2012, Mr Brinkhorst was nominated as the Commission representative on the board of LTF by its members. This was an unpaid role and although a non-voting position, this demonstrates the importance and significance that both Member States give to the role of the Coordinator.

- 3.47 Between 2007 and 2013, Mr Brinkhorst witnessed many changes of Government, in Italy and Slovenia in particular. There have been four different Governments in both Member States during his mandate. He stressed that all four Italian Governments came to the same positive conclusion on the Lyon-Turin project.
- 3.48 Table 3.2 displays details of all missions undertaken by Mr. Brinkhorst in 2013. This information comes from the mission data made available to us at the DG MOVE archives which included mission reports providing detailed descriptions of the meetings held.
- 3.49 The number and location of trips undertaken by Mr Brinkhorst between 2007 and 2013 and a brief summary of their purpose is displayed in Figure 3.4.

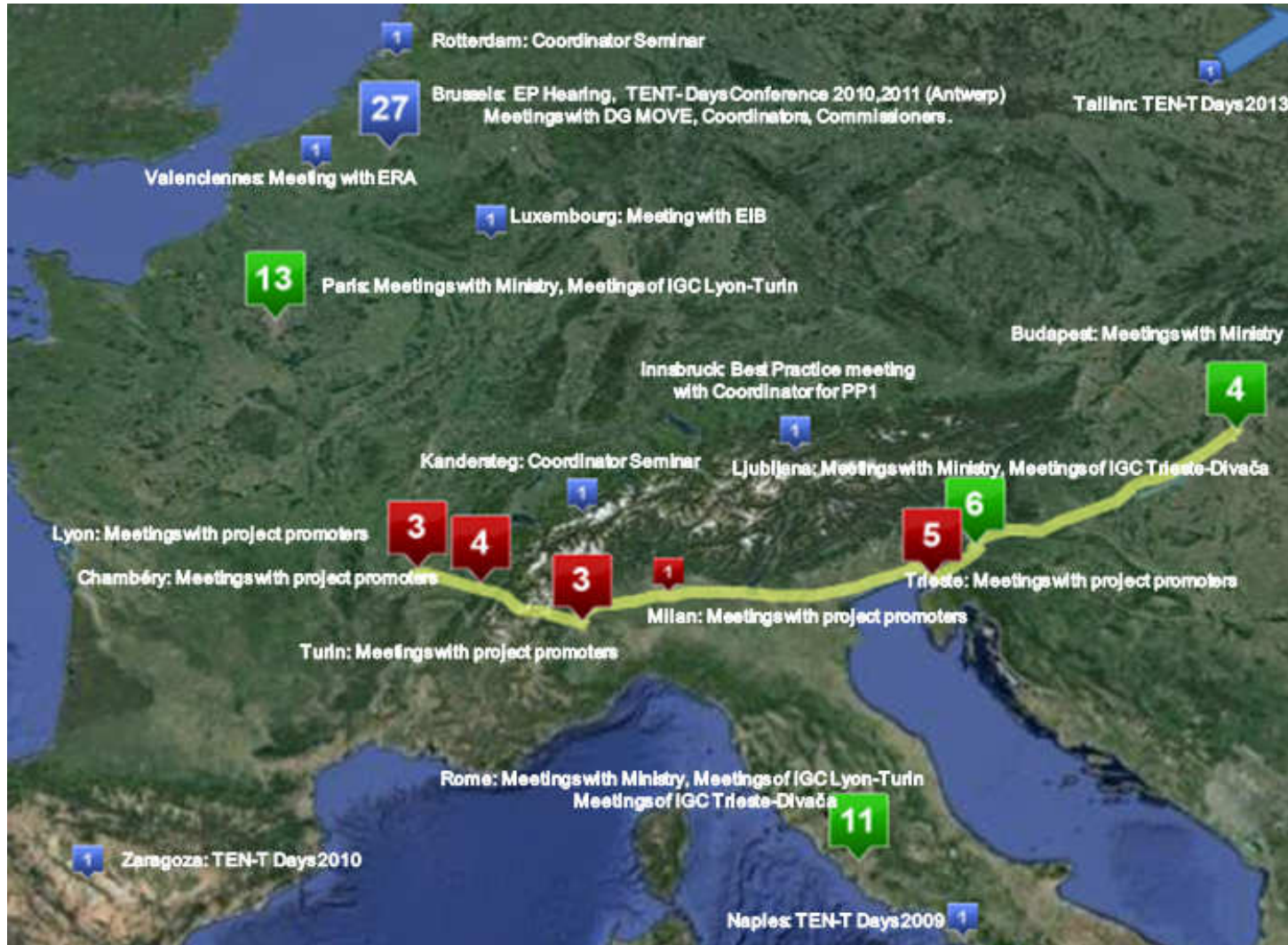
Table 3.2: Meetings of PP6 Coordinator - 2013

PP Section	Year	Issues	Attendees	Location
FR/IT	2013	Difficulties between FR transport ministry (who are very positive towards project) and FR finance ministry who are less so under current difficult financial situation	FR Minister for Transport, Coordinator	Chambery (FRA)
		FR seeking more structured cooperation with DG MOVE - meeting to be scheduled		
FR/IT	2013	Discussion of new funding regime under CEF	IGC Lyon-Turin, Coordinator	Rome (ITA)
		2012 agreement ratified in FR, still awaiting Senate approval in IT (expected end of 2014)		
		Legal procedures required for the establishment of a 'new' LTF		
PP6	2013	EP Hearing	EP Tran Committee	Brussels (BEL)
FR/IT	2013	Exchange of views on latest state of play on Lyon-Turin	President of Rhone Alpes Region, Coordinator	Brussels (BEL)
PP6	2013	TEN-T Days, discussion on latest state of play, introduction between Coordinator and newly elected officials and the transition towards new Mediterranean corridor was addressed	Ministers of transport of France and Italy, State Secretaries of Slovenia and Hungary and several other personalities of PP6	Tallinn (EE)
FR/IT	2013	The two delegations informed Commission of the latest state of play as regards the works in Italy, the preparation of the new project promoter and the ratification of the 2012 Agreement in France and Italy The Commission informed the two delegations of the new regulatory framework for the TEN-T and the tentative time frame for the next financial period 2014 - 2020.	Coordinator, TEN-T EA staff, DG MOVE staff (Director of Directorate B, Head of Units B1 and B4, Mr Brinkhorst's Advisor), LTF, Italian Delegation, French Delegation	Brussels (BEL)
IT + DG MOVE	2013	Meeting	Coordinator, President of Port of Venice	Brussels (BEL)
		Meetings with Commissioner and DG MOVE	Coordinator, Vice President Kallas, Cabinet of Mr Kallas, Director General of DG MOVE, Head of Unit B1, Mr Brinkhorst's Advisor	

PP Section	Year	Issues	Attendees	Location
DG MOVE	2013	Discussion on the eventual extension of Mr Brinkhorst mandate as a European Coordinator	Coordinator, Director of Directorate B, Representative of Cabinet of Mr Kallas	Brussels (BEL)
IT	2013	Discussion on best practices in large tunnel projects. Exchange with local political players of the Tyrolean region on TEN-T, CEF, MFF and situation of Lyon-Turin.	Coordinators Cox and Brinkhorst and their Advisors, Congress, Representatives from Member States and stakeholders	Innsbruck (AT) / Bolzano (IT)
FR/IT	2013	<p>Lyon Turin Corridor Platform</p> <ul style="list-style-type: none"> • Discussion on tender to operate rail motorway and ITT regarding the Saint-Martin-la-Porte tunnel and other works being conducted. • Update on signature of Treaty between Italy and France. • Discussions on the historic line, which has been reopened since June with ideas proposed by Transalpine and Transpadana to strengthen traffic. 	Coordinator, DG MOVE Advisor, IT delegation, French delegation, LTF, RFI, RFF, Transalpine, Transpadana, multimodal operator, HUPAC, AFA	Brussels (BEL)
DG MOVE	2013	<p>Seminar sessions on future Core network Corridors.</p> <p>Site visit in Rotterdam harbour</p>	MOVE B1/ B4 and Coordinators	Rotterdam

Source: SDG analysis of DG MOVE archives

Figure 3.4: Missions of PP6 Coordinator 2007-2013



Meetings with a blue marker specify EU institutions related meetings;

Meetings with a green marker display meetings with Member State representatives;

Meetings with a red marker illustrate meetings held with project promoters or local stakeholders.

Views of the stakeholders

- 3.50 We undertook interviews with several project promoters on the Lyon-Turin section of PP6, as detailed in Table 2.7. Our interviews with the representatives of the French and Italian administrations also provided insight into the work of the Coordinator on PP6.
- 3.51 All stakeholders were positive towards the role of the Coordinator and the work that had been carried out by Ms. de Palacio and Mr. Brinkhorst. They agreed that the Coordinator had brought stakeholders together, fostering dialogue and helping to advance the development and implementation of the cross-border project.
- 3.52 One stakeholder emphasised the successful work undertaken by Ms. de Palacio in creating a basis for dialogue with the opponents of the project at the beginning of the Observatory's work.
- 3.53 Although the Coordinator was appointed by the European Commission, stakeholders felt he was perceived as having more freedom to act and assist than the civil servants of DG MOVE. The Coordinator could provide information informally to the project promoters that the European Commission might not have been able to do formally. One stakeholder considered the Coordinator to act as a spokesperson for the Member States when discussing with the Commission and as a spokesperson for the Commission when discussing with Member States.
- 3.54 Several stakeholders appreciated that due to his/her background, the Coordinator was aware of how administrations functioned and the procedures that they were obliged to follow. In return, the Coordinator could provide the project promoters with information regarding the European institutions, EU rules and funding options. The Coordinator developed very effective relations with the various stakeholders.
- 3.55 All stakeholders found the Coordinator's annual report useful but stressed the importance of Coordinators undertaking missions on the ground allowing them to meet local stakeholders and see the development of the project for themselves. Some stakeholders suggested that these meetings should happen more often and have a more formal structure.
- 3.56 The two national administrations valued the Coordinator's role as mediator and facilitator at times when Italy and France were politically not on the same wavelength causing a slowing down of the project and risking a severe loss of EU funds. They recall several occasions when the Coordinator spoke very directly to their Ministers or State Secretaries urging them to take the necessary actions swiftly and in common accord.
- 3.57 Several stakeholders highlighted Mr. Brinkhorst's important role in advancing the project involving the renovation of the historic line between Lyon and Turin. This project was not formally part of Priority Project 6 but was critical in improving the credibility and legitimacy of the base tunnel project and required considerable interaction with both governments and infrastructure managers. Mr. Brinkhorst was actively involved in encouraging the stakeholders to progress the project. He was also instrumental in assisting the authorities of France and Italy to finally accept each other's work on the tunnel and to give the formal agreement to its re-opening.
- 3.58 The Lyon-Turin project had suffered for many years from a lack of certainty regarding financing. Several stakeholders outlined the significant role Mr. Brinkhorst played in helping Member states and the European Commission reach an agreement in 2012.

Case Study: Priority Project 22

Introduction

- 3.59 One of the key characteristics of Priority Project 22 is to be one of the longest rail axis with a length of over 3,000 kilometres through seven member states, including three of the "old" Europe (Germany, Austria and Greece), two among the new accessing countries of 2004 (Czech Republic and Hungary) and two (Romania and Bulgaria) who joined the EU in 2007. The Coordinator, Mr. Gilles Savary was designated to the project in summer 2009 and completed his mandate in summer 2013.
- 3.60 PP22 originated as Pan European Corridor IV, a transport corridor agreed by the European Union and countries seeking accession in the 1990s. The itinerary of PP22 was established during the Balkan war, when the traditional rail route from the Mediterranean Sea to the ports of the North and Baltic Seas was no longer usable. As a result, the railway line chosen for PP22 between Thessaloniki and Sofia is made of a single track winding through a deep gorge, and is not conducive to easy enlargement. This line is not operated for passenger traffic anymore which started to (re)use the Belgrade-Zagreb-Budapest itinerary.

State of play in 2009

- 3.61 By 2009, advancement of the Priority Project varied between Member States. Germany, the Czech Republic, Austria and Romania had witnessed the most significant progress.
- 3.62 Although bilateral agreements had been signed for five cross-border sections along the project, there had been no substantial progress on any of these sections.
- 3.63 On the German-Czech border, studies were undertaken at that time on a new railway link between Dresden and Prague. The existing route was curvy and therefore operated with restricted speeds. Possible realignments included a base tunnel and some other smaller tunnels. The existing cross-border section between the Czech Republic and Austria was constructed in the early 19th century and was extremely curvy and therefore had low permitted speeds. The Austrian-Hungarian border section of PP22 was considered complete at this time. On the Hungarian-Romanian cross-border section, some improvements had been made but feasibility studies were planned to examine the construction of a higher speed line. The road and rail bridge over the Danube (Romanian-Bulgarian) border had begun construction. On the Bulgarian-Greek border, despite a cooperation protocol signed by both governments in 2005, almost no progress had been made.
- 3.64 National sections along the Priority Project lay in various states of development with some national priorities already completed while others had seen almost no progress.
- 3.65 Timelines for the progression of the different sections varied considerably with some not planned for completion until after 2020.

State of play in 2013

- 3.66 Mr. Savary emphasised the need for a shared vision for the development of the corridor amongst the stakeholders concerned given the limited budgets available after the financial crisis and also in advance of the new budgetary period 2014-2020 for EU funding. He promoted the need for collective work on studies for instance.
- 3.67 Following the Coordinator's appointment, a 'PP22 Contact Group' was established for the four Member States on the southern part of the axis after a Declaration was signed by all in December 2010. As a result, significant improvements have been made to the collaboration

between the authorities of the Member States (both governmental and railway), DG MOVE, DG REGIO, EIB and the TEN-T Agency. The Contact Group meetings are held bi-annually and chaired by the Coordinator.

- 3.68 Two studies were undertaken. The first concentrated on the PP22 route between Athens and the Hungarian-Austrian border and hoped to develop common technical and operational rules for the four Member States concerned. The second study, examined the whole PP22 route and specifically the potential financial, environmental, social and economic impacts of a double track line with speeds of 160km/h for the entire route.
- 3.69 Some major developments had occurred along the route by 2013. In Greece, improvements were being made to the line between Athens and Thessaloniki which will allow for maximum speeds of 160-200km/h. The cross-border bridge across the Danube between Romania and Bulgaria had now opened, albeit for road traffic only due to management and maintenance issues on the rail section which still remained to be resolved. Other developments had taken place in Romania, Hungary, Austria and the Czech Republic.
- 3.70 Of particular note was that the German Federal Ministry had supported the idea of a study on a new high-speed line connecting Dresden and the Czech border, despite the project not being included in their ten-year infrastructure investment plan ('Bundesverkehrswegeplan'). This study would be sponsored by the Czech authorities and the federal state of Saxony.

Actions of the Coordinator

- 3.71 Mr Savary explained that he found PP22 to be "a very heterogeneous patchwork of existing or to be built railway lines with strong coordination requirements". Recognizing this at the outset, Mr. Savary explained that he wanted to establish a sense of cohesion, a programming support, a "kind of coaching" of Member States rather than focussing his efforts on a diplomatic action with the signature of a Memorandum of Understanding for example because this may not have necessarily resulted in progress. This approach, which involved dealing directly with stakeholders and national administrations, also helped in providing continuity despite frequent changes of Ministers in the Member States concerned. Mr Savary said he had tried to be flexible in its approach, because progress and problems differed widely between the east and west of Priority Project 22. He also emphasised the importance of studies which brought an integrated approach to PP22 and also highlighted to Member States the strategic importance of the upgrading of national sections. Furthermore, they helped to refine and better target investment priorities and therefore constituted a valuable tool for PP22.
- 3.72 Mr Savary outlined that the management process he put in place encouraged the various EU institutions involved to express themselves in a coordinated and unique manner. In addition, Mr Savary stressed that the Coordinators were very reliant on the goodwill of the various parties involved on the project, given the absence of tools available to them.
- 3.73 Table 3.3 displays details of all missions undertaken by Mr Savary in 2012. This information comes from the mission data made available to us at the DG MOVE archives which included mission reports providing detailed descriptions of the meetings held.
- 3.74 The number and location of trips undertaken by Mr Savary between 2009 and 2013 to each destination and a brief summary of their purpose is displayed in Figure 3.5.

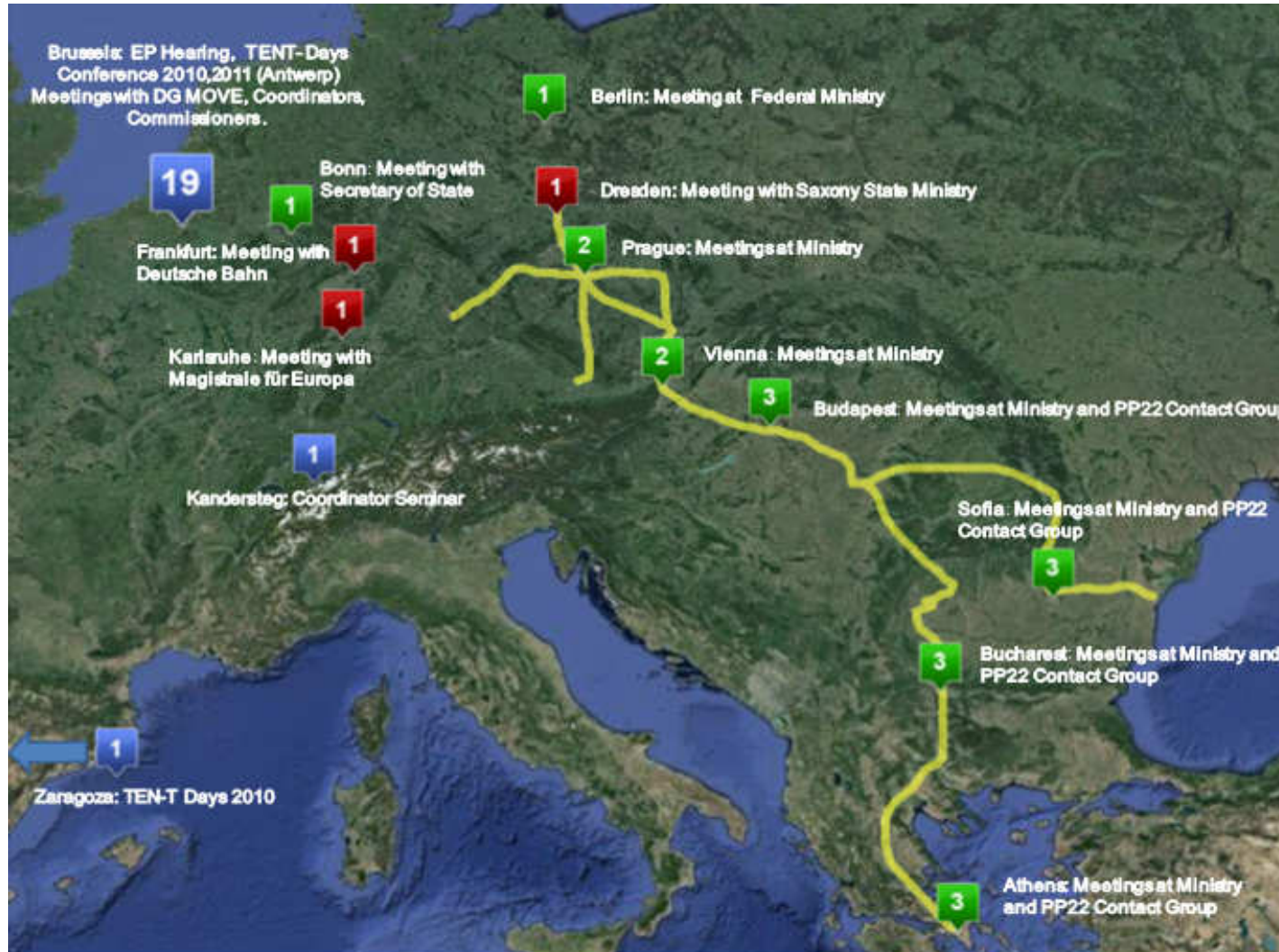
Table 3.3: Meetings of PP22 Coordinator 2012

PP Section	Year	Issues	Attendees	Location
PP22	2012	TEN-T Coordinators' Hearing in the European Parliament + TEN-T Days	TEN-T Coordinators	Brussels (BEL)
HU/RO	2012	Discussion on Budapest bottleneck and next financial framework	Hungarian Minister of Transport (Pal Völner), Coordinator	Budapest (HU)
		Meeting of Contact Group on PP22, discussion on NEA study and potential problems related to cross-border sections, preparation of next steps (new TEN-T Guidelines, CEF)	PP22 Contact Partner Network	
		Meeting with NEA-PWC on their draft final report before it is shared with MS	Coordinator, NEA-PWC	
		On-site visit of Lokoshaza - Curtici section, discussion on HU/RO cooperation for a common traffic management and improvement in communication tools and impact of Schengen area.	Coordinator, Representatives from HU and RO	
DG MOVE	2012	Meeting with DG MOVE Advisor on Annual Report, upcoming missions and EP Hearing.	Coordinator, Advisor, Head of Unit B1	Brussels (BEL)
DG MOVE	2012	Coordinator's seminar, presentations on TEN-T, CEF and discussion on future role of EU-Coordinators.	Coordinators	Brussels (BEL)
PP22	2012	Presentation of feasibility study of phase A (Atkins/Prisma); presentation of the scope of work and timetable of Phase B of TEN-T study, Presentation of EIB's activities on PP22, Presentation of preliminary results and methodology of PP22 completion study, update on recent activities on PP22 and related sections and comments from EC, presentation of the TEN-T Guidelines and CEF Proposal, discussions on Cross-border sections.	PP22 Contact Partner Network	Bucharest (RO)
PP22	2012	Meetings to prepare gathering of "PP22 Network" in Bucharest : RO needs to progress in setting up a management body for the Danube bridge.	Coordinator, Coordinator's Advisor, DG REGIO, EIB, TEN-T EA	Brussels (BEL)
		Lunch with Deutsche Bahn representative in Brussels on cross-border sections between CZ and DE.	DB Representative, Coordinator	
		Discussion on PP22 and political situation in France.	Coordinator, Director of Directorate B, DG MOVE	

PP Section	Year	Issues	Attendees	Location
		Closed discussion with RO Minister	A.Nazare (RO Transport Minister), Coordinator	
CZ/DE	2012	<p>Meeting with Saxony Transport Minister (Mr Morlok) to push forward the (Berlin -) Dresden - Prague segment .</p> <p>Meetings with representatives from CZ Transport Ministry to show commitment of EC to improve cross-border sections between CZ and DE. A planned DE seminar on capacity of new line was cancelled.</p> <p>On-site visit from Berlin to Prague.</p>	<p>Saxon Transport Minister</p> <p>CZ Transport Ministry representatives</p>	Berlin (DE) - Prague (CZ)

Source: SDG analysis of DG MOVE archives

Figure 3.5: Missions of PP22 Coordinator 2009-2013



Meetings with a blue marker specify EU institutions related meetings;

Meetings with a green marker display meetings with Member State representatives;

Meetings with a red marker illustrate meetings held with project promoters or local stakeholders.

Views of the stakeholders

- 3.75 We undertook interviews with several PP22 stakeholders, as detailed in Table 2.7. Our interviews with the representatives of the several Member State representatives concerned also provided insight into the work of the Coordinator on PP22.
- 3.76 All stakeholders highlighted the role played by Mr. Savary in fostering dialogue amongst stakeholders and thereby increasing their cooperation and the level of understanding for PP22. One stakeholder suggested the Coordinator acted as a moderator between the Commission, Member States, regional authorities and project promoters and lamented the fact that a Coordinator was appointed for PP22 at such a late stage in the project. Another stakeholder appreciated the direct relationship provided by the Coordinator with the European Commission and considered the role of the Coordinator a 'must have' for the future.
- 3.77 Several stakeholders stressed the importance of Mr Savary's site visits to different sections of the Priority Project and admired the keen interest that he demonstrated in the development of the whole route. One stakeholder indicated that these visits allowed the Coordinator to develop a vision for his assignment as a Coordinator. He then undertook diplomatic efforts to try and rally all PP22 stakeholders around a shared vision of corridor development.
- 3.78 Mr Savary was praised for his flexible approach to the Priority Project, focusing on the need to agree on a realistic vision for investments in order to optimise the operations along the route. This also involved a flexible approach to the construction technical standards in order to make certain projects more economically viable.
- 3.79 One stakeholder outlined how despite receiving advice from Mr Savary and DG MOVE in preparing their proposal for a study in the annual TEN-T call, the proposal failed due to administrative issues. Despite the efforts of the Coordinator, the issue could not be resolved and a new application is being made in the 2014 call.
- 3.80 Some stakeholders also drew attention to Mr Savary's background in assisting him in his role as a Coordinator, specifically his membership of the Transport and Tourism Committee at the European Parliament and his substitute membership of the Committee on Economic and Budgetary Affairs.

4 Findings of the evaluation

Introduction

- 4.1 In this section we present our findings based on the analysis of data and stakeholder interviews conducted. We have listed all the evaluation questions that the Terms of Reference required to be considered and present our findings below for each of them.

Implementation

The extent to which EU Coordinators were assigned to Priority Projects included in Annex III of Decision 661/2010/EC

- 4.2 Annex III of Decision 661/2010/EC¹ lists the thirty Priority Projects as agreed originally in the 2004 amendments to the TEN-T Guidelines. It includes the different project sections within each Priority Project and a date for their completion.
- 4.3 The 2004 amendments to the TEN-T Guidelines introduced the possibility for the Commission to nominate a Coordinator *“to facilitate the coordinated implementation of certain projects, in particular cross-border projects or sections of cross-border projects included among the projects declared to be of European interest.”* The idea of the Coordinators was strongly fostered by Mr François Lamoureux, the then Director General of DG TREN and taken up by the European Parliament and Council in the legislative process. No impact assessment was conducted as it was not a requirement for proposals coming from the European Commission at that time.
- 4.4 The initial mandate given to the Coordinators provided further detail on the criteria used to choose the initial five Priority Projects for Coordinators which were the following:
- Delays observed on key cross-border sections;
 - Lack of firm agreement on the timetable and route between the countries concerned;
 - Lack of funding for key sections; and/or
 - Need to involve broad range of players such as firms or regions.

¹ <http://eur-lex.europa.eu/legal-content/EN/NOT/?uri=CELEX:32010D0661>

- 4.5 As presented in Chapter 3, the first five Priority Projects (PPs) chosen were PP1, PP3, PP6, PP17 and PP27. These Priority Projects were chosen by DG MOVE based on the criteria above and their estimated risk to not meet the deadline set by the Council of the European Union and the European Parliament for the completion of the projects. It has not been possible to obtain information showing the detailed stages of advancements of those Priority Projects in 2005 in order to assess the rationale behind the selection of these Priority Projects. The political obstacles could have arisen in the design, funding or construction phase. One Coordinator suggested that this was a courageous action by DG MOVE as the other twenty-five Priority Projects could have been perceived as being “left out”.
- 4.6 The Coordinators were also requested to apply a ‘corridor approach’ to the Priority Projects and not just the sections listed explicitly in the TEN-T Guidelines.
- 4.7 The European Coordinator for ERTMS was chosen to coordinate the implementation of the Memorandum of Understanding signed in 2005 by the European Commission and the rail industry including manufacturers, infrastructure managers and railway undertakings. His mandate also stated that he would facilitate deployment of the ERTMS system and promote the concept of interoperability.
- 4.8 The 2007 Decision introducing Coordinators for Motorways of the Sea and the two inland waterway Priority Projects stated that their appointment was required ‘in order to give an impetus to these sectors’ and to secure greater technical, financial and administrative coordination between all the stakeholders involved. The problems associated with the establishment of multi-modal logistical chains were also cited as a reason for the appointment of Coordinators on these Priority Projects.
- 4.9 As the Commission Decisions adding PP19 and PP22 to the list of Priority Projects designated a Coordinator do not contain an explanatory introduction, no written reasons are available for their addition. Interviews with stakeholders working with Mr. Secchi in his role as Coordinator on PP19 and PP3 suggested that PP3 was added as a result of its links with PP19. It would seem PP22 containing several newly acceded Member States was added for the same reasons as the original list of projects in 2005 in addition to being one of the longest rail Priority Projects.
- 4.10 Some DG MOVE staff indicated in their interviews that they thought more Coordinators i.e. a Coordinator per Priority Project could have watered down their influence. For example, if one Minister was required to meet five or six Coordinators, their leverage could be weakened. It would also be extremely difficult to recruit so many Coordinators. Under the new TEN-T Guidelines, there are Coordinators for each of the nine corridors along with two Coordinators for the Horizontal Priorities, ERTMS and Motorways of the Sea.

Conclusion

- 4.11 The assignment of Coordinators to Priority Projects was the decision of DG MOVE based on the text of the new Guidelines in 2004 and after consultation with the Member States and the European Parliament. The assessment of the potential Priority Projects was an internal undertaking based on the development of the TEN-T policy at that stage. After the initial six Coordinators were appointed and the policy instrument deemed a success, three further Coordinator positions were added.

The extent to which factors hampered the nomination of European Coordinators or the performance of their tasks

- 4.12 We have found that DG MOVE went to great lengths to guarantee that the Coordinators appointed would not suffer from accusations of conflicts of interest or lacking political and technical weight. This would have brought negative publicity to the actions of the Coordinators as well as the policy objectives of DG MOVE for the TEN-T programme.
- 4.13 The recruitment of Coordinators proved to be a very arduous task each time it was undertaken because not many candidates could match all of DG MOVE's prerequisite criteria which required candidates to have:
- Held elected office, but not be in post currently;
 - A high-level of credibility so as to gain access to high political levels;
 - No conflict of interest (and therefore cannot be a national of any of the countries relevant to their respective Priority Project);
 - Adequate knowledge of transport issues, financing or project management and of the EU institutions;
- 4.14 And ideally:
- Language and/or cultural knowledge of the countries concerned.
- 4.15 The following table highlights the background of the Coordinators during the 2005-2013 period. Many sit on Boards and have other activities in addition to their Coordinator role.

Table 4.1: Coordinators' backgrounds

Coordinator (Nationality)	Background	Languages
Mr Karel Van Miert (NL)	Former Member of the European Parliament; Former Member of Belgium's Chamber of Representative Parliament ; Former Belgian Minister of State; and Former Vice President of the European Commission and Commissioner for Transport and later Commissioner for Competition.	Dutch, English, French, German.
Mr Pat Cox (IE)	Former Member of the European Parliament and later President of the European Parliament; and Former Member of the Irish Parliament.	English, Irish, French, Italian.
Mr Etienne Davignon (BE)	Former Belgian Minister of Foreign Affairs; Belgian Minister of State; and Former Vice President of the European Commission and Commissioner for the Internal Market, the Customs Union and Industrial Affairs and later Commissioner for Industrial Affairs and Energy.	French, Dutch, English.
Mr Carlo Secchi (IT)	Former Member of the European Parliament and Vice-President of the Economic and Monetary Affairs Committee; Former Member of the Italian Senate; and Professor of European Economic Policy at Bocconi University.	Italian, English, French, Spanish.

Coordinator (Nationality)	Background	Languages
Ms Loyola de Palacio (SP)	Former Member of the European Parliament; Former Member of the Spanish Parliament; Former Spanish Minister for Agriculture, Fisheries and Food; and Former Vice President of the European Commission and European Commissioner for Transport and Energy.	Spanish, English, French, Italian.
Mr Laurens Jan Brinkhorst (NL)	Former Member of the European Parliament; Former Dutch State Secretary for Foreign Affairs; Former Member of the Dutch House of Representatives; Former Director-General of DG Environment, Consumer Protection and Nuclear Safety; Former Deputy Prime Minister and Former Minister of Agriculture, Nature Management and Fisheries and later Minister of Economic Affairs.	Dutch, English, French, German, Italian.
Mr Péter Balázs (HU)	Former Hungarian Ambassador to Denmark and later to Germany; Former Permanent Representative of Hungary to the European Union; Former European Commissioner for Regional Policy; Former Hungarian Minister for Foreign Affairs; and Professor in the Department of International Relations and European Studies at the Central European University (CEU).	Hungarian, English, French, German, Polish,
Ms Karla Peijs (NL)	Former Member of the European Parliament; Former Dutch Minister for Transport and Waterways; and Former Queen's Commissioner in the Province of Zeeland.	Dutch, English, German.
Mr Luis Valente de Oliveira (PT)	Former Portuguese Minister of Education and Scientific Research Former Portuguese Minister of Planning and Territorial Administration Former Portuguese Minister of Public Works, Transports and Housing Former Chairman of the Oporto City Council Founder and First President of the Conference of Peripheral Maritime Regions in Europe (CPRM/CRPM).	Portuguese, English, French, Spanish.
Mr Gilles Savary (FR)	Former Member of the European Parliament and Vice-Chairman of the Committee on Transport, Tourism and Regional Policy; and Vice-Chairman of the Gironde Departmental Council.	French, English.
Mr Pavel Telicka (CZ)	Former Deputy Czech Minister of Foreign Affairs; Former Chief Negotiator for the accession of the Czech Republic to the European Union; Former Permanent Representative of the Czech Republic to the European Union; and Former European Commissioner co-responsible for Health and consumer Protection.	Czech, English.

Coordinator (Nationality)	Background	Languages
Mr Karel Vinck (BE)	Former CEO of the Eternit Group; Former CEO of Bekaert Group; Former CEO of Umicore; Former CEO of SNCB; and Former Chairman of the Community of European Railway and Infrastructure Companies (CER).	French, Dutch, English, German, Italian.

4.16 DG MOVE provided us with details of the recruitment process for the four new Coordinators undertaking the role from 2014 onwards. An initial list of potential candidates was drawn up following a review of:

- MEPs who were Members of the TRAN or ITRE Committees in the last four terms of Parliament;
- Ministers of Transport born since 1945;
- Deputy Prime Ministers born since 1945; and
- European Commissioners over the last four Commission terms.

4.17 Of the final shortlist, DG MOVE received approximately ten rejections to approaches with candidates citing the amount of time they would need to be able to dedicate to the role as the reason for rejection. One refusing candidate suggested it should be a paid role.

4.18 While the legislative articles only mention consultation with the European Parliament, in practice the Commission sought the agreement. Member States have to approve the nomination. Therefore, DG MOVE checked informally in advance with Ministries and the TRAN Committee of the European Parliament that they supported the nominations.

4.19 We discussed in paragraphs 3.6 and 3.7 the tasks undertaken by the Coordinators but we understand that Candidates also needed a strong drive and motivation as the role was unpaid. Coordinators received a €1,500 monthly allowance to cover on-going expenses and many employed their own secretaries within these costs. Coordinators were also required to abide by internal Commission procedures particularly for travel expenses incurred on missions, however given frequently changing meeting schedules of stakeholders, they were allowed to travel on fully flexible tickets.

4.20 Many stakeholders highlighted the importance of the Coordinators' background and skills in their acceptability and also in their ability to achieve success in their role. Language skills were also cited as aiding the acceptability of the Coordinator.

Conclusion

4.21 The number of requirements for the role of Coordinator led to a difficult recruitment process. It was necessary to find a nominee that had sufficient experience, availability and motivation to carry out their tasks who would be viewed as independent by stakeholders. We support the view that DG MOVE has gone to great lengths to identify and recruit candidates with the best possible profile. We consider that the careful examination of all known factors that could draw conflicts of interest and bring disrepute to the action of the Coordinators and the European Commission was undertaken.

Relevance/Effectiveness (the extent to which the appointment of Coordinators achieved the objectives of the intervention)

The extent to which the appointment of European Coordinators facilitated the implementation of Priority Projects

- 4.22 It is perhaps not surprising that national sections of Priority Projects have been faster at reaching a state of advancement than cross-border sections as Member States looked to complete national priorities first. Coordinators assisted in providing a strategic vision to the EU as well to Member States and project promoters of the whole Priority Project which had not existed prior to their nomination.
- 4.23 In addition, it became apparent early on, that it was important for the EU to use the functions of an Agency such as the TEN-T Executive Agency, to check that projects were actually delivered according to what had been proposed by project promoters and Member States when responding to calls for funding (either from the Multi-Annual or Annual calls for proposals), as there had been some discrepancy issues in the past. Coordinators assisted in this area as well, by clarifying to Member States and project promoters the rules of EU financing as well as in some cases supporting their applications for EU financing.
- 4.24 It is important to note that Member States are deeply involved in the delivery of Priority Projects. The TEN-T Programme had considerably more political weight than financial weight, with the TEN-T budget for the period 2007-2013 accounting for approximately 16% of the total projects' budgeted costs.² This explains why the decision to proceed with the implementation of national or cross-border sections of Priority Projects, or to delay is the responsibility of the highest political level in Member States (State Ministers of Transport, State Ministers of Budget and Finance, Prime Ministers, etc.).
- 4.25 It therefore appears appropriate to us that Coordinators were chosen to come from the same level of political expertise – albeit without any risks of conflict of interest – in order to be able to talk on a peer-to-peer level and have access to the actors making the decisions at a ministerial level. The Coordinators were often able to convince Member States that it was in their interest to implement cross-border sections.
- 4.26 The Coordinators have also been effective in providing their perception of the political atmosphere in Member States to the European Commission. Their role permitted them to have both formal and informal discussions at high ministerial levels, providing them with an insight into national politics.
- 4.27 Coordinators become therefore the figure head or the “pivotal head” for their respective Priority Projects, strengthening the dialogue, coordination and cooperation that was required for their implementation. In addition, they have been able to give a broad strategic vision to the Priority Project that had not existed previously by sharing information and transparency right across a whole Priority Project.
- 4.28 At the outset in 2005, the TEN-T Executive Agency had not been established. The establishment of the Agency was mainly aimed at managing the projects with TEN-T funding agreed but not for the monitoring of the whole of the Priority Project. Coordinators have acted as one voice for the various EU institutions and Commission services involved e.g. DG MOVE, INEA, DG REGIO and the EIB.

² Mid-Term Review of the 2007-2013 TEN-T Multi-Annual Work Programme Project Portfolio (MAP Review) (October 2010)

Conclusion

4.29 Before the appointment of Coordinators, there was no clear strategic vision for the development of the Priority Projects and Horizontal Priorities. The establishment of the TEN-T Executive Agency was certainly useful but was not intended to fulfil the objective of improving cooperation between Member States to accelerate implementation of the Priority Projects. The Coordinators were instrumental in providing for the first time a strategic vision and a direct communication channel to DG MOVE from the stakeholders.

The extent to which, and in which manner, the tasks referred in Article 19(5) of Decision 661/2010/EC helped to facilitate the implementation of Priority Projects

4.30 The following three tasks of the Coordinator are referred to in Article 19(5) of the Decision:

- (a) promoting, in cooperation with the Member States concerned, joint methods for the evaluation of projects and, where appropriate, advise project promoters on the financial package for the projects;
- (b) drawing up a report every year for the European Parliament, the Commission and the Member States concerned on progress achieved in the implementation of the project(s) for which he/she is responsible, new regulatory or other developments which could affect the characteristics of the projects and any difficulties and obstacles which may result in a significant delay in relation to the dates indicated in Annex III of the Decision;
- (c) consulting, together with the Member States concerned, regional and local authorities, operators, transport users, and representatives of civil society with a view to gaining fuller knowledge of the demand for transport services, the possibilities of investment funding and the type of services that must be provided in order to facilitate access to such funding.

4.31 In relation to task (a), interviews at DG MOVE indicated that the ‘promotion of joint evaluation methods approved by the Commission’ was rarely carried out. It was pointed out by DG MOVE that Member States are keen to keep their own Cost Benefit Analysis methodology as confirmed in the new TEN-T Guidelines of 2013. This was not reported to be a major issue on most Priority Projects. It was also suggested that this was related to the principle of subsidiarity and was only necessary where there was a lack of tools available.

4.32 Nevertheless, Mr Secchi was particularly active in relation to funding beyond his role as Coordinator for PP3 and PP19, chairing the Expert Group on the future of TEN-T funding during the review of TEN-T policy in 2010. Mr Van Miert on PP1 was also heavily involved in financing issues while a Coordinator. A detailed report on the issue was completed by the EIB for the Brenner Base tunnel project on PP1.

4.33 While the annual reports were the responsibility of the Coordinators, in order to carry out task (b), the Coordinators relied on the work of their Advisors at DG MOVE. Coordinators provided feedback to the drafts provided by their Advisors with some taking an active role according to their Advisors. There was no formal structure to follow when drafting the reports, given the very different nature of the Priority Projects involved. In some cases, the relevant stakeholders were contacted in advance requesting their comments on the progress of the Priority Projects. Interviews with INEA staff indicated that information was provided by the Agency on request from DG MOVE, often in advance of the annual report.

4.34 The annual report was then used as the basis of the Coordinator hearing at the TRAN Committee in the European Parliament. The annual report was well accepted by stakeholders providing an overview of the entire Priority Project and therefore information

to Member States about progress in other Member States. It has been described by DG MOVE staff as a thermometer of progress on the Priority Project.

- 4.35 On task (c), the achievements of the Coordinators varied depending on the nature of the Priority Project, the local and European context and also the working approach of the Coordinator themselves. However, it is clear that the meetings between Coordinators and stakeholders have been key to achieving progress on the Priority Projects.
- 4.36 Two primary mechanisms have been used for cooperation between Member States on cross-border projects:
- The first, bilateral agreements between the Member States, has been used for significant infrastructure projects. In the following cases, an intergovernmental commission was established usually meeting on a bi-annual basis: for instance the Brenner Base Tunnel on PP1, the Vitoria - Dax section of PP3, the Mont Cenis tunnel on PP6, the Trieste - Divača section of PP6, and the Seine - Scheldt project of PP30. The effectiveness of the mechanism can be affected by external factors, such as the proactive approach of local project promoters and the views of the local stakeholders towards the project. For example, the offices for the Brenner Base tunnel project are in the locality of the tunnel on both the Austrian and Italian sides allowed to have direct ties with the population concerned and ensured a constant exchange on the project.
 - The second mechanism used is Memoranda of Understanding or Letters of Intent. For example, a task force was set up between Latvia, Lithuania and Estonia for Rail Baltic / Rail Baltica following the signature of a letter of intent. While these agreements are made in good faith and have provided momentum in certain cases, tangible results are often absent due to their informal and non-binding status. Equally, on PP17, a Memorandum of Understanding was signed at ministerial level by FR, DE, AT and SK and a Support Declaration by all regional authorities along PP17.
 - In addition on PP1, Mr Van Miert set up the successful Brenner Corridor Platform which acts as a forum for all stakeholders involved on the Priority Project and has been copied elsewhere: on PP6 for instance.
- 4.37 Regarding the manner that the tasks were conducted by the Coordinators, we believe that this was conducted with the expected professional standards. We discuss in more detail in paragraphs 4.145 to 4.153 the acceptability of Coordinators by stakeholders, but it is nonetheless apparent that Coordinators contributed to a positive appreciation of the work of the Commission. As mentioned earlier, by being particularly scrupulous on the question of conflicts of interest, DG MOVE ensured that this policy instrument would not bring negative press to the entire TEN-T policy.
- 4.38 Regarding the individual engagement of the Coordinators in their tasks, interviews show that time spent by the Coordinators varies, from a range of 2 to 5 days a month on the lower end to close to full-time on the higher end. The 2005 Decision stated that the Coordinators' work was estimated to amount to an average of one week per month initially but that this would reduce over time. This was amended in 2007 to state that 3-8 working days per month were expected. Reasons for differences include the limited progress for certain Priority Projects, blocked cooperation between Member States, election periods, financial deadlocks and so forth.
- Conclusion*
- 4.39 It is evident that tasks (b) and (c) have been carried out by the Coordinators. Task (a) did not appear to fit the work of the Coordinators but this is not seen as a problem by the

Commission, Member States or the European Parliament and is not included in the new TEN-T Guidelines of 2013. The stakeholder consultation has shown that these two tasks (b) and (c) have been crucial to the success of the Coordinator role.

The extent to which the horizontal Coordinators (ERTMS and Motorways of the Sea) have succeeded in influencing infrastructure development

- 4.40 We have divided this question into sections on ERTMS and MoS below. From our interviews with stakeholders, we consider that inland waterways and therefore the work of Ms Peijs on PP18 and PP30 could be also regarded as a Horizontal Priority due to the large number of countries involved in the projects and the fact that the Coordinator spent a significant amount of her time encouraging the concept of inland navigation. We have therefore included a short section on inland waterways.
- ERTMS*
- 4.41 ERTMS deployment is a key part of TEN-T Policy. There are currently more than 20 stand-alone train control (signalling) systems across the European Union that are not interoperable, representing a significant barrier to trans-European interoperability. ERTMS is a major rail industry project being implemented throughout Europe, a project which will serve to make rail transport safer, more competitive whilst allowing for increased capacity on rail lines. One component of ERTMS, the European Train Control System (ETCS), guarantees a common standard that enables trains to cross national borders and enhances safety.
- 4.42 The concept of ERTMS was established in the early 1990s. In March 2005, the European Commission, together with representatives of the rail infrastructure industry (CER, UIC, UNIFE and EIM) signed the first Memorandum of Understanding (MoU) establishing the basic principles of the EU's ERTMS deployment strategy. Its objective was to define each stakeholder's contribution to ensure the progressive implementation of an ERTMS equipped network within 10-12 years. In order to facilitate this work, the European Commission appointed Mr Vinck as the ERTMS Coordinator in July 2005.
- 4.43 Two further MoUs were signed by the Commission and the European railway associations in 2008 and 2012. They focused on using a single technology baseline, getting manufacturers to agree to include software updates in new contracts, agreeing on a programme enabling a new version of the specifications, improving and harmonising test procedures and accelerating the deployment of ERTMS.
- 4.44 Mr Vinck's work concentrated on two issues: the development of a standard and the deployment of ERTMS. The ECTS Baseline 2 standard was agreed in 2008 but following further consultations with stakeholders, it was found to be not sufficiently flexible. A Baseline 3 standard was agreed in 2012 with the approval of all stakeholders. The ERTMS Steering Committee, which met every second month, was chaired by Mr Vinck and comprised members of the representative railway organisations, was the main fora for the discussions which led to these agreements.
- 4.45 The European Commission adopted the European ERTMS Deployment Plan in 2009. This plan promoted an approach based on the coordinated deployment of ERTMS along six important freight Corridors. This approach was supported by Mr Vinck who chaired the Corridor Group, which met every second month and comprised the six ERTMS corridors at the outset but later expanded to include three additional rail freight corridors.
- 4.46 Mr Vinck held many bilateral meetings with Member States during the period 2005 -2013. The reluctance of some Member States to implement ERTMS has been a key obstacle to its

deployment. For example, Mr Vinck managed to secure the agreement of Germany for the implementation of ERTMS which was described as a “nearly impossible” by a rail stakeholder. He undertook many missions to Germany to hold discussions with the Federal Ministry of Transport and also sought assistance from the European Parliament.

- 4.47 Mr Vinck participated in a number of conferences relating to the development of ERTMS as well as attending the presiding board meeting of UNIFE. Due to the technical nature of ERTMS, Mr Vinck was not only involved in political discussions but also in the technical details. In 2012, he received the European Railway Political Award for his work on ERTMS. All stakeholders agreed that the fact that Mr Vinck was already based in Brussels made his availability to undertake his tasks somewhat easier. The mission data which was made available to us at the DG MOVE archives did not include all his meetings with stakeholders including the ERTMS Steering Committee for instance (many of which took place in Brussels, Valenciennes and Lille) and so it is difficult to estimate how much time he dedicated to his role. However, it appeared clearly to be rather close to full time.
- 4.48 Despite seemingly good cooperation between Mr Vinck, his Advisor, Unit B2 of DG MOVE (Single European Rail Area) and the European Railway Agency, some stakeholders were still concerned that there remains no clear system authority for ERTMS and that the Commission and the European Railway Agency lacked sufficient project management skills for its implementation. Some interviewees also stressed the need for a business case for ERTMS, for operators as well as Member States.

Motorways of the Sea

- 4.49 The concept of Motorways of the Sea was described as being rather vague when it was first established in the early 2000s. There was a lack of information from the European Commission on the purpose of the project but also a lack of interest in the sector. Member States were unsure as to how to utilise the concept. The role of the Coordinator upon his appointment in 2007 was to stimulate interest in the maritime sector and its interaction with the TEN-T Programme.
- 4.50 With 80% of the EU trade carried by sea ships, the initial concept of Motorways of the Sea was to substitute existing land axes with sea axes. The Coordinator expanded on this concept and focused on the trips by sea themselves, ports infrastructure and hinterland connections to ports. The concept now also includes a focus on a sustainable maritime sector with funding available for projects relating to cleaner fuels. Stakeholders at DG MOVE pointed out that the amount of funding allocated for MoS projects increased dramatically following the nomination of the Coordinator, from €20 million that had been spent by 2007 but it is now expected that over €450 million will have been spent by the end of the period until 2013.
- 4.51 The Coordinator initiated the development of a knowledge network and worked closely with universities around Europe. He also promoted networking opportunities between the educational institutions and ports. Projects were themed around safety, training, the tracing of vessels and the environment. The Coordinator undertook an average of nineteen missions per year, demonstrating his interaction with stakeholders.
- 4.52 Most interviews with Member State representatives did not provide any feedback on MoS. It is most likely that this is due to MoS coming under the authority of a different unit to that of TEN-T in national administrations. Some stakeholders also regarded the concept of MoS as having become too disperse and that the future Coordinator faces a significant challenge in this respect. A representative association in the maritime sector suggested more continuous

communication with the Coordinator could be valuable. It was also indicated that greater coordination between the Coordinator and the other maritime related Units at DG MOVE could be beneficial.

Inland Waterways

- 4.53 Many stakeholders highlighted the considerable challenge confronted by Ms Peijs in having to deal with many Member States and many opposing views on inland waterway policy. A number of the problems and issues on PP18 and PP30 had existed for a long period of time. In addition, inland waterways had not traditionally been a priority of governments in the newer Member States and there was some reluctance to engage with EU policy.
- 4.54 Several interviewees drew attention to the increased dialogue amongst stakeholders, particularly on PP18, as a result of Ms Peijs work. This increased dialogue included discussions with environmental NGOs which had been almost non-existent previously. Ms Peijs also assisted DG MOVE, DG REGIO and DG ENVIRONMENT in finding a common position and provided one voice for the European Commission which had also not been the case prior to her appointment.
- 4.55 In terms of influencing infrastructure development for inland waterways, it is evident that some progress has been made during Ms Peijs' mandate. It would seem however, that it was extremely difficult to find consensus amongst Member States, project promoters and local stakeholders and this has certainly stalled the advancement of PP18 and PP30. One stakeholder suggested a more structured approach such as that of rail freight corridors could have aided the Coordinator.

Conclusion

- 4.56 We consider the Coordinators for ERTMS and MoS to have met similar difficulties to the ones met by the other Coordinators e.g. lack of cooperation between Member States as well as difficulties to implement coherently these Horizontal Priorities. They also encountered difficulties of a more technical nature as they were both developing concepts which had not been fully agreed on by stakeholders. Both Coordinators have assisted in the development of their respective concepts and the associated infrastructure.
- 4.57 Given the interface between ERTMS and MoS with other policy areas within DG MOVE, close collaboration with all actors involved was essential.
- 4.58 With regard to inland waterways, the Coordinator has certainly fostered dialogue amongst stakeholders but it would seem infrastructure development was more difficult to achieve.

Which factors hindered the achievement of the objectives of the mandate of the TEN-T Coordinators?

- 4.59 At the outset in 2005, the main factor hindering the development of the Priority Projects was diverging priorities at Member State level between national priorities and those priorities of EU interest (cross-border, interoperability, "common interest", etc.). Whilst the economic situation in 2005 was good in most Member States, severe economic issues arose from 2008, and also forced Member States to reconsider their investment programme for infrastructure, favouring national priorities over longer-term EU ones where the appeal to national citizens would be more arduous to achieve.
- 4.60 The Coordinators' initial task in most cases was therefore to demonstrate that a balance could be found and that national priorities could be complementary to EU priorities, not

contradictory. They had to convince Member States of the need to develop the Priority Projects and how it could be in their interest to do so.

- 4.61 Throughout the mandates of the Coordinators, political instability in Member States proved challenging. Frequent changes of Ministers and governments required the Coordinators to ensure their Priority Projects were kept on the agenda of the newly appointed authorities. In some cases, new governments and personalities had a lot of potential to provide a negative impact of the Priority Projects as they may decide to review the decisions of their predecessors. For example, the newly elected French Government established the Mobility 21 Commission in October 2012, tasked with reviewing the National Transport Infrastructure Plan. This led to a comprehensive review (and resulting stalling on the French side of PP30 (Seine-Scheldt). PP27 (Rail Baltic / Rail Baltica) has also recently stalled due to the reluctance of the new Lithuanian Government. Not all changes in government have affected the Priority Projects however. The political instability in Italy has had little impact on PP1 for instance.
- 4.62 The global financial crisis also hindered the objectives of the European Coordinators. Many Member States initiated reviews of their spending leading to reductions in funding for transport infrastructure. For example, the Austrian government's spending review in 2012 led to delayed timelines for the construction of the Brenner Base Tunnel which is part of PP1. Part of the planned expenditure was shifted from the 2012-2016 period to the 2016-2025 period, prolonging the completion date by a year. Similarly, the construction of the Lisbon – Poceirão and Ponte de Lima – Vigo sections of PP19 has been postponed.
- 4.63 There have also been cases where Coordinators had difficulties with Member States who were reluctant or unwilling to progress or even endorse the concept of Priority Projects. A key challenge faced by Mr Vinck was the decision by Germany to reconsider an agreement to co-finance some ERTMS projects, since the value-added for Germany remained low whilst the costs were considered high. Mr Vinck attended several meetings in Bonn and Berlin in order to successfully resolve the problem. In relation to PP18: Rhine/Meuse-Main-Danube, the situation in Hungary proved challenging for the Coordinator. Dredging is required to fix the bottlenecks but despite a Court ruling against the Government and three trips to Budapest to meet the Minister, the situation has stalled.
- 4.64 There have also been cases where internal difficulties in the Member States have hampered the development of the Priority Projects. For instance, on PP1, Mr Cox has been confronted with the blocked release of €550 million from an Italian tolling fund allocated to cross finance the tunnel. The shareholders who are regional authorities fear that insufficient funds are being spent on the southern access routes to the tunnel. In the opinion of the Coordinator however, it is not the role of the Coordinator to get involved in regional disputes.

Conclusion

- 4.65 We have found two main factors that may hinder the achievement of the objectives of the mandate of the TEN-T Coordinators. The political situation within a Member State can lead to an unwillingness to develop the Priority Project. This can arise with the change of government but can also stem from a more historic negative view towards the project. Secondly, broader financial concerns can risk the availability of funding.
- 4.66 The role of the Coordinator is to encourage and motivate Member States sufficiently so as to ensure the development of the Priority Projects. They also play an active role in bringing Member States to the negotiating table. Given that they have no binding powers, there is a limit to what they can achieve however.

- 4.67 Independence has been identified as a key skill required by a Coordinator. We would therefore agree that Coordinators should not be too active in regional disputes as this could undermine their credibility.

Which decisions have been based on the conclusions of the work of the Coordinators and what has been the outcome of these decisions

- 4.68 From our interviews with DG MOVE, it is clear that the Coordinators also assisted in the development of the new TEN-T Guidelines which were agreed by the Council of the European Union and the European Parliament in 2013. The Guidelines introduce several major changes to TEN-T policy including the replacement of Priority Projects with a core and comprehensive network. The core network will use multi-modal Corridors to facilitate its implementation to which Coordinators will be appointed. The EU co-funding rate for cross-border projects has also been increased to 40% from 30%. The Coordinators' mandate has been strengthened whereby they will now chair a Corridor Forum which will be attended by all stakeholders involved on the Corridor.
- 4.69 The Coordinators' Common Position Paper of 2009 was used as an input in the development of the new Guidelines. This paper supported the 'core network' approach and highlighted the need for environmental considerations, interoperability and a focus on multi-modality. The new Corridors will each begin and end at a port, signifying the importance that has now been attributed to maritime transport in the TEN-T Programme. The Coordinators not only played a role in development of the Commission proposals but also in the discussion with stakeholders during the negotiations, including with Members of the European Parliament.
- 4.70 Several interviewees working in the administrations of Member States, in addition to several project promoters, outlined how the Coordinator could raise their respective concerns or issues at high political levels. In some cases, the Coordinator had a close working relationship with the representatives from the Member States and could be accessed through his personal mobile phone number.
- 4.71 There was not a clear consensus on this question in relation to decisions taken at DG MOVE and the TEN-T Executive Agency during the stakeholder consultation. Some interviewees argued that the Coordinators increased cooperation between the cabinet of the Commissioner, the Commission (DG MOVE and DG REGIO) and TEN-T Executive Agency while others believed that the work of the Coordinators had minimal impact on the decisions taken at DG MOVE and the TEN-T Executive Agency.
- 4.72 Some interviewees both at DG MOVE and industry representatives, also indicated that some Coordinators played a role in preparation of the annual TEN-T Executive Agency calls for proposals.
- 4.73 It was also argued by some interviewees, that the Coordinator played a role in the increase in the number of proposals that that were submitted to the TEN-T Executive Agency for Motorways of the Sea after the Coordinator was appointed as discussed previously in 4.50. This could be perceived as a result of the influence of the Coordinator's role which helped clarify the concept for stakeholders.

Conclusion

- 4.74 We are of the view that the experience of the Coordinators played a role in the development of the new TEN-T Guidelines agreed in late 2013. Some Coordinators were also involved in the preparation of calls by the TEN-T Executive Agency for the purpose of receiving more effective proposals from project promoters.

Efficiency (the extent to which objectives can be achieved for a given level of resources/ cost)

The cost of the TEN-T Coordinators and associated EC support

- 4.75 The mandates of the Coordinators that we reviewed in paragraphs 3.3 to 3.18 show that each Coordinator received a monthly allowance of €1,500 along with all mission expenses reimbursed. The approval process for the booking of travel and claiming of expenses was the same as for all other Commission staff. This process was extensive and required several levels of approval hierarchy within DG MOVE.
- 4.76 A system for the electronic recording of missions undertaken by the Coordinators was introduced in mid-2008, ('MIPS' system). Paper records of missions made prior to this were made available to us at the archives at DG MOVE. To provide insight, Table 4.2 displays the number of missions undertaken by each Coordinator since 2009. We do not consider this to be an indicator of a Coordinator's achievements but it is evident that the number of missions varied with the Coordinators, as discussed in paragraph 4.38. Coordinators for ERTMS, MoS and Inland Waterways undertook the most missions, most likely due to their horizontal nature.

Table 4.2: Coordinator missions 2009-2013

Coordinator	2009	2010	2011	2012	2013
Pat Cox		5	10	10	11
Carlo Secchi	7	16	17	14	10
Laurens Jan Brinkhorst	12	11	10	12	11
Péter Balázs	8	4	9	9	10
Karla Peijs	19	15	13	17	19
Luis Valente de Oliveira	19	19	18	20	20
Gilles Savary		8	13	7	4
Pavel Telicka	9	9	7	9	12
Karel Vinck	16	20	23	12	17

Source: Steer Davies Gleave analysis. Note Mr Cox and Mr Savary started their mandates in mid-2010 and Mr Savary completed his mandate in mid-2013. Mr Balázs left his role in mid-2009 and returned mid-2010.

- 4.77 The true cost of the Coordinator must be considered in relation to the fact that the work of the Coordinator was greatly enhanced by the work in parallel of the respective Advisor from DG MOVE, as well as the secretarial services for the travel arrangements of the Coordinators. Advisors for the Coordinators at DG MOVE were chosen after internal discussions between the Director of Directorate B: European mobility network and Head of the TEN-T Unit at DG MOVE and using available resources.
- 4.78 From our interviews with the Advisors at DG MOVE, the amount of time that each Advisor spent on work relating to the Coordinator/Priority Project varied, with some dedicating 80% of their time, with others less depending on the complexity of the dossier and related activities. There was no unified approach as the support required depended on the working style and

availability of each Coordinator. Estimating the cost associated with the Advisors is further complicated by the fact that even if the Coordinator role did not exist, it is a fact that the Advisors at DG MOVE have been carrying out other tasks in relation to the Priority Projects which have designated Coordinators albeit with significantly less ability to interact at the right political level. While the Advisors accompanied the Coordinators on every mission, they also undertook additional missions themselves associated with the work of the Coordinator and have at the same time to cover the tasks and missions unrelated to the work of the Coordinator.

- 4.79 Based on our interviews with DG MOVE staff, we have estimated the average time spent by both the Coordinators and their Advisors on work relating to the Priority Projects, as shown in Table 4.3 below. From what we understand, there was no formal monitoring of the time the Coordinators spent working in relation to their role and these values varied.

Table 4.3: Average time records in 2013

Priority Project	Coordinator (Monthly person-day)	DG MOVE Advisors (Percentage of Full Time Equivalent)
PP1	2-5	70%
PP3/PP19	4-8	50%
PP6	4	50%
PP17	4-8	50%
PP18/PP30	4-8	70%
ERTMS	12-18	80%
PP21	4-8	50%
PP22	2-5	15%
PP27	6	70%

Source: Steer Davies Gleave analysis. Depending on the complexity of the Priority Projects, percentages of the time spent by the Advisors on Coordinator support varied between 50% and 70%. The Advisor of Mr Savary on PP22 was hugely engaged in the negotiations for the Connecting Europe Facility (CEF) during his mandate.

- 4.80 The most recent mandates cited an average of 3-8 working days per month for each Coordinator. It is extremely difficult to quantify the time spent by them outside of their missions, although it is clear that they were required to read briefing material and communicate frequently with their Advisor, with Member States and other stakeholders. It is evident that some Coordinators dedicated much more time to their role and in particular Mr Vinck for ERTMS. Others provided the number of days per month foreseen, often due to other commitments, but this is not necessarily a tool for measuring their performance as some Priority Projects required more time to be inputted due to the complexity of the dossier.
- 4.81 Further support was provided to the Coordinators from the TEN-T Executive Agency by the way of information of the state-of-play of projects and in some cases also from DG REGIO. Mr Vinck also received support from Unit B2: The Single European Rail Area of DG MOVE and the European Railway Agency in his role as Coordinator for ERTMS. This support is again difficult to quantify as in most cases it is on ad hoc basis or upon request of the Coordinator.

4.82 Some INEA interviewees questioned whether some of the Coordinators' work could have been carried out by a mixture of the Advisors and more high ranking Commission staff or the Commissioner. However, we consider that the Coordinators' independence brought integrity to their role which assisted them in their tasks. The highly political nature of the Coordinators' work would have required very senior officials or the Transport Commissioner who would not have had the necessary availability.

4.83 We examine below the total cost of the Coordinators. The table below is therefore developed under the following assumptions:

- The Coordinators travel expenses were estimated using the 'MIPS' data. As this system was introduced in mid-2008, to provide consistency we only used the data from the beginning of the Coordinators' most recent mandates (from the 22/7/2009) to calculate their total expenses for that period with the exception of Mr Cox, Mr Savary and Mr Balázs who began their mandates at a later date. We then estimated the travel expenses incurred before the beginning of that mandate using an average mission cost per month for each Priority Project from the later mandate.
- For DG MOVE staff costs, we have estimated the average annual staff cost as €117,000 including overheads³. Time inputs were as provided in Table 4.3 above.
- While the Advisor from DG MOVE travelled alongside its Coordinator as well as by himself, we have applied a factor of 0.5 to the Coordinator travel expenses as we understand they travelled standard class.

Table 4.4: Total cost of the Coordinators (estimation)

	Coordinators		DG MOVE	
	Sum of monthly allowances	Sum of travel expenses	Staff cost	Sum of travel expenses
PP1	€ 134,877	€ 98,488	€ 613,689	€ 49,244
PP3/PP19	€ 152,186	€ 138,698	€ 494,605	€ 69,349
PP6	€ 142,126	€ 77,792	€ 461,910	€ 38,896
PP17	€ 132,707	€ 75,669	€ 431,297	€ 37,834
PP18/PP30	€ 112,784	€ 67,141	€ 513,165	€ 33,570
ERTMS	€ 152,186	€ 83,476	€ 791,369	€ 41,738
PP21	€ 112,784	€ 186,233	€ 366,547	€ 93,117
PP22	€ 55,184	€ 52,164	€ 53,804	€ 26,082
PP27	€ 152,186	€ 88,397	€ 692,448	€ 44,199
Total	€ 1,147,019	€ 868,057	€ 4,418,834	€ 434,029
Grand total				€ 6,867,939

Source: Steer Davies Gleave analysis. Note that for Priority Projects with more than one Coordinator, the costs displayed cover both Coordinators.

³ 'Cost Benefit Analysis of the externalisation of the certain tasks regarding the implementation of the Competitiveness and Innovation Framework Programme (2007-2013) through an executive Agency' (Technopolis, 2006)

- 4.84 When compared to the total budget of the TEN-T Programme of 2007-2013 which was €8.013 billion, since their inception in 2005 to the end of their mandates in 2013, the total cost of the Coordinators is particularly small (around 0.1%). In some cases, the Coordinator also contributed to progress not only on the TEN-T Programme funded projects (led by DG MOVE) but also on TEN-T projects financed by Cohesion Funds (led by DG REGIO). Another comparison of the cost of the Coordinators can be done on delay reduction since a number of them have been instrumental in reducing delays in their Priority Projects. As these are large infrastructure projects with costs reaching billions of euros, even “minor” delays may translate into financial costs in the order of tens of millions of euros.
- 4.85 The Coordinators were provided with European Commission email addresses but it would seem that they were not extensively used. It was also the responsibility of the Advisor to log any documentation (paper or electronic communications) relating to the work of the Coordinator in the internal Commission electronic archiving system ‘ARES’. During our review of the paper copies of DG MOVE archives, we found one instance of a gap in documentation, where it looked as if not all documentation had been logged in the internal archiving system.
- 4.86 From our interviews with the Coordinators it is clear that their motivation for accepting the role of Coordinator was not for their financial benefit. They all had a strong belief in the European Union and wished to assist in the development of a better connected Europe. One Coordinator stated that “the goal was in their heart”.

Conclusion

- 4.87 While it has been difficult to determine the exact costs of the Coordinators due to the nature of their role, it is clear that the costs of the Coordinators have been minimal in comparison to the overall TEN-T budget. Although the time spent by the Coordinators on their role was not closely monitored, the travel expenses incurred seemed to have been checked thoroughly.

Whether less resources would have allowed the same level of outputs

- 4.88 Looking at Table 4.4 above, we can see that there are broadly four areas needed to be examined to answer this question.
- 4.89 The Coordinator’s monthly allowance of €1,500 (the amount paid to them to cover the expenses linked to their time) was not a significant amount for someone of their standing. We understand that outside missions, the Coordinators were in very frequent contact with their Advisors at DG MOVE and other stakeholders by phone and email. If we compare the monthly allowance with the cost of a part-time personal assistant (50% FTE), we can see that it is not much at all.
- 4.90 The travel expenses rules which were to be followed by the Coordinators were general European Commission rules which had been carefully drafted in the past to prevent excessive use of tax-payer money. The only derogation for the Coordinators was the possibility to book flexible travel tickets rather than the cheapest tickets available. The average mission cost for the PP6 Coordinator Mr Brinkhorst was €684 in 2012. If this is compared to the average European mission cost of the UK Department of Transport ministerial travel (€515 per trip in 2012)⁴, we can see that it is not much higher despite most likely comprising more missions of a more institutionalised and formal set up where arrangements can be made well in advance e.g. a considerable number of missions undertaken by the UK Minister would be to the Council

⁴ <https://www.gov.uk/government/publications/ministerial-overseas-travel-data-for-department-for-transport>

of the European Union Transport Ministerial meetings. Coordinators often undertook missions to border regions to visit the projects on the ground which led to more complex missions and higher costs. We are therefore of the view that there is not a lot of scope for a decrease in travel expenses. In addition, the importance of the missions undertaken by the Coordinators was frequently emphasised throughout the stakeholder consultation.

- 4.91 With regards to the cost of the Coordinator’s Advisor, it should be noted that the work of the Advisor also had considerable impact on the Coordinator’s work. It is quite clear that the work of the Coordinator was actually mostly the work of a pair: the Coordinator and their Advisor, and that the role of the Advisor is a mix of supporting, organising, briefing, drafting and reporting to the Coordinator. It has been described in various words such as a “one person cabinet” for the Coordinator. Without an Advisor, the work of the Coordinator would have been greatly reduced or at least a lot slower. The Advisor makes sure that the Coordinator can be on its goal by removing what can be on his/her way.
- 4.92 The Advisor’s travel expenses followed the same rules as that of the Coordinators apart from not being able to fly on flexible tickets. We believe there was not a lot of scope for decrease of expenses as it is clear from the evaluation that the Coordinator and their Advisor worked as a pair and therefore the Advisor had to accompany the Coordinator on all of their missions.

Conclusion

- 4.93 Given the cost-efficiency of the Coordinators, we concur with the view of almost all stakeholders that “DG MOVE had received a good deal out of the Coordinators”.

Whether the use of other policy instruments or mechanisms could have provided better efficiency

- 4.94 From our interviews with DG MOVE and INEA employees, we understand that the Coordinator role was the only policy instrument considered at the time, and that no other option was considered at the time. Possible options that could have been considered include:
- Providing guidance to Member States and project promoters: this offers a light-handed approach but often ineffective and easily ignored, particularly for those States facing budget restrictions or unwilling to implement EU policy;
 - Adding more requirements in EU legislation: it is unclear to us why this would have been seen successful, since as explained above the 1996 TEN-T legislation was already binding and should have been enough for Member States to fulfil their obligations. Article 172 of the Treaty on the Functioning of the European Union states that ‘Guidelines and projects of common interest which relate to the territory of a Member State shall require the approval of the Member State concerned’ limiting the powers of the European Union;
 - Providing additional support (such as administrative, etc.) to Member States and project promoters: this approach has been followed to an extent. Administrative support has been provided through the TEN-T Executive Agency role whereby the Agency has helped DG MOVE but also project promoters to have better administrative results. The Agency has also organised many information days and provided support for the organisation of better managed and clearer Calls for proposal for DG MOVE. In the case of newly accessing countries, more funds than those provided by DG MOVE were available for funding TEN-T infrastructure. Cohesion funds in particular provided a significant amount of money to projects in these countries, with co-funding rates greatly superior to those of DG MOVE. However this did not always automatically guarantee delivery of the project in time, on budget and to specifications. DG MOVE itself has little scope for providing additional

support as the budget of the European Union is set by Member States in agreement with the European Parliament as part of the Multi Annual Financial Framework.

- 4.95 Clearly the upside of the Coordinators as an instrument is its versatility and capacity to adapt to circumstances. As we have seen in this report, the work of the Coordinators has very much been tailored to individual circumstances from defining the actual objectives of the Horizontal Priorities (as was the case for Motorways of the Sea), to contributing to the removal of obstacles for the start of construction work of the Lyon-Turin tunnel in the case of PP6.
- 4.96 It can be observed above in paragraph 4.84 that the cost effectiveness of the Coordinators was high, particularly compared to the cost of the Projects they looked after. Examining what the cost of the Coordinators would have been compared to the costs of the 3 instruments listed below really is a qualitative assessment.

Table 4.5: Cost efficiency of other instruments

	Cost for the EU of the policy instrument compared to “do nothing option in 2005”	Effectiveness of the policy instrument compared to “do nothing option in 2005”
Coordinators	-	+++
Providing guidance	0	+
Additional EU legislation	-	0
Additional administrative support	--	0

Source: Steer Davies Gleave analysis. Note that for cost-efficiency “-” represents a cost borne by EU budgets. A “-” represents a cost borne by EU budgets that would be higher than “-”. For effectiveness, a “0” means no effectiveness whereas a “++” indicated a good effectiveness.

Conclusion

- 4.97 No policy instrument other than that of the Coordinators was considered in 2005. The soft approach of the Coordinator instrument appeared to DG MOVE at the time to be the best policy to solve the problems facing the development of the TEN-T network, and it appears to us that this remains to be the case.

Sustainability

Whether the effects achieved by the nomination of the TEN-T Coordinators are likely to last in the medium and long-term

- 4.98 From our interviews, we understand that the main effect achieved by the nomination of Coordinators has been to accelerate cross border projects in the European Union. The tangible effect of their intervention will be construction and operation of new transport infrastructure. These projects will therefore have long-term effects, often developed more quickly due to the involvement of the Coordinators and/or to the right specifications of interoperability particularly for ERTMS.
- 4.99 Another significant long-term effect of the nomination of Coordinators has been to bring stakeholders together, facilitating cooperation and dialogue between Member States, regional and local authorities, infrastructure managers and users. Now that a coordinated approach has been established, this will have a long term-impact on the relationships between the different stakeholders involved, as long as the stakeholders remain in their role.
- 4.100 Coordinators have also been able to ensure continuity along a corridor where governments change frequently. For example, during Mr Balázs' first mandate, there were two different Ministers in France and three different Ministers in both Austria and Slovakia.
- 4.101 Given the enhanced role of the Coordinators established in the new TEN-T Guidelines adopted in 2013, the overall effects of the nomination of Coordinators will be long-term. Following on from the Priority projects, the new multi-modal Core Network Corridors will impact European transport infrastructure for the long-term. Indeed, the concept of a Coordinator has been taken on by another Commission Directorate-General, DG ENER to facilitate the implementation of Priority Projects in the energy sector.
- 4.102 However, it should be noted that not all effects achieved by the Coordinators will last in the long-term:
- Where people move between roles, then the Coordinator must engage with a new person or administration, requiring the repetition of the same tasks that were performed with the predecessor. The Coordinator does provide a certain element of continuity and this movement is external but nonetheless it brings complexity;
 - Implementation of the Priority Projects is not achieved when the infrastructure is built but only when it is operated in the conditions foreseen at the time the project was selected. For instance the tunnel between Perpignan (France) and Figueras (Spain) on PP3 remained for a while without any rail traffic showing that the effects of the TEN-T policy of the time did not last in the medium-term. This was subsequently resolved, so effects were achieved in the long-term; and
 - Where Member States cannot be convinced to provide funds to Priority Projects in their countries, then the effects of the work of the Coordinators will not be felt in the long or medium term.

Conclusion

- 4.103 We see the nomination of the TEN-T Coordinators to have had an effect on the development of Priority Projects they were assigned to. In most cases, these effects are for the medium/long-term, but there is no guarantee that changes in circumstances may not affect this.

Whether the role and work of the TEN-T Coordinators addressed short-term or long-term issues

- 4.104 By 2003, only three of the fourteen so-called ‘Essen Priority Projects’ had been completed. Although these fourteen Priority Projects had been agreed on as part of the 1996 TEN-T Guidelines, some were still at initial studies stage, particularly those with cross-border sections. The Coordinators therefore addressed long-term issues affecting the development of the Priority Projects and in particular addressed the issues of low prioritisation of cross-border projects by national governments and the organisation of funding for these projects.
- 4.105 In terms of the Horizontal Coordinators for ERTMS and Motorways of the Sea, they addressed long-term issues but in a different sense as both concepts were fairly new at the time of the Coordinators’ appointment. Their task was to steer the long term development and deployment of both concepts. With respect to ERTMS, the Coordinator was addressing long-term legacy issues regarding the many different signalling systems throughout Europe. The Coordinator for Motorways of the Sea was responsible for developing and expanding the tools that were necessary to promote maritime transport.
- 4.106 Once the policy instrument of Coordinators had been established, they could address short-term issues as and when it was needed while maintaining their focus on the long-term issues that had negatively impacted the Priority Projects. These short-term issues could have been raised by several different actors including by the Commission and TEN-T Executive Agency or by Member States and other stakeholders on the ground.

Conclusion

- 4.107 The role and work of the TEN-T Coordinators addressed both short-term and long-term issues affecting the Priority Projects.

Whether the outcomes of the intervention of the TEN-T Coordinators are fully exploited

- 4.108 It is difficult to explicitly list all of the interventions of the Coordinators, since a considerable amount of their work was facilitating and fostering dialogue amongst stakeholders which happened at both formal meetings and also informally ‘behind the scenes’. Following our analysis of the annual reports and interviews with stakeholders, Table 4.6 displays what we consider to have been the main visible interventions of the Coordinators on all Priority Projects. Nevertheless, it remains difficult to conclude whether they have been fully exploited or not. The Horizontal Priorities are discussed in 4.40 to 4.55.

Table 4.6: Coordinator interventions

Priority Project	Intervention
PP1	Agreement on financing for Brenner Base Tunnel between IT and AT
	Bilateral agreement between DE and AT on northern access route signed
	Brenner Corridor Platform set-up
	Brenner Action Plan agreed
	Launch of works on the Brenner tunnel
	Alpine Convention ratified

Priority Project	Intervention
PP3/PP19	Coordinated (DG REGIO – DG MOVE – Agency, - ES – PT) phased approach to resume the cross-border link Evora-Mérida
	Memorandum of Understanding between FR, ES and PT signed
	Connection of the Spanish and French Network through the new, interoperable cross-border section Perpignan-Figueres (PPP)
	Private financing initiatives on both projects undertaken
PP6	Agreement on financing for Lyon Turin Base Tunnel between IT and FR
	Lyon Turin Corridor Platform set-up
	Reopening of Historic Lyon Turin railway line
	Establishment of IT-SI Intergovernmental Commission
PP17	Declaration of Intent signed by FR, DE, AT and SK
	Declaration of support signed by all regions along the PP
	Detailed analysis Stuttgart-Ulm and München node, in cooperation with all stakeholders and followed by major local conferences
	Financial agreement on Stuttgart Ulm section
	Financial agreement on TGV Est Baudrecourt-Vendenheim section
PP18/PP30	Memorandum of Understanding signed between BG and RO
	Establishment of Monitoring Group for Straubing-Vilshofen section
	Adoption of declaration signed by the Member States along the Danube
	Setting up a CIG on the Seine-Escaut project
PP22	Establishment of PP22 Contact group for HU, RO, BG and EL
	Potential for study on high-speed cooperation between CZ and State of Saxony agreed
PP27	Declaration of Intent signed between EE, LT and LV
	Establishment of Rail Baltic / Rail Baltica Task Force
	Joint Ministerial Declaration on the setting up of a joint venture agreed
ERTMS	Signature of two Memoranda of Understanding on a coordinated deployment strategy for ERTMS implementation in 2008 and 2012
	Definition of technical standards for ERTMS (Baseline 2.3.0 d in 2008 and Baseline 3.0.0 in 2012)
	Introduction of governance structure for ERTMS Corridors (this governance structure has been overtaken by the current Rail Freight Corridors)
MoS	4 large clustering meetings with Stakeholders and 3 Conferences and Workshops within TEN-T days with stakeholders

Priority Project	Intervention
	<p>56 Motorways of the Sea projects representing approximately 450 M€ Grants (150% over the planned budget 2007/13) and more than 1.5 b€ investment, covering the whole European Geographic Area</p> <p>Streamlining MoS in 4 development Vectors: Integration of Maritime Operations on the global transport chain, improved connections between Ports and their hinterland, Environment and reduced Emissions, Human Element and Safety. Established the largest framework in support of reduced emissions and environmental protection with more than 600 M€ investment</p>

4.109 Concerning the interventions of the Coordinators that have not been well exploited, we have found that these are generally related to the unwillingness of Member States to engage in the project for political or financial reasons. Examples include certain Member States interaction with inland waterway projects or the setting up of joint ventures for the Rail Baltic / Rail Baltica project (PP27) and on the Danube bridge between Romania and Bulgaria (PP22).

Conclusion

4.110 We consider the majority of the Coordinators' interventions to have been well exploited but we are unable to determine whether they have been exploited fully or not. Any interventions that were clearly unexploited were usually due to a reluctance on the sides of Member States.

The extent to which best practices have been identified and disseminated across TEN-T Coordinators

4.111 From our review of the annual reports and interviews, we have seen that the approaches taken by Coordinators to improve the development of the Priority Projects varied due to the differences in the problems they faced. Several best practices have been identified.

4.112 The Brenner Corridor Platform for PP1 originally established by Mr Van Miert and later taken over by Mr Cox provided a forum for all stakeholders involved. The associated Brenner Action Plan gave clear responsibilities and milestones for stakeholders in order to create a rail-friendly environment for the project. Mr Brinkhorst of PP6 made a joint mission with Mr Cox in order to see the functioning of the Platform and a similar Platform has since been set up for the Lyon-Turin element. This Platform mechanism served as a reference for the new Corridor Fora, established in the framework of the new TEN-T Guidelines which were adopted at the end of 2013.

4.113 Several interviewees identified Mr Savary's approach to PP22 as an example of best practice. There were severe problems in pushing Member States to cooperate, and threats of cuts in funding had not been enough to solve these problems. Mr Savary's role created a unique reference point for Member States. He requested precise replies from Member States and created pressure that was not there previously. He understood the needs of the geographical areas and Member States involved and moved away from discussions at a large level and focussed on smaller improvements. This allowed for ownership of the project to be taken at a local level, creating momentum towards the broader strategic vision of the project.

4.114 The Coordinators' annual reports often recommended the introduction of best practices. These included recommendations relating to the timing of the project works, interoperability elements and capacity issues. Their recommendations were broader than the legal obligations for Member States arising from European legislation or financing.

4.115 Initially, there seems to have been no formal meeting of the Coordinators apart from once a year at the time of the annual hearing at the European Parliament and at the yearly TEN-T days. From our review of the mission documents available to DG MOVE, we have seen more frequent meetings of Coordinators from 2011 onwards, either two or three in total annually. These provide an official setting to disseminate best practices, although some DG MOVE staff highlighted their prescribed nature and stated that there was little time for open discussion. Several Coordinators also stated that they would prefer more meetings amongst the Coordinators. A number of stakeholders stressed the crucial role played by visits of the Coordinator to on the ground sections of their Priority Projects. For example, bi-annual meetings were established on PP1 between the Coordinator and local mayors and regional presidents along the route of the project, creating a multi-level approach to communication.

4.116 From our interviews with the DG MOVE Advisors to the Coordinators, we have seen that there is close collaboration within the TEN-T Unit at DG MOVE and information about the work of each Coordinator has been disseminated amongst the Unit staff including the Head of Unit and the Coordinators' Advisors.

Conclusion

4.117 Best practices have been difficult to identify given the individual nature of each Priority Project. Formal dissemination of information between the Coordinators increased towards the end of their mandates but occurred informally through their Advisors during their terms. We believe it would have been beneficial to have had more candid feedback sessions over the entire term of the Coordinators rather than at the end of the 2007-2013 Programme, with a specific session devoted to the sharing of best practices.

The extent to which the results of the intervention of the TEN-T Coordinators have been disseminated to stakeholders and to the public

4.118 Information regarding the intervention of the Coordinators has been disseminated in several ways:

- Coordinators' annual reports, published on DG MOVE website;
- Annual hearing at the European Parliament; These hearings are public and are video-recorded and are available to watch by members of the public;
- Participation at the annual TEN-T Days conference, organised by DG MOVE;
- Participation at other conferences and workshops relevant to their Priority Projects;
- Interaction with local media during site visits; and
- Press releases from local stakeholders.

4.119 In most cases, little formal feedback has been received by DG MOVE or the Coordinators on the annual reports apart from several letters of thanks from Ministries. Interviews with Member States have demonstrated that the report is well received as it provides information that otherwise would be difficult to acquire. It is not evident that the annual report reaches beyond stakeholders involved in the Priority Project however. It would also seem that there was no formal structure for interacting with stakeholders during the drafting of the reports. Some Advisors to the Coordinators contacted stakeholders for inputs while others did not seem to do so.

4.120 The annual hearing of the Coordinators is viewed as a significant event at the TRAN Committee with several MEPs engaging in the question and answer session for each Coordinator. Nonetheless, it is difficult to ascertain whether the information disseminated at the hearing spreads to the general public. One MEP stated that the lack of knowledge of the mere

existence of Coordinators by stakeholders and the broader public was one of the key challenges faced by the Coordinators. Some stakeholders also requested that the annual report was published further in advance of the hearing so that they could be in a position to contact MEPs with questions for them to raise the Coordinators at the hearing.

- 4.121 The annual TEN-T Days conference is well attended by stakeholders and provides an opportunity for information on the work of the Coordinators to be disseminated. Again, it is unlikely that this would go beyond the relevant stakeholders. Conferences and workshops specific to Priority Projects would seem to only attract local stakeholders, who then often provide press releases.
- 4.122 Certain Coordinators were asked to talk to the local media when undertaking site visits. While these were important occasions for information dissemination, a balance had to be found between giving sufficient credit to the meeting host and dealing with the issues with the necessary sensitivity.
- 4.123 Many stakeholders highlighted the lack of transparency regarding the procedural aspects of the Coordinators' role, particularly MEPs and representative associations. Apart from some limited information in the annual reports, little concrete information was available on the actual activities and actions of the Coordinators. The data provided to us at the DG MOVE archives was very helpful to clarify this.
- 4.124 Interviews at DG MOVE and INEA suggested that there was agreement within the Commission services that much could be improved to communicate the work of the Coordinators. Efforts have been made with references to the Coordinators on the DG MOVE website. DG MOVE believes additional resources would be required to implement an appropriate communications strategy that would disseminate the information to the wider public.

Conclusion

- 4.125 To date, the dissemination of information relating to the intervention of the Coordinators has been targeted at policy makers at a European and national level as well as local stakeholders for each Priority Project. For the most part, DG MOVE has relied on local stakeholders to provide press releases after the attendance of the Coordinator at workshops or meetings with local stakeholders. Further efforts could have been made by the European Commission to publicise and promote the role and work of each Coordinator such as:
- Regular exchange of information along a Priority Project;
 - Regular updates to the TEN-T website; and
 - More interaction between DG MOVE, the Coordinators and the press sector.

Utility

To what extent the effects (results and impacts) of nominating European Coordinators on Priority Projects proved suitable to address the needs and problems on implementing these projects?

- 4.126 The vast majority of interviewees have expressed their belief that the Coordinators have played a very positive role for the development of the TEN-T Programme, persuading Member States to look beyond national priorities and facilitating cooperation and coordination that has accelerated progress on the Priority Projects. For the most part, the Coordinators have been able to identify the problems requiring a resolution and have successfully applied pressure where needed.
- 4.127 The Coordinators developed a broader range of stakeholders within Member States, bringing infrastructure managers, multimodal operators and regional bodies together with the national administrations. Bilateral relationships between Member States which had proven to be the most critical and difficult at times and in some cases almost non-existent have also been improved.
- 4.128 The initial six Coordinators played an essential role in the 2007 decision on EU funding for the TEN-T programme where €6 billion of the €8 billion which was allocated for the 2007-2013 programme was given upfront to Member States. The Coordinators provided information to the Commission and were involved in the selection of projects for funding. This was a shift from previous funding decision policy and provided leverage in the Member States. There were limits to their powers however as demonstrated by the failure on procedural grounds only of the joint Saxony – Czech Republic proposal for funding for a joint study on PP22.
- 4.129 The positive influence of the Coordinators in the targeting of EU investments was also discussed in a 2010 report by the European Court of Auditors⁵ who noted that they had:
- “Facilitated contacts between stakeholders in order to progress developments on problematic sections of the Priority Projects, especially where it has proved necessary to agree a clear shared vision of the target rail transportation market and the specifications of the required infrastructure developments (for example, agreement between French and Spanish authorities on the Mediterranean branch of Priority Project 3, and the Brenner Corridor Platform);
 - emphasised to Member States the importance of proposing particular sections for EU co-financing (for example, regarding the Brenner Corridor on Priority Project 1 and bottlenecks and cross-border sections at Stuttgart and between München and Freilassing on Priority Project 17) whilst emphasising that other sections would not be positively received, such as those including station infrastructure not relating directly to the operation of trains; and
 - encouraged co-operation between rail authorities in Member States regarding improving transport performance and alleviating operational and other problems on existing corridors (such as the IQC (International Group for improving the quality of rail transport in the North-south Corridor), the technical working group put in place on Priority Project 6 and the ERTMS corridors).
- 4.130 As the Coordinators had no binding powers, they could not oblige Member States to act and there have therefore been some cases of where the Coordinators were unable to resolve

⁵ Special Report No 8/2010 – Improving transport performance on trans-European rail axes: Have EU rail infrastructure investments been effective?

particular problems. For example, they have not been able to fully solve the funding issues that affect some Priority Projects e.g. Seine Nord on PP30 or reluctance from a few Member States e.g. on PP27: Rail Baltic / Rail Baltica.

Conclusion

- 4.131 The nomination of Coordinators would seem to have been a particularly well suited tool in addressing the needs and problems affecting the Priority Projects. There have been a few problems which they have been unable to resolve however such as financing commitments from some Member States.

Added value

The value added provided by the reports, knowledge gathered and work of the TEN-T Coordinators; it will be important to understand which EU entities and other entities benefitted from the work of the Coordinators and identify any gaps.

- 4.132 It is evident that the work of the Coordinators benefitted the Transport Commissioner, DG MOVE and in particular the efforts of Unit B1 in implementing the TEN-T Programme. Coordinators have introduced coordination and cooperation between stakeholders that in many cases had been almost non-existent before their appointment. They have also motivated the majority of stakeholders and accelerated the implementation of the relevant Priority Projects.
- 4.133 From our interviews with staff at INEA, it is clear that there was much less interaction between the Coordinators and Agency staff than that with DG MOVE. INEA provided information when requested by DG MOVE and the majority of interactions were in that direction. There were several occasions however, where INEA requested the assistance of a Coordinator to solve a problem and this was successfully carried out by the Coordinators.
- 4.134 The Coordinators have provided a broad strategic vision of the Priority Project. Before the appointment of Coordinators, Member States were concerned with the sections of the Priority Projects that ran inside their borders only. The annual reports of the Coordinators have allowed Member States to view from an independent perspective what was happening in other Member States concerned by the relevant Priority Project.
- 4.135 The annual reports provided all stakeholders and the general public with information and data relating to each Priority Project in one single document. A comprehensive account of the Priority Project was included in the report along with the views of the Coordinator on obstacles affecting the progress of the project. The report provided an independent assessment of the situation on the ground for each Priority Project and we have heard of no cases of DG MOVE receiving negative feedback on the reports.
- 4.136 Coordinators have also provided consistency to the Priority Projects during the changing of Ministers and governments in Member States. They have been able to keep the Priority Projects on the agenda of Member States and mitigate the negative impact that government changes often can have on infrastructure planning and implementation.
- 4.137 There have also been some unintended but desirable impacts following the appointment of Coordinators. In some instances, Coordinators have provided increased contacts with representatives from their own national authorities. They have also played roles outside of what is required by their mandate. For example, Mr Cox's large network of contacts proved useful with regard to Italy agreeing to ratify the Transport Protocol of the Alpine Convention. Mr De Oliveira has also been active in ensuring funding for the development of technical solutions addressing the need for ships to produce emissions containing less than 0.1% of sulphur as a result of the entry into force of the IMO MARPOL Convention which impacts the North Sea and the Baltic Sea.

Conclusion

- 4.138 The TEN-T Coordinators have provided considerable European added value, more interestingly not just for EU stakeholders but also for Member States and Project promoters. Their independent viewpoint, broad strategic vision and credibility has had a significant impact on their Priority Projects.

The extent to which the same results would have been achieved in a similar time frame with a similar cost and similar deliverables without the TEN-T Coordinators role and work?

- 4.139 Our interviews have demonstrated that stakeholders consider Coordinators to have the greatest impact on the timeframes of the Priority Projects. Coordinators kept the pressure on Member States and project promoters to keep to their commitments. Many stakeholders considered them to have accelerated progress on the projects and that without the Coordinators, advancement of the projects would have been much slower.
- 4.140 We believe that similar costs would probably have been realised because the Coordinator did not help reduce the overall cost of the TEN-T Programme. There were some instances that with the TEN-T Executive Agency, the Coordinators recommended that funding should be withdrawn from projects but this was usually due to the phasing of the projects and did not lead to an overall reduction in funding. As discussed previously in 4.84, these are large infrastructure projects with costs reaching billions of euros, by accelerating progress on the project, it could be argued that the Coordinators have greatly helped at saving costs as delays may translate into financial costs in the order of tens of millions of euros.
- 4.141 Regarding deliverables, there were mixed views from stakeholders as most considered it not for the role of a Coordinator to change the type of deliverables, but rather ensuring that Member States and project promoters stuck to their initial plans. Many stakeholders argued that it was critical for the Coordinator to take a flexible approach however. This is evident from Mr Brinkhorst's work on the historic line in PP6 and also the acceptance of a phasing of works for this project in the Susa Valley as discussed in 3.41. A Member of the European Parliament was also very content to see a bicycle lane included in the final plans for the bridge over the Danube on PP22, which he believed had occurred after the intervention of the Coordinator. For both Horizontal Projects, ERTMS and MoS, we consider the Coordinators to have impacted on the deliverables. Both Coordinators were pivotal in the development of both concepts and so influenced the deliverables.
- 4.142 In addition, by having a strategic vision of the whole Priority Project and providing some sort of European coordination of Priority Projects and particularly between Priority Projects and Horizontal Projects, the Coordinators probably helped to reduce the number of miscommunication mistakes that can happen in very large scale industrial projects.

Conclusion

- 4.143 It is difficult to estimate whether the same results would have been achieved in a similar timeframe with a similar cost and similar deliverables without the Coordinators as there are many other factors affecting these issues. It is our view that Coordinators did have an impact on all three aspects, and in particular on the timescales of projects which had a secondary effect on the project costs.
- 4.144 The flexible approach adopted by the Coordinators led to additional deliverables in some cases. It could also be said that the Coordinators for ERTMS and MoS guided the development of the deliverables for those projects.

Acceptability

To what extent the role of the TEN-T Coordinators was accepted by stakeholders, both at the political level of the Member State and at the project level, and what obstacles had to be overcome by TEN-T Coordinators and/or others (such as EC or TEN-T EA for instance) in ensuring a better acceptability of the role and work of Coordinators?

- 4.145 The Coordinators have been widely accepted by stakeholders, particularly on the ground at the local level of the Priority Project. The newly agreed TEN-T Guidelines strengthen their role, proving the respect and trust Member States and the European Parliament place in their role. This was not a given at the outset as in some Member States there was significant opposition to some of the Priority Projects e.g. in the Susa Valley on PP6. Under the new Guidelines, the Coordinator will chair a Corridor Forum which will be attended by all relevant stakeholders.
- 4.146 There was some initial hesitancy towards the Coordinators within several Member States in 2005. Following a period of settling in, the Coordinators have been well accepted by the majority of Member States including at ministerial level. With any change of Minister, the Coordinators now initiate an introductory meeting. Smaller Member States with smaller administrations have generally shown more willingness to work with the Coordinators.
- 4.147 Whilst the highest officials of DG MOVE and its Commissioner share the same level of political expertise as the Coordinators, our analysis shows that they are not perceived as neutral by Member States but rather as the implementer of the top-down policy that they have themselves (or their predecessors) defined. Our interviews have also shown that this view is shared by the officers of DG MOVE and INEA who believe that the intervention of the Coordinators was considered by stakeholders to have been more independent than if it had come from the European Commission directly in spite of Coordinators being appointed by the Commission and receiving their monthly allowance from the TEN-T budget.
- 4.148 Several interviewees at DG MOVE and INEA, stated that they would have expected greater interest from higher levels within the Commission in the work of the Coordinators given their success. This view was also shared by several Coordinators.
- 4.149 Members of the European Parliament have been broadly positive towards the role of the Coordinator and their work. Their annual hearing promotes their role while providing transparency and legitimacy to their role and is warmly welcomed by the Parliament. There were some areas for improvement cited in our interviews with MEPs however:
- One MEP complained that there was not enough time between the report been made available and the Coordinators' hearing;
 - Some MEPs suggested that Coordinators should not be shy in seeking assistance informally from MEPs as their contacts within their Member States could be of use to the Coordinators. This collaboration has already been successful on some projects such as ERTMS;
 - Some MEPs requested that the annual reports explicitly named which Member State were hindering the development of the Priority Project.
- 4.150 It would seem that the vast majority of local and regional stakeholders including NGOs, regional authorities and local mayors have accepted the role of the Coordinators. They were often viewed as allowing direct access to the European Commission and therefore they could bypass the national administrations. They could also provide information regarding the possibilities for EU co-financing.

- 4.151 Looking at the case of PP6 where there has been long-term and sustained opposition in the Valley di Susa from local residents, it appears from public correspondence that we have found that the Coordinator was well regarded from the local interest groups.
- 4.152 Despite being appointed by the European Commission, Coordinators were generally perceived as neutral and impartial. Some stakeholders felt that a Dutch Coordinator on inland waterways could be seen as having a slight conflict of interest given the champion status of the country on questions relating to canals, locks etc. Some other interviewees, however, acknowledged that having a Dutch Coordinator was also helpful as it meant easy access to inland waterway specialists if required.

Conclusion

- 4.153 There were some difficulties gaining acceptance for the Coordinator's role from Member States at a ministerial level in the initial period. It seems that this has been largely overcome and in general the Coordinators are accepted and welcomed by all stakeholders. Their newly strengthened role will require more interaction with stakeholders at the Corridor Forum demonstrating the importance of the acceptability of their role.

5 Conclusions and Recommendations

5.1 The Terms of Reference described the key objectives of this ex-post evaluation as:

- To evaluate the impact of the role and work of the Coordinators on the implementation of the priority projects; and
- To carry out an ex-post evaluation which will help the Commission and the future Coordinators to further improve their positive impact on the implementation of the TEN-T network.

Conclusions

General

- 5.2 The assignment of European Coordinators to TEN-T Priority Projects was introduced in 2005 to advance specific cross-border projects and bottlenecks which had not progressed in line with the original TEN-T Guidelines timescales and followed consultation with the European Parliament and approval by the Member States.
- 5.3 The overall conclusion of this ex-post evaluation is that the role of the Coordinators was very useful and effective in helping the Member States and DG MOVE to further progress the development of the TEN-T Network. The Coordinators acted as “pivotal heads” who were able to report to DG MOVE, the European Parliament and other institutions but also liaised on the ground with all the stakeholders involved, facilitating dialogue and direct relationships. The Coordinators’ role and work greatly improved the communication of the strategic vision of the Priority and Horizontal Projects and enhanced common knowledge and transparency.
- 5.4 In spite of their lack of powers, relying largely on their negotiation skills and their previous political experience, Coordinators succeeded and obtained a significant number of key results that might have been achieved without them but certainly not in the same timeframe. The cost of their intervention compared to the overall EU budget for TEN-T remains very small. The work of the Coordinator was made more effective by using the pairing of Coordinator/Advisor, providing DG MOVE with an understanding of the work being done and reassurance that follow-up of the missions and work undertaken by the Coordinators would happen.

- 5.5 However Coordinators' efforts were regularly influenced by a number of external factors including budgetary constraints of Member States, changes in political leadership or national projects taking higher priority over European ones. By maintaining the pressure on Member States the Coordinators have ensured that their commitments to the TEN-T network remain a reality.
- 5.6 Whilst the action of the Coordinators addressed some short and long-term issues, their work will only be sustainable if maintained until the most difficult issues of the TEN-T Programme can be solved.
- 5.7 We present below our specific recommendations for each of the criteria considered in the evaluation.

Implementation

- 5.8 The recruitment process for Coordinators has proven to be a difficult task. Along with their background and experience (elected mandate, European/financial/transport experience, languages), DG MOVE placed considerable effort in recruiting Coordinators who could be perceived as impartial by stakeholders and present no risks of conflicts of interest. The quality of the recruitment process has been one of the factors of success of this policy instrument and contributed to the increase in the number of Coordinators in 2007 and again in 2009 to nine.

Relevance/Effectiveness

- 5.9 The Coordinators successfully fostered dialogue amongst stakeholders and provided a direct communication channel between DG MOVE and the stakeholders. By having been chosen at the same level of political expertise as their counterparts in Member States they were able to encourage and negotiate more effectively for the advancement of the Priority Projects by "adding some oil in the machine" and were also able to give a broad strategic vision to the Priority Project which had not existed before by sharing information and transparency right across a whole Priority Project.
- 5.10 The two tasks that were given to the Coordinators requiring annual reporting and a hearing at the European Parliament, and stakeholder consultation and facilitation, both supported the facilitation of Priority Projects. The Coordinators also played a role in the development of the new 2013 TEN-T Guidelines and advised project promoters to enable better call preparation. Three main reasons explain most of the issues in effectiveness of the Coordinators at achieving this latter task:
- Reluctance of and/or difficulties encountered by Member States to develop a Priority Projects;
 - Political instability in Member States with frequent changes of governments; and
 - Lack of funding for Priority or Horizontal Projects and/or issues regarding the funding between Member States for cross-border sections, further hindered by the 2008 financial crisis.
- 5.11 The same difficulties were also experienced by the Coordinators in charge of Horizontal Priorities as well as the need to develop concepts and address technical problems.
- 5.12 The lack of binding executive powers for the Coordinators did limit the extent of what they could achieve beyond negotiation and persuasion, and resulted in some Coordinators expressing some frustration at this. The individual engagement of the Coordinators was also increased in 2007 to reflect that continuous efforts would be required.

Efficiency

- 5.13 Determining the true costs of the action of the Coordinators is not straight-forward because whilst monthly allowances and travel expenses have been very carefully authorised, checked and recorded, the amount of time spent by the Advisors to support their Coordinator is based on a qualitative assessment. However, there is no doubt that the total cost of the Coordinators that we have estimated represents only a very small proportion (0.1%) of the total cost of the EU intervention for the TEN-T Programme.
- 5.14 The travel expenses of the Coordinators appear appropriate and additional rules would have undermined their flexibility to address emerging problems. In addition, evidence collected and displayed in this report shows that missions on the ground were particularly helpful for the role of the Coordinator so there cannot be any significant savings recommended in this area. The support and work provided by the Advisors was also particularly instrumental to ensure a smooth functioning of the role of the Coordinator. The monthly allowance of €1,500 provided to the Coordinator was also found to be low compared to the costs of a part-time Personal Assistant.
- 5.15 We agree with the view expressed by almost all stakeholders that the financial efficiency of the TEN-T Coordinators was good and did provide DG MOVE with a policy instrument that was a “good deal”. Other instruments were also tested in this report against the model of the Coordinator but were not found to provide better cost-effectiveness, flexibility and versatility compared to that provided by the Coordinators.

Sustainability

- 5.16 The Coordinators have addressed long-term issues which have slowed down the development of the TEN-T Programme such as the low prioritisation of cross-border projects by national governments or adequate organisation of the funding of such projects. This was also the case for Horizontal Priorities where Coordinators steered the common long-term development and deployment of ERTMS and Motorways of the Seas.
- 5.17 The sustainability of issues that the Coordinators addressed has been found to vary. Some short-term effects, such as engaging and persuading stakeholders to cooperate need repeating when stakeholders change, whilst some others effects are expected to last longer: this would be the case for construction, operation and interoperability where it is achieved according to the specifications expected.
- 5.18 The type of interventions that the Coordinators achieved beyond the work carried out “behind the scenes” have varied from securing bilateral agreements or financing agreements, establishing monitoring groups, Inter-Governmental Commissions, Contact groups, Tasks Forces, or obtaining signature of Memorandum of Understanding, etc. The majority of these interventions have been well exploited but we are unable to determine whether they have been exploited fully or not.
- 5.19 Given the different features of Priority Projects and Horizontal Priorities, identification of best practices was difficult, but formal dissemination of information between Coordinators increased from 2010.
- 5.20 A communication strategy regarding the work of the Coordinator was not in place between 2005 and 2013. The annual hearing at the European Parliament was always a significant event but dissemination of the information discussed did not generally reach the larger public, and

apart from the annual report, DG MOVE relied heavily on the interest of local media to disseminate information concerning the work of the Coordinators.

Utility

- 5.21 Coordinators have been particularly successful at explaining and persuading Member States to look beyond national priorities which had been one of the recurrent issues for the TEN-T Programme.
- 5.22 Coordinators also facilitated cooperation and coordination between and within all stakeholders (local, national, inter-governmental, various authorities and among EU institutions) that resulted in accelerated progress of the Priority Projects.
- 5.23 Coordinators have also been able to identify the problems that required solving and agree a clear shared vision in some cases. However their lack of binding powers also brought some limits to their achievements and meant that there have been a few problems which they have been unable to resolve.

Added-value

- 5.24 The TEN-T Coordinators have provided considerable European added value, not just for EU stakeholders but also for Member States and project promoters: they have introduced coordination and cooperation between stakeholders that in many cases had been almost non-existent before they were appointed.
- 5.25 Their independent viewpoint, broad strategic vision and credibility has had a significant impact on their Priority Projects and the whole European infrastructure network, for which they have been able to report a true corridor perspective rather than a patchy project-by-project view.
- 5.26 The Coordinators' added value was also particularly important on the timeframes of the very large infrastructure projects that Priority Projects cover. In this regard they have been instrumental to maintaining the pressure on Member States and project promoters to keep to their time, budget and progress commitments as well as providing consistency and mitigating the negative impacts that the changes in Ministries and governments in Member States can have on infrastructure development.
- 5.27 By working towards meeting agreed timelines, it is clear that Coordinators had a positive impact on the reduction of costs of delays for their Priority Projects. However beyond cost of delays it is more difficult to estimate the exact value-added of the Coordinators on project specifications or the overall cost of the TEN-T Programme, even if a number of discrete actions by some Coordinators can still be quoted.

Acceptability

- 5.28 There were some difficulties gaining acceptance for the Coordinator's role from Member States at a ministerial level in the initial period, but this has been largely overcome.
- 5.29 In general the Coordinators are now well accepted and welcomed by all stakeholders including by local interest groups, authorities and NGOs. Coordinators were also viewed as providing a direct link between stakeholders and the EU institutions.
- 5.30 The Coordinator's role was also well regarded by the European Parliament and the work of the Coordinators was mostly judged positively by the MEPs. Their annual reports and annual hearing at the European Parliament provided transparency and legitimacy to their role.

Recommendations

- 5.31 We present below our recommendations. The rationale that we used to reach these recommendations is displayed in Chapter 3 and 4.

Communication

- 5.32 We believe meetings and regular conferences of the new Corridor Forums provide an ideal opportunity for DG MOVE to increase communication and to promote the Core Network Corridors and the work of the Coordinator. We recommend that after each forum meeting some consideration is given to a press release being issued providing a summary of the meeting. While the Corridor Forums will in time include many stakeholders' representatives, a press release would be useful in reaching those stakeholders who do not attend and also the wider general public. However, we also appreciate that the work of the Coordinator is sensitive by nature, and that beyond communication of general information, there may not be a lot of scope for precise release of information.
- 5.33 We recommend that the DG MOVE website includes a page for each Coordinator which is updated regularly on the role and work of the Coordinator including a public record of their meetings with stakeholders to provide insight into their role.

Annual Reports

- 5.34 We recommend that the drafting process of the annual reports is more formalised and a decision is made whether to contact stakeholders for information in advance of its publication or not.
- 5.35 We also recommend that a link to the annual report is sent to all stakeholders as soon as the report is published. We suggest that there is a short time period e.g. two weeks in between the publication of the report and the hearing at the European Parliament. This would enable stakeholders to contact their representative Members of the European Parliament with questions if they wish to do so. It also allows the MEPs to have sufficient time to review the report before the hearing.
- 5.36 We also recommend that the Coordinators report keep focussing on the political aspects of the Priority or Horizontal Projects as it is where Coordinators can add a unique added-value.

Coordinator missions

- 5.37 Coordinators missions on the ground are necessary and add a lot of value to the action of the EU for the TEN-T Programme. In addition, it is necessary that the Coordinator travels accompanied with his Advisor so that the follow-up is guaranteed and no information is lost. We recommend that Coordinators undertake all missions deemed necessary by DG MOVE. It is therefore important that the budget required for these missions is maintained in the coming years.
- 5.38 If possible, some consideration should be given to a reduction of the administrative processes for mission authorisations in order to give more flexibility to the Coordinator and his Advisor and ensure they can focus on their technical work.

European Commission support

- 5.39 We endorse the new enhanced support structure established by DG MOVE for the implementation of the new TEN-T Guidelines which were agreed in late 2013. It is also critical

that there is close collaboration with the other Units associated with the work of the Coordinator in particular for the horizontal Coordinator for ERTMS and MoS, as well as DG REGIO and other Commission services and EU institutions where relevant.

Monthly allowance

- 5.40 The purpose of the monthly allowance (at €1,500 until December 2013, increased to €3,000 since) remains quite vague in the Commission Decision. It states that the activity of the Coordinator is unpaid but provides an allowance, which has been used by some Coordinators for secretarial support given the extensive amount of correspondence received. Some consideration could be given to a better clarity of the allowance with a share for secretarial support and another towards the Coordinator *stricto sensu*.

Interaction amongst Coordinators

- 5.41 Given the increased similarities provided by the nature of the Core Network Corridors, we recommend increased interaction amongst the Coordinators, such as regular seminars, with attendance from other EU institutions such as relevant parts of DG MOVE and INEA. All Core Network Corridor Coordinators will now be dealing with multi-modality and increased collaboration would provide for the exchange of best practices. In addition, some Member States have several Corridors crossing through the territory and it is therefore important that the Coordinators are consistent with the messages to the relevant Minister. Despite logistical difficulties, it is recommended that regular meetings between the Coordinators take place.

Sharing of best practices

- 5.42 Along with increased interaction amongst the Coordinators, we believe a more structured approach to sharing of best practice could be beneficial. We understand that in the past, informal discussions occurred frequently amongst the Coordinators' Advisors at DG MOVE where best practices could be shared. As the number of Coordinators is increasing going forward and the number of DG MOVE and INEA staff providing support also rising, we would recommend allocating some time to the sharing of best practices. A structure has been put in place for that purpose. This would also aid in the handover period between new and former Advisors following the departure of an Advisor. This might be assisted through use of posting of best practice tips on a Coordinators' virtual notice board, with the update to this the responsibility of the Advisors.

A Questionnaires

Questionnaire for DG MOVE and INEA

General

- A1.1 Could you please describe the role and tasks of the European Coordinators for TEN-T between 2005 and 2013?
- A1.2 Could you please describe your role and your interaction with the Coordinators?

Effectiveness

- A1.3 To what extent did the appointment of European Coordinators achieve their objectives and facilitate the implementation of Priority Projects/Horizontal Projects?
- A1.4 In your view, what were the key skills required by a Coordinator to achieve success in their role?
- A1.5 In your opinion, what were the key challenges faced by the Coordinators?
- A1.6 To what extent were the Coordinators able to undertake the tasks referred in Article 19(5) of Decision 661/2010/EC?
- A1.7 Which factors hindered the achievement of the objectives of the mandate of the TEN-T coordinators?
- A1.8 To what extent have decisions been taken at DG MOVE and the Agency based on the results of the work of the Coordinators?

Efficiency

- A1.9 How much support (in terms of number of staff and/or man-days) did DG MOVE and INEA provide to the Coordinators?
- A1.10 To what extent was the support provided sufficient for the Coordinator to be able to carry out their role?

A1.11 We understand that coordinators were recruited to help against the “cloisonnement” within PPs. Were other instruments considered at the time or later on?

Sustainability

A1.12 According to you, what are the main effects achieved by the nomination of the TEN-T Coordinators? Are these likely to last in the medium and long-term?

A1.13 In your view, which outcomes of the intervention of the Coordinators have not been fully exploited? Why is that so?

A1.14 Which best practices have been identified? By whom?

A1.15 Have best practices been disseminated? To whom? Why?

A1.16 Have the results of the intervention been disseminated to stakeholders and the public? Why? How (emails, workshops, press releases, etc.) ?

Utility

A1.17 To what extent has the appointment of Coordinators addressed the problems that hindered the implementation of the PPs?

A1.18 How have the Coordinators contributed to the Priority Projects in terms of coordinating, monitoring, facilitating and organising?

A1.19 To what extent have the activities of the Coordinators resulted in unintended results and impacts (both desirable and undesirable)?

A1.20 Were there particular problems or issues that the Coordinators were unable to resolve?

Added value

A1.21 In your opinion what was the area where Coordinators brought the most added-value? And the least?

A1.22 What feedback did you or the Coordinators receive on their annual reports? Do you know which other entities they were useful to and to which extent? Did people contact you “requesting” new reports before publication?

A1.23 To what extent could similar timeframes, costs and deliverables have been achieved without the Coordinators role and their work?

Acceptability

A1.24 To what extent was the role of the TEN-T Coordinators accepted by stakeholders, both at the political level of the Member State and at the project level?

A1.25 How were the views (both positive and negative) of the stakeholders demonstrated?

A1.26 What obstacles had to be overcome by TEN-T Coordinators and/or others (such as DG MOVE or INEA for instance) in ensuring more widespread acceptability of the role and work of Coordinators? How was this done?

Questionnaire for Coordinators

A1.1 To the extent that the general questions are fully answered by meetings with DGMOVE and INEA they will not be asked of the Co-ordinators. Moreover, specific questions for each Co-ordinator will be drafted based on the review of the information and previous meetings.

General Questions

A1.2 To what extent has the appointment of Coordinators addressed the problems that hindered the implementation of the TEN-T Programme?

A1.3 What do you imagine would have been the outcome of Priority Projects without Coordinators?

A1.4 In your opinion what was the area where Coordinators brought the most added-value?

A1.5 And the least?

A1.6 In your opinion, what were the key challenges faced by you as a Coordinator?

A1.7 In your view, which outcomes of your intervention (if any) have not been fully exploited? Why is that so?

A1.8 To what extent have the activities of the Coordinators resulted in unintended results and impacts (both desirable and undesirable)?

Priority Project Specific Questions

A1.9 How were you recruited as a Coordinator (e.g. the process, institutions involved, criteria for nomination, time lapse, EC administrative processes, etc.)?

A1.10 Could you please describe your role and tasks as a European Coordinator for TEN-T? Did these remain the same throughout your term? If not, why?

A1.11 To what extent did these match or differ from the tasks referred in Article 19(5) of Decision 661/2010/EC and your mandate?

A1.12 Could you please describe the communication and interaction you had with:

■ DG MOVE;

■ The TEN-T Executive Agency (now INEA);

■ The Commissioner and his Cabinet;

■ The European Parliament;

■ The relevant Member States; and

■ Local stakeholders (e.g. regional authorities, infrastructure managers, campaign groups)?

A1.13 Were all the information, data and contacts required for your role provided to you?

- A1.14 How much support (in terms of number of staff and/or man-days) did DG MOVE and INEA provide to you? Was this amount the same as you had anticipated when commencing your role? Did it change over time?
- A1.15 To what extent was the support provided sufficient for you to be able to carry out your role?
- A1.16 Could anything have been done differently to improve the effectiveness of the support?
- A1.17 How did the support work on a day-to-day basis? How did you communicate (email or telephone)? How often?
- A1.18 How often did you receive briefing material and updates on your Priority Project?
- A1.19 Who was responsible for making your travel arrangements? And carrying out other administrative tasks?
- A1.20 Do you consider the €1500 monthly allowance sufficient to carry out your role to its full potential?
- A1.21 How did the Coordinators interact with each other?
- A1.22 How were best practices and information shared amongst you?
- A1.23 Can you please describe how the annual reports were collated? In terms of time required, information provision etc.?
- A1.24 How do you think your role was perceived in the Member States and in Brussels?
- A1.25 Did you feel able to act in an independent manner and solely in the interests of the European Union?
- A1.26 To what extent was your role accepted by stakeholders, both at the political level of the Member State and at the project level?
- A1.27 Were there particular problems or issues on your PP that you were unable to resolve? Why?
- A1.28 Which factors hindered the achievement of the objectives of your mandate?
- A1.29 In your opinion, could other policy instruments or mechanisms have been used to the same effect?

Questionnaire for Members of European Parliament

- A1.1 What were the role and tasks of the Coordinators between 2005 and 2013 as you perceived them?
- A1.2 Could you please describe your interaction with the Coordinators?
- A1.3 Could you please describe any communication you had with the Coordinators?
- A1.4 Do you consider the consultation with MEPs by the Coordinators to have been effective?
- A1.5 To what extent did the appointment of a European Coordinators achieve their objectives for the TEN-T Programme?
- A1.6 To what extent has the appointment of Coordinators addressed the problems that hindered the implementation of the TEN-T Programme?
- A1.7 In your opinion, could other policy instruments or mechanisms have been used to the same effect?
- A1.8 In your opinion, what were the key challenges faced by the Coordinators?
- A1.9 In your view, what are the key skills required by a Coordinator to achieve success in their role?
- A1.10 In your view, which outcomes of the intervention of the Coordinator have not been fully exploited? Why is that so?
- A1.11 How was information regarding the Coordinators' work disseminated to you?
- A1.12 How have the Coordinators contributed to the Priority Projects in terms of coordinating, monitoring, facilitating and organising?
- A1.13 How useful did you find the Coordinators' annual reports? Were there any additional elements you would have liked it to cover?
- A1.14 To what extent have the activities of the Coordinators resulted in unintended results and impacts (both desirable and undesirable)?
- A1.15 Were there particular problems or issues that the Coordinators were unable to resolve?
- A1.16 To what extent was the role of the TEN-T Coordinators accepted by stakeholders?
- A1.17 Did acceptance change over time? Why?
- A1.18 What obstacles had to be overcome by the Coordinator in ensuring more widespread acceptability of their role and work? How was this done?
- A1.19 Were there any other tasks that you think would have been suitable for the Coordinator to carry out?
- A1.20 Do you consider the Coordinator to have acted in an impartial, independent and confidential manner?

A1.21 Do you have any other comments on the role of the Coordinators between 2005 and 2013?

Questionnaire for Associations

- A1.1 Could you please describe your organisation's role in relation to the Priority Projects and the TEN-T Programme between 2005 and 2013?
- A1.2 What were the role and tasks of the Coordinators between 2005 and 2013 as you perceived them?
- A1.3 Could you please describe your interaction with the Coordinators?
- A1.4 Could you please describe any communication you had with the Coordinators?
- A1.5 Do you consider the consultation with stakeholders by the Coordinators to have been effective?
- A1.6 To what extent did the appointment of a European Coordinators achieve their objectives for the TEN-T Programme? Were you aware of these objectives?
- A1.7 To what extent has the appointment of Coordinators addressed the problems that hindered the implementation of the TEN-T Programme?
- A1.8 In your opinion, could other policy instruments or mechanisms have been used to the same effect?
- A1.9 In your opinion, what were the key challenges faced by the Coordinators?
- A1.10 In your view, what are the key skills required by a Coordinator to achieve success in their role?
- A1.11 In your view, which outcomes of the intervention of the Coordinator have not been fully exploited? Why is that so?
- A1.12 How was information regarding the Coordinators' work disseminated to you?
- A1.13 How have the Coordinators contributed to the Priority Projects in terms of coordinating, monitoring, facilitating and organising?
- A1.14 How useful did you find the Coordinators' annual reports? Were there any additional elements you would have liked it to cover?
- A1.15 To what extent have the activities of the Coordinators resulted in unintended results and impacts (both desirable and undesirable)?
- A1.16 Were there particular problems or issues that the Coordinators were unable to resolve?
- A1.17 To what extent was the role of the TEN-T Coordinators accepted by stakeholders?
- A1.18 Did acceptance change over time? Why?
- A1.19 What obstacles had to be overcome by the Coordinator in ensuring more widespread acceptability of their role and work? How was this done?
- A1.20 Were there any other tasks that you think would have been suitable for the Coordinator to carry out?
- A1.21 Do you consider the Coordinator to have acted in an impartial, independent and confidential manner?

A1.22 Do you have any other comments on the role of the Coordinators between 2005 and 2013?

Questionnaire for Project Promoters on PP6/22

- A1.1 Could you please describe the development of PP6/22 since its inception (as far as you are aware)?
- A1.2 Could you please describe your role in relation to PP6/22? When did your involvement with PP6 begin?
- A1.3 What were the role and tasks of the Coordinator for PP6/22 between 2005 and 2013 as you perceived them?
- A1.4 Could you please describe your interaction with the Coordinator?
- A1.5 Could you please describe the communication you had with the Coordinators? With which regularity?
- A1.6 To what extent did the appointment of a European Coordinator achieve their objectives for PP6/22? Were you aware of these objectives?
- A1.7 To what extent has the appointment of Coordinators addressed the problems that hindered the implementation of PP6/22?
- A1.8 In your opinion, what were the key challenges faced by the Coordinator?
- A1.9 In your view, which outcomes of the intervention of the Coordinator have not been fully exploited? Why is that so?
- A1.10 How was information regarding the Coordinator's work disseminated to you?
- A1.11 How have the Coordinators contributed to the PP6/22 in terms of coordinating, monitoring, facilitating and organising?
- A1.12 How useful did you find the Coordinator's annual report? Were there any additional elements you would have liked it to cover?
- A1.13 Which decisions were taken relating to PP6/22 based on the conclusions of the Coordinators work?
- A1.14 To what extent have the activities of the Coordinators resulted in unintended results and impacts (both desirable and undesirable)?
- A1.15 Were there particular problems or issues that the Coordinators were unable to resolve?
- A1.16 To what extent was the role of the TEN-T Coordinators accepted by stakeholders involved in PP6/22?
- A1.17 Did acceptance change over time? Why?
- A1.18 What obstacles had to be overcome by the Coordinator in ensuring more widespread acceptability of their role and work? How was this done?
- A1.19 Were there any other tasks that you think would have been suitable for the Coordinator to carry out?
- A1.20 Do you consider the Coordinator to have acted in an impartial, independent and confidential manner?

A1.21 Do you have any other comments on the role of the Coordinators between 2005 and 2013?

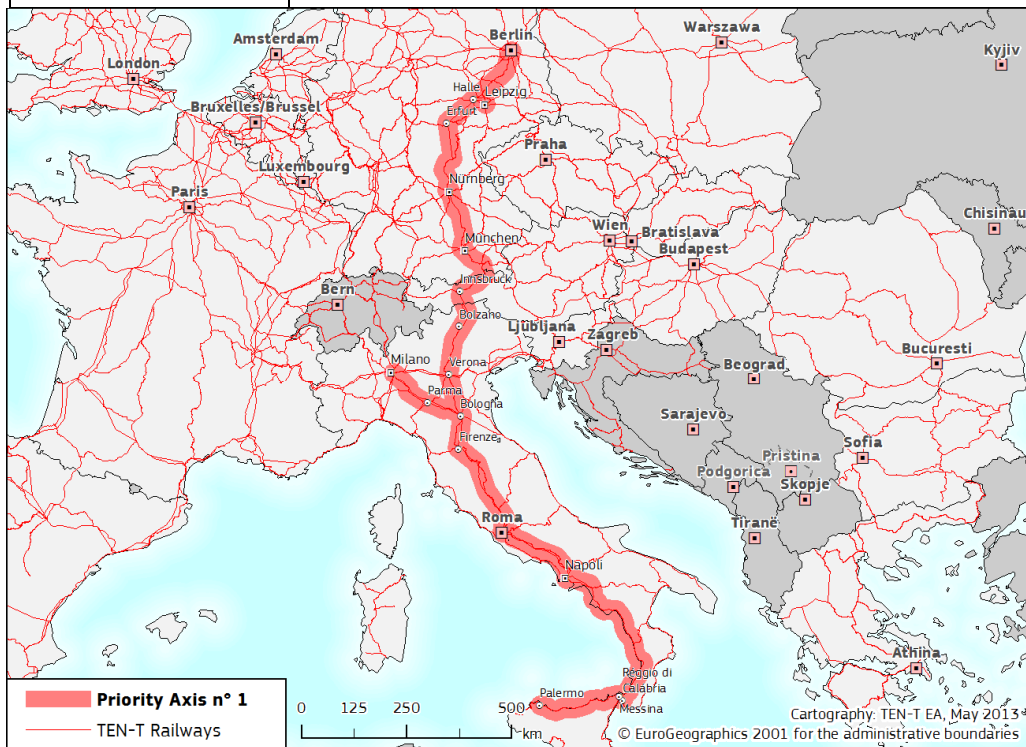
Questionnaire for Member States

- A1.1 Could you please describe your role in relation to the Priority Projects and the TEN-T Programme between 2005 and 2013?
- A1.2 What were the role and tasks of the Coordinators between 2005 and 2013 as you perceived them?
- A1.3 Could you please describe your interaction with the Coordinators?
- A1.4 Could you please describe any communication you had with the Coordinators?
- A1.5 Do you consider the consultation with stakeholders by the Coordinators to have been effective?
- A1.6 To what extent did the appointment of a European Coordinators achieve their objectives for the TEN-T Programme? Were you aware of these objectives?
- A1.7 To what extent has the appointment of Coordinators addressed the problems that hindered the implementation of the TEN-T Programme?
- A1.8 In your opinion, could other policy instruments or mechanisms have been used to the same effect?
- A1.9 In your opinion, what were the key challenges faced by the Coordinators?
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- A1.13 How have the Coordinators contributed to the Priority Projects in terms of coordinating, monitoring, facilitating and organising?
- A1.14 How useful did you find the Coordinators' annual reports? Were there any additional elements you would have liked it to cover?
- A1.15 To what extent have the activities of the Coordinators resulted in unintended results and impacts (both desirable and undesirable)?
- A1.16 Were there particular problems or issues that the Coordinators were unable to resolve?
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- A1.18 Did acceptance change over time? Why?
- A1.19 What obstacles had to be overcome by the Coordinator in ensuring more widespread acceptability of their role and work? How was this done?
- A1.20 Were there any other tasks that you think would have been suitable for the Coordinator to carry out?
- A1.21 Do you consider the Coordinator to have acted in an impartial, independent and confidential manner?

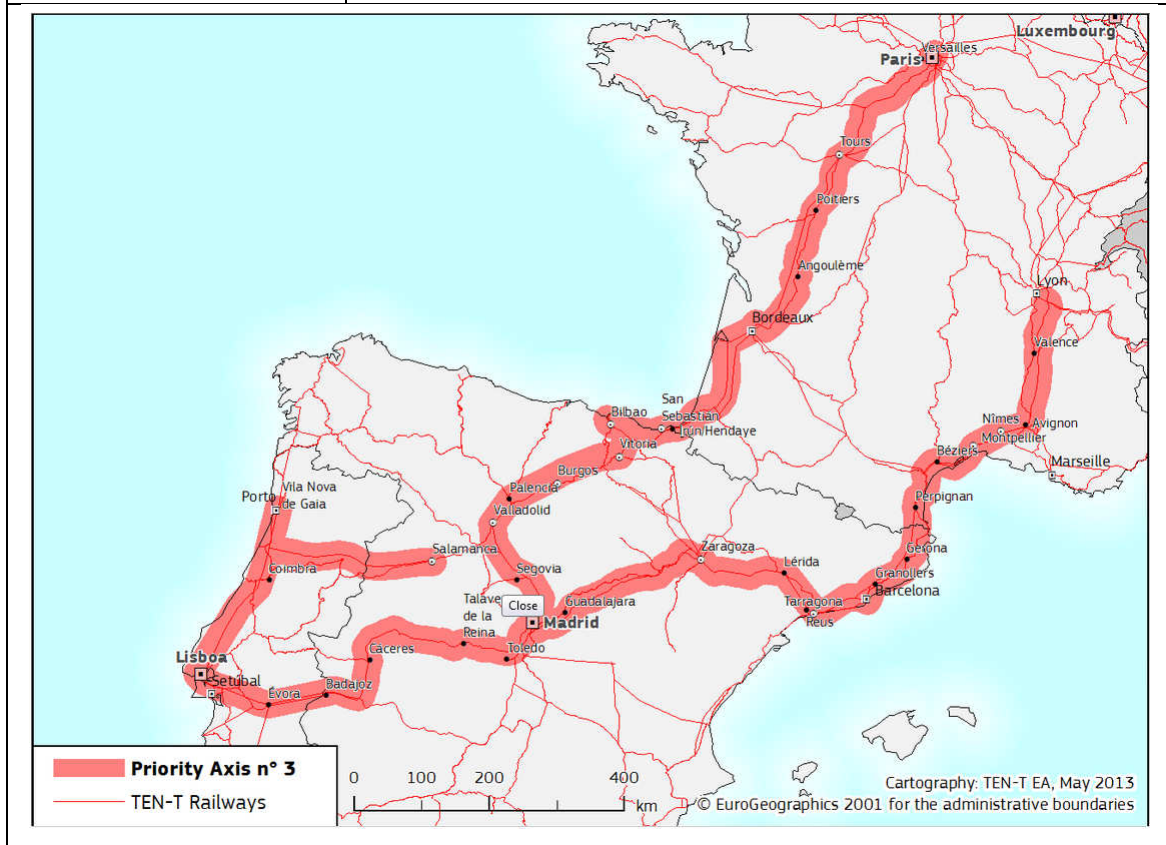
A1.22 Do you have any other comments on the role of the Coordinators between 2005 and 2013?

B Overview of Projects and Coordinators

PP1	Berlin-Verona/Milano-Bologna-Napoli Messina-Palermo		
Mode: Rail	Member States: Germany, Austria, Italy		
Coordinated since	2005	Coordinator (at 31/12/2013)	Mr Pat Cox (since 2010)
Description	The core of the Berlin-Palermo rail axis is constituted by the Brenner Corridor section. Located between Munich-Innsbruck-Bolzano-Trento-Verona, this section comprises the 55 km long cross-border Brenner Base Tunnel (BBT), which starts at Fortezza and joins up with the existing Innsbruck bypass - thus creating a 62.5 km long underground tunnel link, and the northern and southern access routes.		



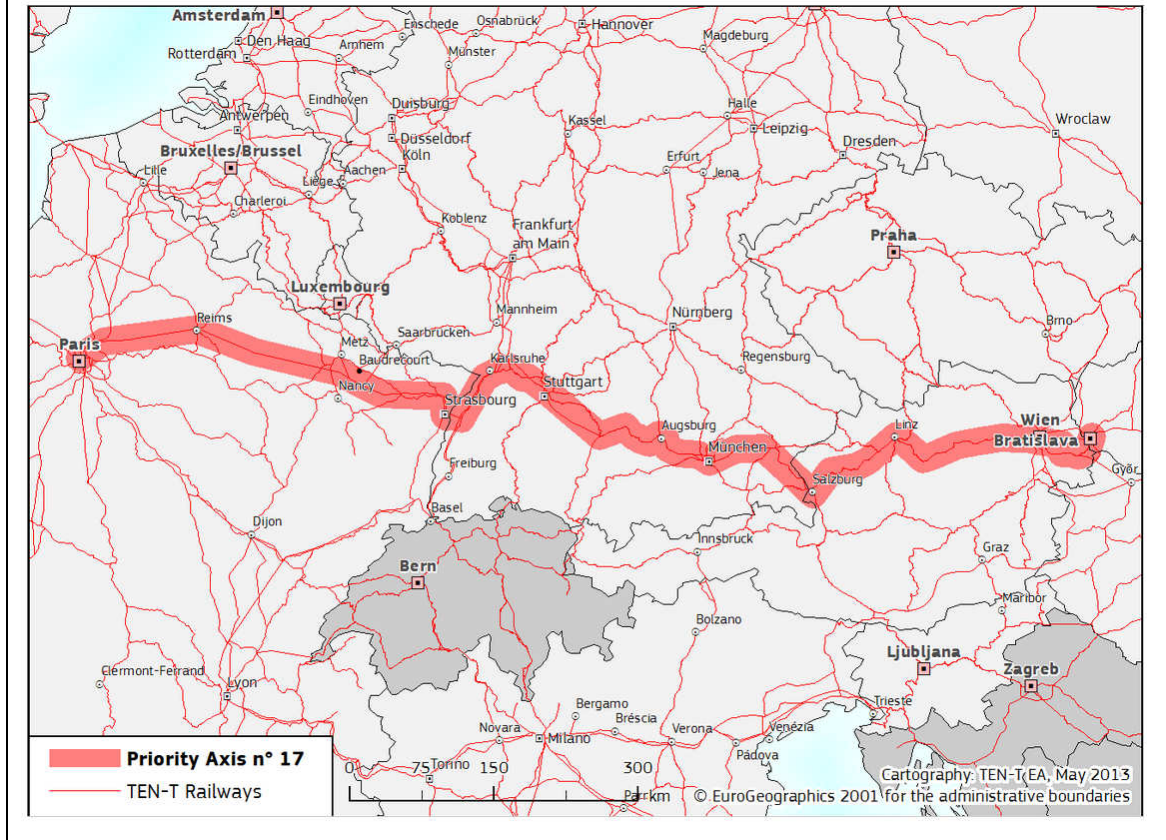
PP3 – PP19	High speed Railway axis of southwest Europe		
Mode: Rail	Member States: Portugal, Spain, France		
Coordinated since	2005	Coordinator (at 31/12/2013)	Mr Carlo Secchi (since 2009)
Description	<p>The high speed railway axis of southwest Europe is a key project that ensures the continuity of the rail network between Portugal, Spain and the rest of Europe. It consists of three branches:</p> <ul style="list-style-type: none"> • Mediterranean branch: Madrid-Barcelona (operational) – Figueras-Perpignan (completed) – Montpellier-Nimes (French high speed network) • Iberian branch: Madrid-Lisboa-Porto • Atlantic branch: Madrid-Valladolid (operational) - Burgos-Vitoria-Bilbao/San Sebastian-Dax-Bordeaux-Tours (Paris). 		



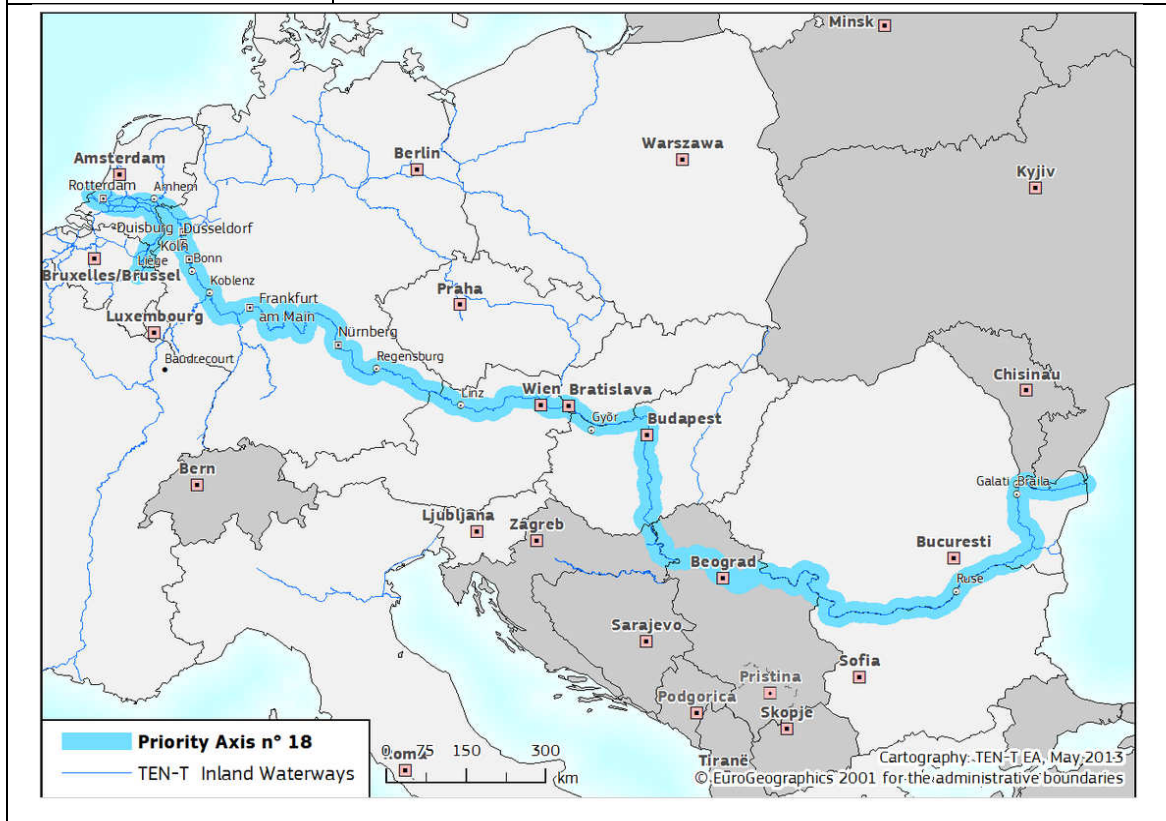
PP6	Lyon-Trieste-Divača/Koper-Divaca-Ljubljana-Budapest-Ukrainian border		
Mode: Rail	Member States: France, Italy, Slovenia, Hungary		
Coordinated since	2005	Coordinator (at 31/12/2013)	Mr Laurens Jan Brinkhorst (since 2007)
Description	The railway axis from Lyon to the Ukrainian border is the main east-west passage south of the Alps, connecting the Iberian peninsula with the eastern part of Europe and beyond. The 1,638 km long railway axis is an important high capacity east-west rail axis crossing the Alps between Lyon and Turin.		

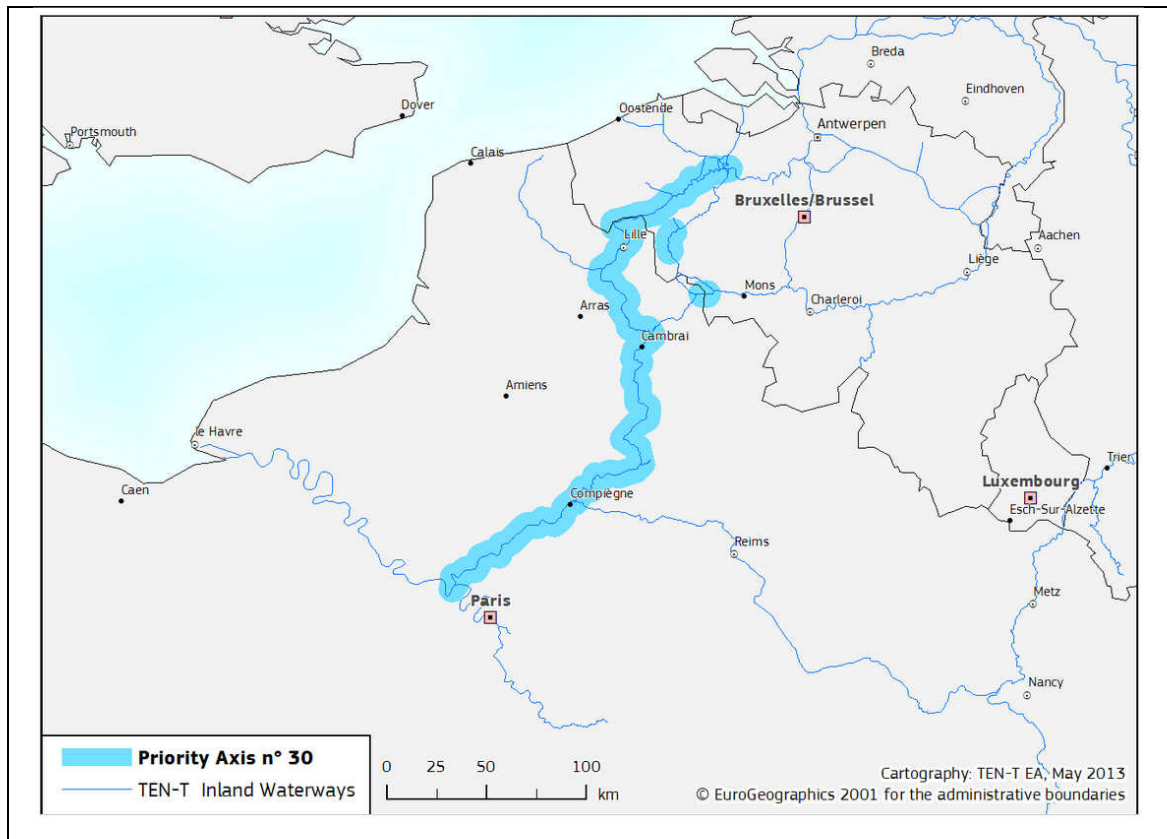


PP17	Paris-Strasbourg-Stuttgart-Wien-Bratislava		
Mode: Rail	Member States: France, Germany, Austria and Slovakia		
Coordinated since	2005	Coordinator (at 31/12/2013)	Mr Peter Balázs (since 2005)
Description	The railway axis Paris-Strasbourg-Stuttgart-Wien-Bratislava is an east-west oriented axis crossing very densely populated areas in the centre of Europe which stretches over 1254 km.		

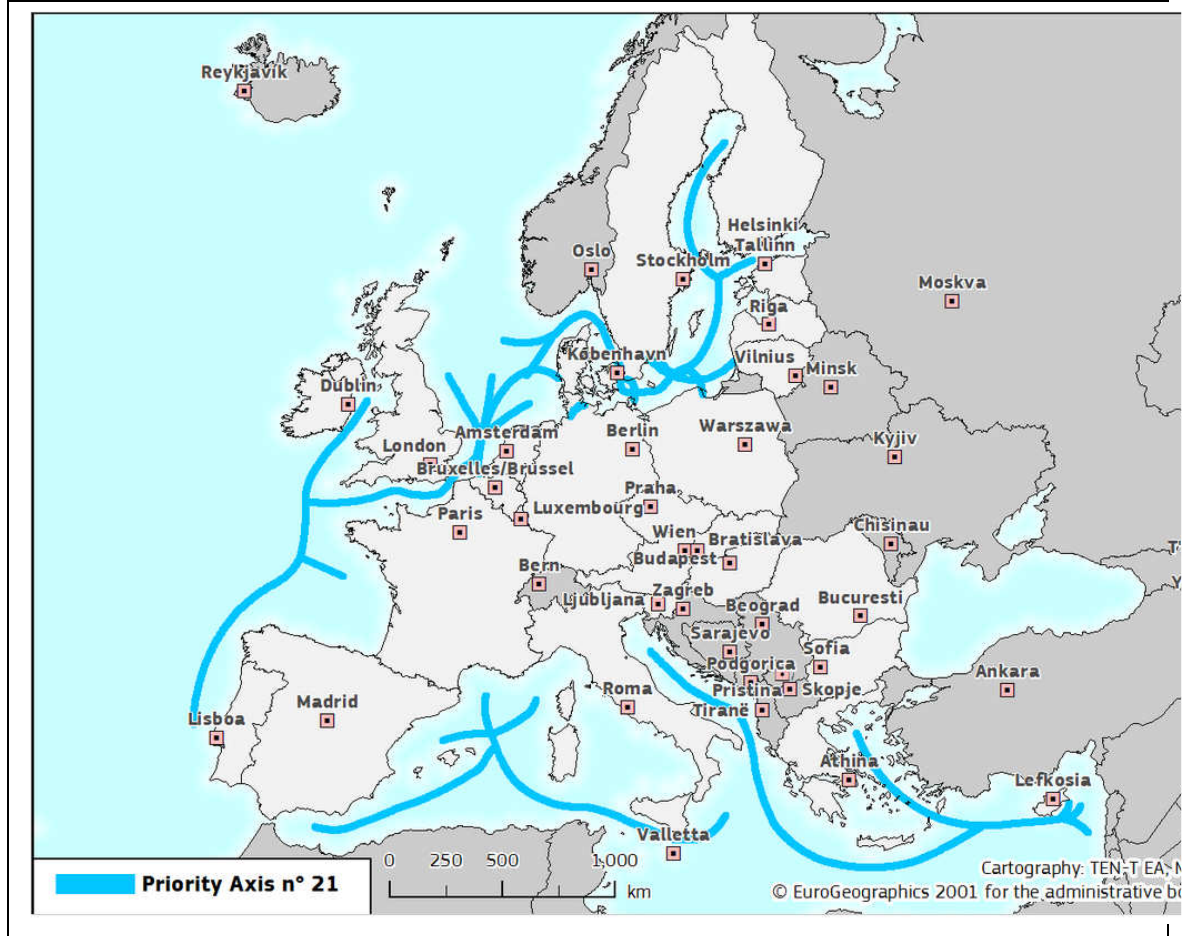


PP18 & PP30	PP18: Rhine/Meuse-Main-Danube Inland Waterway Axis PP30: Inland Waterway Seine-Scheldt		
Mode: Inland Waterways	Member States: France, Belgium, The Netherlands, Germany, Austria, Hungary, Croatia, Bulgaria, Romania		
Coordinated since	2007	Coordinator (at 31/12/2013)	Ms Karla Peijs (since 2007)
Description	<p>PP18 crosses Europe transversally from the North Sea at Rotterdam to the Black Sea in Romania. The Meuse and the Rhine rivers are the entrance gates for the Belgian and Dutch inland waterways to this Priority Project corridor, linking the northern ports of Rotterdam and Antwerp but also offering a connection towards the Seine-Northern Europe Canal, part of PP30. The Rhine river, through the Main river and the Main-Danube Canal, is connected to the Danube river that flows until the Black Sea. This corridor is one of the longest ones in the Trans-European Transport Network and crosses both EU countries and non-Member States.</p> <p>PP30 will connect the French inland waterway network to the Belgian, Dutch and German network and ports, as well to the main ports of the Northern Range (Le Havre, Rouen, Dunkirk, Zeebrugge, Ghent, Antwerp and Rotterdam). It will make them accessible for large gauge barges. Together with PP18, Rhine-Meuse-Main-Danube, it aims to connect all the major inland waterway basins in order to integrate inland waterway solidly into the EU's transport network.</p>		

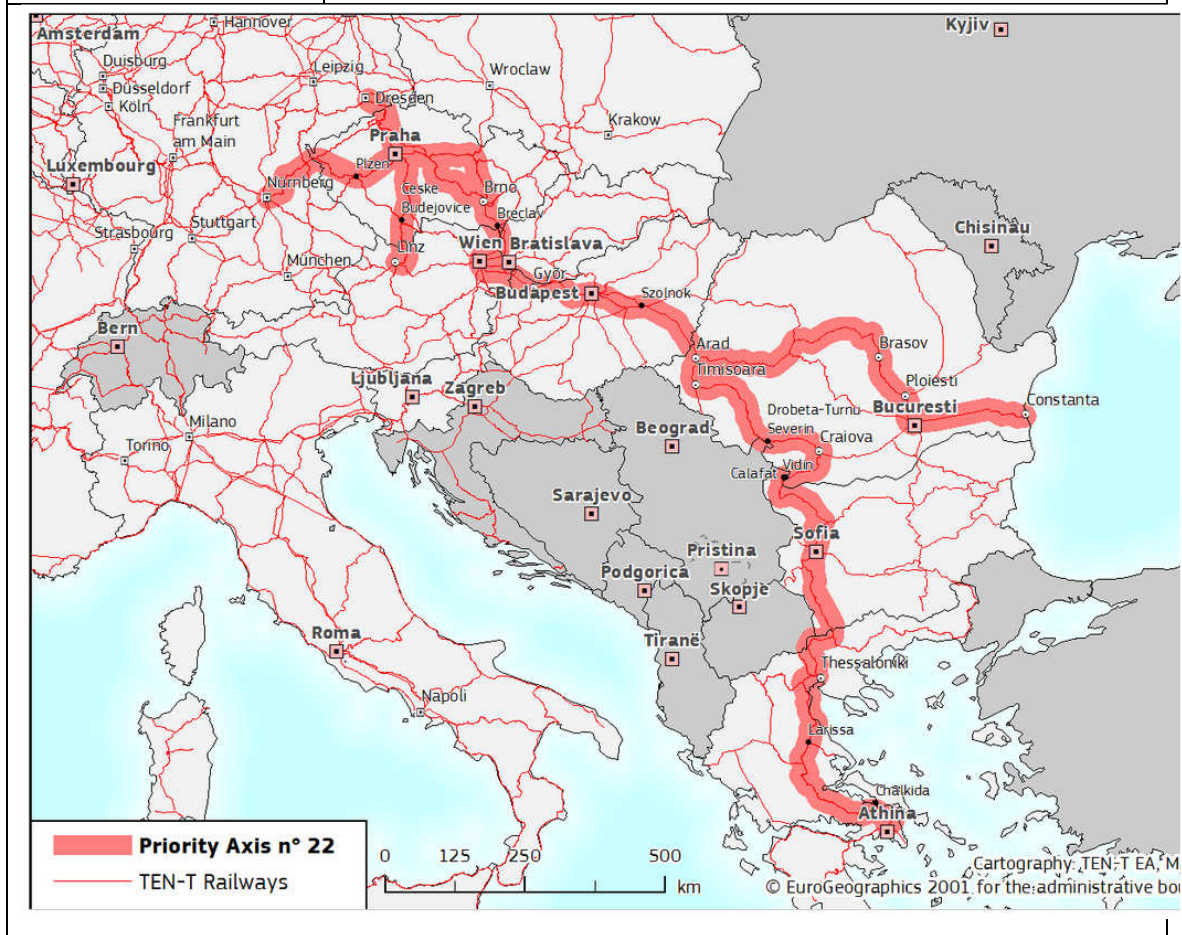




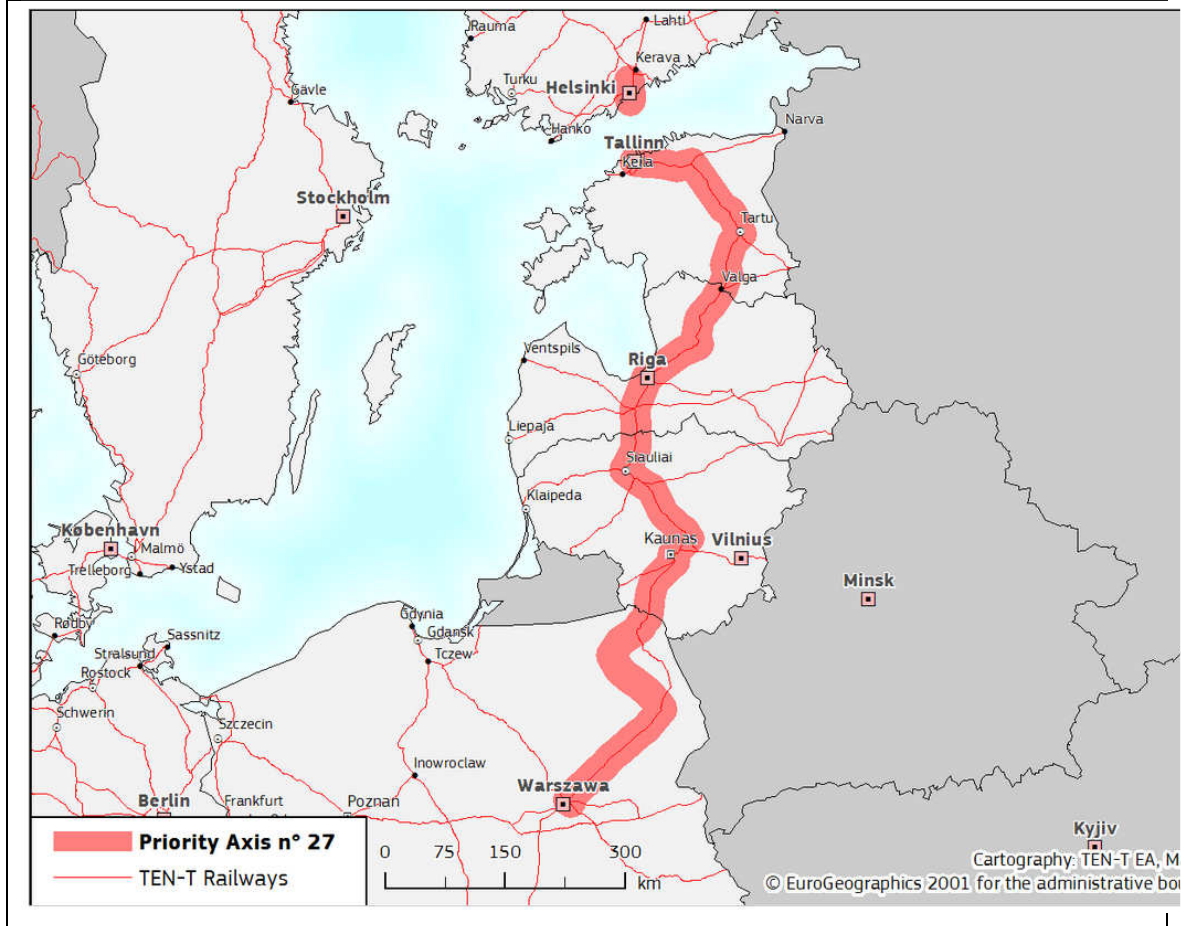
PP21	Motorways of the Seas		
Mode: Maritime	Member States: Those with maritime facades		
Coordinated since	2007	Coordinator (at 31/12/2013)	Mr Luis Valente de Oliveira (since 2007)
Description	<p>PP21 on Motorways of the Sea (MoS) builds on the EU’s goal of achieving a clean, safe and efficient transport system by transforming shipping into a genuine alternative to overcrowded land transport.</p> <p>Motorways of the Sea taps on the huge potential of maritime transport as the backbone of international trade. In Europe, this capacity has not yet been fully exploited. Motorways of the Sea, which are based upon successful shipping routes, are designed to shift cargo traffic from heavily congested land networks to where there is more available spare capacity – the environmentally friendly waterways. This will be achieved through the establishment of more efficient and frequent, high-quality maritime-based logistics services between Member States.</p>		



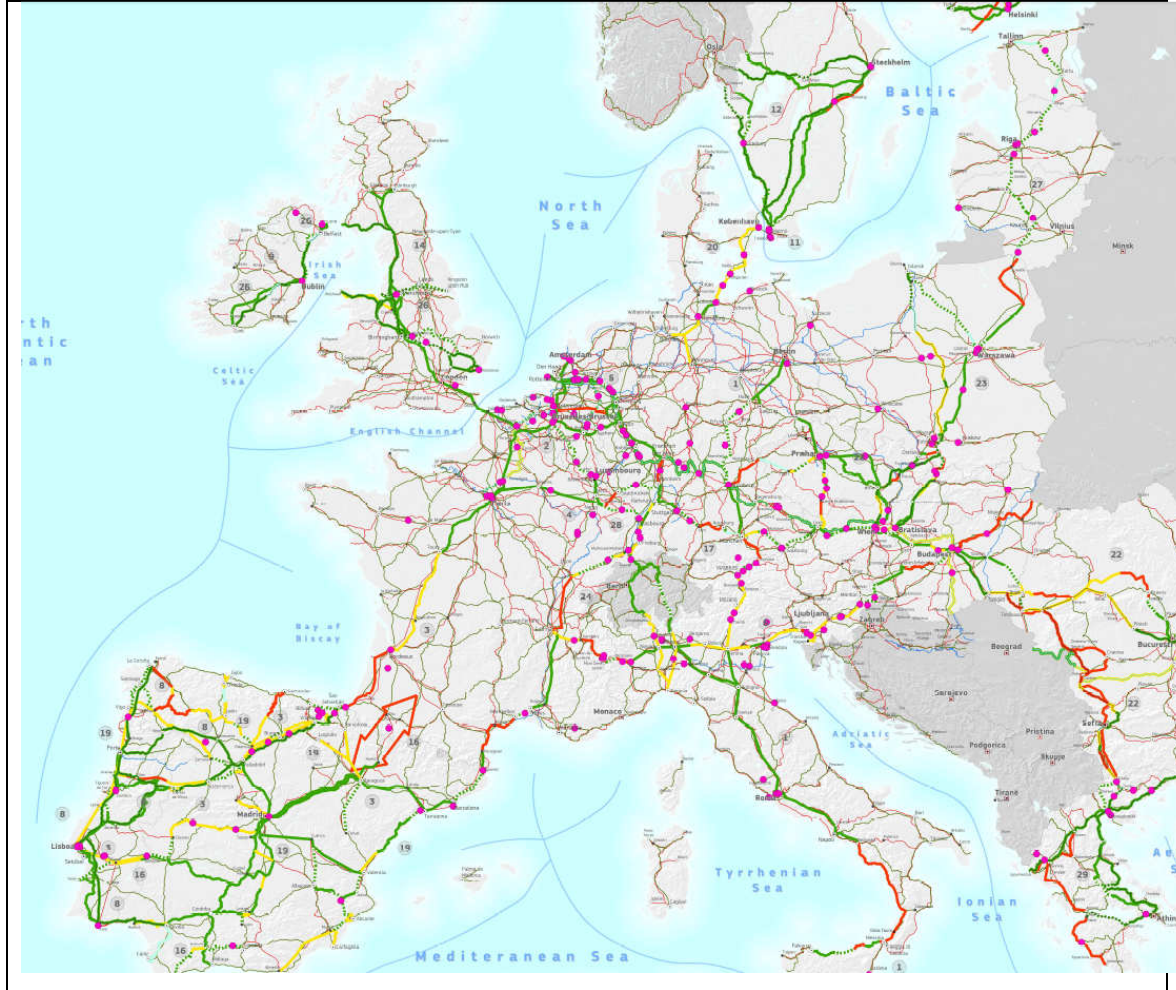
PP22	Railway axis Athens-Sofia-Budapest-Vienna -Prague-Nuremberg/Dresden		
Mode: Rail	Member States: Germany, Austria, the Czech Republic, Hungary, Romania, Bulgaria and Greece		
Coordinated since	2010	Coordinator (at 31/12/2013)	Mr Gilles Savary (since 2010)
Description	<p>The project links eastern Member States through a major railway axis. Completing the axis will improve connectivity between all the networks on the basis of common standards. This axis is the only connection from south-eastern Europe (and Greece) to the heart of the EU.</p> <p>Some sections have been already completed - in Germany, Czech Republic, Hungary and Greece – and works on the remaining ones will start only after 2013.</p>		



PP27	Rail Baltica		
Mode: Rail	Member States: Poland, Lithuania, Latvia and Estonia and Finland		
Coordinated since	2005	Coordinator (at 31/12/2013)	Mr Pavel Telička (since 2005)
Description	<p>“Rail Baltica” is the only rail connection between the three Baltic States themselves to Poland and the rest of the EU. To the north, Helsinki is connected by rail ferry services across the Gulf of Finland which can form a “bridge” to the countries of the Nordic Triangle (PP12).</p> <p>The length of the current track is approximately 1,200 km by the most direct existing route from Tallinn to Warsaw. A variety of track and operating systems are currently in use: single and double track, electrified and non-electrified (of which single track non-electrified is the most common system). “Rail Baltica” also connects three major Baltic seaports: Helsinki, Tallinn and Riga and has a short rail connection to a fourth - Klaipeda.</p>		



ERTMS	European Rail Traffic Management System		
Mode: Rail	Member States: All		
Coordinated since	2005	Coordinator (at 31/12/2013)	Mr Karel Vinck (since 2005)
Description	ERTMS is a universal signalling system for conventional lines and for high speed rail lines which provides interoperability and also economic, social and environmental benefits through time saving, punctuality and reliability. Moreover, it is a great improvement in safety.		



Control Sheet

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Originator

Clémence Routaboul

Other Contributors

Lydia Rooney, Carl Soutra

Reviewed by

Stephen Wainwright

Distribution

Client

Steer Davies Gleave



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