O.4.5 MIMOSA CROSS-BORDER PLANNING MODEL

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1. Aim and scope of the document

As pointed out in the Key Facts analysis of the Italy-Croatia Cooperation Programme, cross-border connections between Croatia and Italy are often scarce and do not entirely respond to the transport needs of citizens and tourists, who are forced to rely on private cars to travel from one country to the other and back.

In this framework, the **aim of MIMOSA** is to increase the routes and the multi-modal passenger interconnections between Italy and Croatia, in order to provide feasible alternatives to road transport, thus promoting greener multimodal solutions for passengers between the two countries. Additionally, it aims to improve the accessibility and services for passengers, as well as the interconnections at transport nodes. This will be achieved by:

a) offering an integrated set of sustainable transport solutions (O.4.1 and O.4.3) alternatives to individual car travelling between Italy and Croatia, to overcome problems created by congestion, pollution, lack of accessibility and connectivity, from both the organizational and technological point of view (O.4.2, O.4.4);

b) developing, sharing, harmonizing and standardizing a set of value-added integrated tools and services (O.5.1, O.5.2) at main transport nodes of the area (ports, railway stations, bus stations, airports, intermodal centres etc.), fostering multimodality and modal shift opportunities, putting the users at the centre, with a peculiar attention to possible new forms of business models, to passengers with special needs (D.5.2.2) and in implementing the integration between cycling mobility with other transport modes (bike & train, bike & fly, bike & boat; bike & bus intermodality).

The present document (O.4.5) outlines the planning model for maritime and coastal transport in the Italy-Croatia programme that has been drafted following the indications provided in the ***Methodology for elaborating a cross-border planning model*** **(D.4.5.1)**, which laid the groundwork for this output.

More specifically, after describing the specific background involving the Maritime Transport Planning approach and procedures in the cross-border dimension of EUSAIR reference area (section 2), D.4.5.1 presents a brief review of general principles underlying planning choices, as well as contextual conditions to be considered for the MIMOSA planning model (section 3). It also presents a brief overview of the main paradigms of planning models, in order to clarify how the planning model to be proposed by the MIMOSA project fits into a preliminary framework. Lastly, section 4 describes an ideal framework for the planning methodology that set the basis for the definition of the planning model hereby presented.

The need to elaborate and outline such model emerges from the peculiar nature of cross-border transport and the transnational area addressed by EUSAIR.

The traditional approach to transport planning process includes the following steps: a) analysis of existing conditions, b) trends forecast, c) identification of current and future demand and supply combined with scenario analyses that take into account the mutual interaction between supply and demand, as well as other possible environmental factors, d) prioritization of issues, e) short and medium term action plan, f) operational strategy and financial plan.

In such a process, however, critical issues emerge when faced with a context that involve a multiplicity of decision-makers, each acting within the scope of own responsibilities.

This is the case of the **cross-border transport planning**, in which territorial jurisdictions, regulatory aspects and problems of interoperability imply a very high order of complexity of the process. This complexity is even greater in the specific case of the Italy-Croatia program, in which there is no territorial contiguity by land (Slovenia stands between the Italian and Croatian borders) and the sea border implies multiple competences aspects of intermodality and multimodality between maritime, coastal and hinterland.

This document outlines a cross-border planning model for transport that takes into account this **specific transnational and multi-level nature** by providing a program to be implemented to organize the engagement of stakeholders and authorities involved in the design of cross-border transport services. Such model takes inspiration from the Windmill Model, elaborated by ESPON in the framework of the targeted analysis on Cross-border Public Services (CPS), in order to provide an operative and practical approach.

The **second chapter** focuses on the results of preliminary activities that have been carried out in the framework of MIMOSA to identify the common understanding at the basis of transport planning and stakeholders' consultation, while the **third chapter** presents in detail the planning model, which includes three main phases and multiple steps.

Finally, **chapter four** emphasizes the synergic contribution that such model for cross-border transport planning can give to the EU macro-regional strategy for the Adriatic-Ionian region (EUSAIR), with reference to both the specific pillar dedicated to maritime transport and the related Thematic Steering Group as well as the other domains of intervention addressed by the EUSAIR action plan.

2. Method and results of consultation

The stakeholder's consultation process has been conducted and implemented, sharing and merging common activities/objectives with the MIMOSA Awareness and Sensitization Campaign conducted in the framework of WP3 (ACT 3.4). The Awareness campaign developed a series of targeted on-field interviews with several panels of selected stakeholders in 6 different places of the Interreg Italy-Croatia Programme area (3 for each country). The stakeholders group has been identified considering 5 key-categories of relevant actors, who are related to transport and mobility systems of coastal and maritime spaces in both countries and across the common Adriatic border: 1) National/Regional Authorities in charge for transport regulation and management; 2) Local Authorities and Policy Makers of the coastal municipalities/areas; 3) Transport operators and providers (national, regional, maritime and LPT); 4) Tourist operators/boards and Development Agencies; 5) Universities/Research Institutes and Transport Experts. Six cities (3 in Italy and 3 in Croatia) were identified considering the general geographical location (North - Centre and South of both coasts), and the concentration of potential stakeholders on site to be involved in the interviews.

Thanks to a fruitful MIMOSA partners' cooperation, the interviews took place in Pula, Zagreb and Split (in Croatia) and in Trieste, Ancona and Bari (in Italy). The Interviews schemes were organized considering two different approaches: I) common discussion groups, involving a series of stakeholders in the same place for about 1 hour/1 hour and half; II) individual interviews of about 30 minutes, usually conducted in the headquarter of the stakeholder or on-line. The interview scheme was based on a common structure of 7/8 key targeted questions, tailored each time taking into consideration the different types of stakeholders involved (role, specific features, key issues, etc.).

In order to take into account specific aims of O.4.5, at least 2 questions per single interview focused on issues related to the stakeholder involvement process concerning a potential transport planning model in the Interreg Italy-Croatia Programme area. The discussions emerged from the 2 targeted questions has considered/tried to address some specific key-drivers: 1) impact of tourism flows between Italy and Croatia on coastal regions; 2) state of the art on the implementation of cross-border maritime lines; 3) multilevel governance models and main obstacles/bottlenecks to be overcome at administrative and political level between the two Adriatic shores. All the interviews were video-recorded, and the transcriptions are available for consultations as specific annexes of the O.3.6 delivered within the MIMOSA framework project. The following table shows the list of panels and where they have been interviewed.

CROATIAN PROGRAMME AREA			
VENUE	DATE	INTERVIEW MODE	STAKEHOLDERS INVOLVED
ZAGREB	25-26 August 2022	Common discussion group	Ministry of Regional Development and EU F. - University of Zagreb - Ministry of Tourism and Sport - Ministry of the Sea, Transport & Infrastructures - Croatian Tourist Board - HZ Passenger Transport LLC
ZAGREB	25-26 August 2022	Individual interview	Croatian Airlines
ZAGREB	25-26 August 2022	Individual interview	Croatian Chamber of Economy
SPLIT	30-31 August 2022	Common discussion group	Split Port Authority - MSC Lines – Jadrolinija Lines - Split-Dalmatia County
PULA	13-15 August 2022	Common discussion group	IDA Regional Development Agency
ITALIAN PROGRAMME AREA			
PLACE	DATE	INTERVIEW MODE	STAKEHOLDERS INVOLVED
TRIESTE	5-8 July 2022	Individual interview (on-field)	City of Trieste, Mobility Department
TRIESTE	5-8 July 2022	Individual interview (on-field)	Terminal Passengers Spa
TRIESTE	5-8 July 2022	Individual interview (on-line)	Trenitalia FVG operator
TRIESTE	5-8 July 2022	Individual interview (on-line)	Liberty Lines Spa
ANCONA	7 September 2022	Common Discussion Group	Central Adriatic Port Authority – Jadrolinija Lines
BARI	8-9 September 2022	Individual Interview	City of Bari, Mobility Department
BARI	8-9 September 2022	Common Discussion Group	Apulia Regional Authority – Transport Infrastructures Department and Local Public Transport & Mobility Department

The questions and the related discussions based on the above-mentioned key points provided interesting results concerning the implemented stakeholder consultation process. The main issues emerging from the interviews could be summarized in the following bullet points (see O3.6 and D.3.4.2 for details about the stakeholders' consultation):

- There is an increasing active participation processes of all the involved/interested actors in the main transport and mobility-related choices at both maritime and coastal level in the whole programme area.
- A "permanent cross-border network ~~tables~~" to foster a stable dialogue at cross-border level is considered feasible and desirable (see the MIMOSA Deliverable D6.2.2.). A widespread awareness emerged concerning the need to coordinate potential cross-border transport planning processes with both Macro-regional (especially EUSAIR) and European policies, emphasizing a bottom-up approach within the multilevel governance framework.
- All the interviewed actors agree that transport issues, especially related to tourist flows, between Italy and Croatia require to overcome bureaucratic and administrative bottlenecks, as well as to open new routes. This should include the development of rail routes between Italy and Croatia, which are currently absent but that would provide an alternative to car use and would give a very strong impetus to multimodality.

3. The participative model for cross-border transport planning

This chapter outlines the proposal on how to proceed in order to properly build a cross-border planning model to better address the issue of managing the maritime space and improve the offer of cross-border transport services serving the Adriatic basin, the hinterland and the islands, in a logic of developing multimodal interconnectivity.

Starting from a baseline represented by the common understanding achieved so far thanks project activities implemented by MIMOSA in WP3 and WP4, the consultation with stakeholders allowed to further finetune this common agenda through a shared vision of common priorities to be tackled through the planning.

The planning model necessarily presents a participative structure, which stems from the strategic framework, the specific contextual conditions and the priorities emerging from the analysis of transport demand and offer in the programme area. In this purpose, preliminary activities carried out within the MIMOSA project allowed to feed the knowledge base that is the premise for the creation of a shared vision at the core of such planning model.

As already mentioned in the methodology developed within D.4.5.1**,** the overall process is committed to fulfil a series of typical prerequisites of the participative process, namely:

- to create a community basis to open up the working-table for planning;
- to bring together even disconnected voices having common ideas;
- to obtain a more complete representation of the context and the emergence of unexpressed needs and barriers that are not evident;
- to win support and reduce mistrust and resistance among adverse stakeholders;
- to include experiences, knowledge and hard skills in the planning process;
- to mobilize external subjects and organizations fostering a change;

The basic structure of the planning model hereby presented encompasses three main steps to be accomplished:

Phase 1.: stakeholders' identification & involvement
phase 2.: addressing domains to be investigated to achieve the common understanding goals
phase 3: setting up of working tables (windmill model) & identification of priority initiatives

Each of these phases is presented in more detail in the following subchapters.

3.1 Stakeholders identification and involvement (Phase 1)

The first phase envisioned for this planning model respond to the need to analyse, map and concretely engage a group of relevant actors of the involved territories, including both stakeholders and coordinating actors. While the former are intended as those subjects having an interest (as economic operators, end-users, affected by the activities, etc.) in the results of the planning process, coordinating actors represent those subjects who have concrete regulatory roles within the context of maritime and coastal transport.

This action is under development within the MIMOSA project. More precisely, among the objectives of the MIMOSA project is the setting up of a Cross-Border Network on Sustainable Mobility, aiming at fostering the dialogue between the authorities and stakeholders of the two Countries. To this end, 14 "Local Sustainable Mobility Quality Partnership Groups" have been identified, as a preliminary step to the implementation of a technical and political table ("Permanent Cross-Border Network on Sustainable Mobility"), which is a goal of the MIMOSA project as well. A methodology specifically tailored to the peculiarities of the MIMOSA themes and programme area was adopted for this project objective. This specific methodology is described in the MIMOSA deliverable D.6.2.1. and is in fact a peculiar application of steps 1.1 and 1.2 presented later in this section.

What we present next in this document is a more general methodology, thus adaptable to different contexts. We thought it was necessary to describe also a more general approach so that this document can also be taken as a reference for contexts other than the Italy-Croatia programme area. Moreover, we think that this is also a way to emphasise how the engagement and cooperation of a wide range of stakeholders, belonging to both the public and private sectors, is of the outmost importance to achieve a substantial agreement on cross-border transport planning and implement real and long-lasting initiatives.

To reach such engagement and cooperation, at least three steps are needed:

Step 1.1: analysis and mapping of relevant stakeholders.
Step 1.2: identification of stakeholders' coordinating actors to be involved.
Step 1.3: selection of possible operating schemes for the involvement.

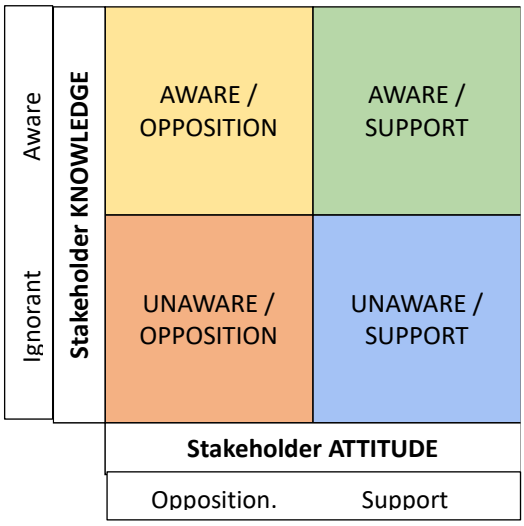
Step 1.1: analysis and mapping of relevant stakeholders
The **first step** focuses on the analysis and mapping of relevant stakeholders, which should be aimed at gaining an insight to foster their involvement and active support.

Several methods and tools are available to carry out such important task, including:

- Questionnaires and surveys. Questionnaires and surveys can include one-on-one reviews, focus group sessions or other mass information collection techniques.
- Documents analysis. Assessing the available project documentation and lessons learned from previous projects to identify stakeholders and supporting information.
- Expert judgement. Expertise should be considered from individuals or groups with specialized knowledge or training in understanding the politics and power structures in the sector, knowledge of the environment and culture of organizations operating in such sector.
- Brainstorming. Brainstorming is a general data-gathering and creativity technique that elicits input from groups such as team members or subject matter experts.

In addition, the use of data mapping and representation techniques may be helpful to categorize stakeholders to highlight the most significant ones to be prioritized. Common methods include the *Stakeholder Knowledge Base Chart* and the *Power-Interest Grid* or similar versions (power/influence grid, or impact/influence grid, etc.).

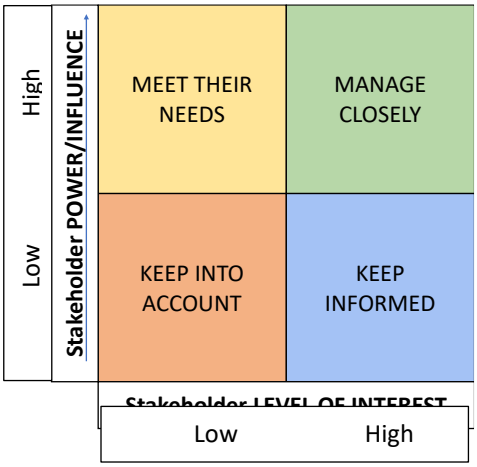
The *Stakeholder Knowledge Base Chart*[1] is used for mapping stakeholders based on how much they know about a project and their attitude towards it. It includes the following quadrants:



- Aware / Opposition – These stakeholders may be a risk and require management.
- Aware / Support – These stakeholders are worth keeping informed so they can continue to champion your project or work.
- Ignorant / Opposition – Increasing the understanding of these stakeholders may help to change their attitude.
- Ignorant / Support – Engaging with these stakeholders will help to keep them onboard and strengthen their support.

Another widespread method for stakeholders mapping is represented by the *Power-Interest Grid* which categorizes stakeholders according to their level of authority (power), level of concern about the project's outcomes (interest, ability to influence the outcomes of the project (influence), or ability to cause changes to the project's planning or execution. Each of the four quadrants requires different actions or levels of engagement:

[1] Original source: *Gower Handbook of Project Management* – Rodney Turner



- High power / high interest – Manage closely, regularly engage, and manage expectations.
- High power / low interest – Meet their needs, keep them satisfied, and actively consult.
- Low power / low interest – Monitor and provide information as needed.
- Low power / high interest – Keep informed and maintain interest.

The analysis of the identified stakeholders should result in a list of players with relevant information such as their positions in the sector or in an organization, roles, stakes, expectations, attitudes, levels of support, interest in information.

Step 1.2: identification of stakeholders' coordinating actors to be involved

Having categorized all relevant stakeholders, the **second step** concerns the actual identification of the most relevant ones, whose involvement and active engagement within the activities of the planning model should be prioritized.

A relevant term of reference is provided by the methodology for stakeholders' involvement developed in the framework of the ICARUS project (D.5.1.1), According to this contribution, the typical groups of stakeholders usually involved in transport projects that are relevant for the purpose of the planning model hereby presented are the following:

Public sector:

- Local authorities
- Local transport authorities
- Regional authorities
- Regional development & innovation agencies
- Infrastructure and public service providers
- Universities & research institutes

Private sector:

- Transport operators and related services providers
- Sectoral agencies
- Logistic and good transport associations
- Trade associations
- Industry associations
- Business support associations

As anticipated above, a distinction between coordinating actors and general stakeholders shall be made among selected relevant entities. The formers represent those who own concrete regulatory roles within the context of maritime and coastal transport, such as regional and local transport authorities as well as infrastructure and (public) service providers. On the other hand, the generic term of stakeholder indicates all the subjects that might have an interest in the results of the planning process and activities resulting from it. Different categories fall within this wide umbrella, including transport operators and associations, business support organizations, trade associations, end users and so on.

Nonetheless, to ensure a successful and fruitful exchange, some general behavioural principles should be shared and agreed with all the entities selected to be part of the planning model. The following list provides some relevant examples:

- Be practically minded and open to discussion;
- Be interested in improving their service (for transport providers/operators);
- Be interested in listening to passengers' needs (for policy makers/administrators);
- Be willing to look into medium and long term issues;
- Be willing to deal openly with the topic of competition;
- Be willing to collaborate for testing new seamless solutions;
- Have good communication skills.

Step 1.3: selection of possible operating schemes for the involvement.
The **third step** deals with the identification of different options of **governance model** to be used to involve selected stakeholders in a more structured dialogue. As underlined in the previously paragraphs, the involvement and the cooperation of a wide range of different stakeholders, belonging to both from private and public sector, is desirable. To achieve this, a precise and tailor-made model of engagement should be defined.

The **governance model** is a written regulatory scheme adopted by the subjects involved in the planning, defining the role of each participant, the process for decision making and ways to resolve disputes and to reach a convergent result in the event of irreconcilable positions. Moreover, the governance model defines general operational rules, like for instance who convenes the meetings, who determines the topics for discussion, how proposals are to be presented, and so on. Furthermore, an important aim of the governance model is to ensure representativeness and balance between the parties.

The governance model is therefore a tool that ensures the operability of the coordinating body through shared rules defined by the body's members themselves. The governance model will have to be defined according to the areas of responsibility of the bodies involved, in particular taking into account the levels of authority in the respective countries and their respective areas of intervention.

In the context of international coordination aimed at facilitating discussion and involving local, regional and national government institutions, we can mention two examples of two different entities that are specifically set up to facilitate cross-border cooperation: the **European Groupings of Territorial Cooperation (EGTCs),** and the **North Adriatic Ports Association (NAPA)**. The first one is a cooperation instruments instituted by the European Commission including among its tasks the development of joint projects, to share expertise and to improve coordination of spatial planning. The second one is an association founded by its members in order to cooperate on the promotion and improvement of the Adriatic routes and their interconnections with logistic platforms and international destinations, particularly as an alternative to North-European ports (Box 1).

Box 1: examples of international cooperation and coordination entities

European Groupings of Territorial Cooperation (EGTCs)
Established in 2006 with the Regulation (EC) N. 1082/2006 of the European Parliament and the Council on a European grouping of territorial cooperation (EGTC), then amended in 2013 with Regulation (EU) N. 1302/2013
The objective of an EGTC is to facilitate and promote territorial cooperation, in particular, between its members, including one or more of the cross-border, transnational and interregional strands of cooperation, with the aim of strengthening economic, social and territorial cohesion in the EU.
The tasks of an EGTC may include specific acts of territorial cooperation between its members, with or without financial support from EU. An EGTC may be tasked with implementing programmes co-financed by the EU, through the European Regional Development Fund, the European Social Fund and/or the Cohesion Fund, or other cross-border cooperation projects that may or may not have EU funding. Examples of such activities include running cross-border transport facilities or hospitals, implementing or managing cross-border development projects, and sharing expertise and good practices.
As for its structure, EGTC can be created by partners based in at least two Member States (or one Member State and one or more non-EU countries) and belonging to one or more of the following categories:
- Member States or authorities at national level;
- regional authorities;
- local authorities;
- public undertakings or bodies governed by public law;
- undertakings entrusted with operations of services of general economic interest;
- national, regional or local authorities, or bodies or undertakings from third countries (subject to specific conditions);
- associations consisting of bodies belonging to one or more of these categories.

EGTCs have legal personality and are governed by a convention concluded unanimously by its members; they act on behalf of their members, who adopt their statutes by means of special conventions outlining the organisation and activities of the EGTC. As a minimum requirement, an EGTC must have two organs: an assembly, which is made up of representatives of its members, and a director, who represents the EGTC and acts on its behalf. Furthermore, the powers of EGTCs are limited by the powers of members: powers such as policymaking cannot be transferred to an EGTC.

North Adriatic Ports Association (NAPA) was created in 2010 and gathers five seaports located at the northern tip of the Adriatic Sea, namely, the Port Authorities of Venice, Trieste, Koper, and Rijeka.
NAPA members co-operate in different fields, from enhancing inland connections (with a special focus on the railways link) to building an integrated "Single Window System". They promote the Northern Adriatic to the international business community, and lobby National and European Institutions, supporting the development of the Baltic-Adriatic Axis.
As a matter of fact, this cluster is composed of ports with different conditions and potentialities, but together those ports represent an enormous potential and source of wealth for Europe. All of them are ports serving hinterland prosperous areas. These ports must develop their individual potential but also articulate activities thereby taking advantage of their joint resources whilst protecting their common heritage, and this is where a governance model like NAPA can help deliver significant common results for all members.
More in particular, the main fields of cooperation include: a) Land transportation and hinterland connections, b) Marketing and Promotion, c) Short Sea Shipping and Motorways of the sea, d) Quality and efficiency of port

operations, e) Safety, security and environmental protection, f) Information technologies and communication systems,
In this framework, NAPA covers a two-fold objective: on one hand, it has a commercial goal, which is to attract more cargo to Europe via North Adriatic Ports (southern gateway), on the other hand, it also has an institutional purpose of fostering and advocating for the development of suitable public transport infrastructure (i.e., TEN-T network, trans-European Corridors, Motorways of the Sea) to support bigger volumes and efficient services.

3.2 Identification of common understanding and domains to be further investigated (Phase 2)

The second phase of this planning model addresses the need to identify a theoretical background in terms of needs and priorities that should be at the basis of the discussion with coordinating actors and stakeholders and identification of priority interventions carried out in the third phase of this model.

The need to achieve a shared common understanding was also one of the key objectives of the MIMOSA project, which implemented several preliminary activities to reach this aim, as better outlined in chapter 2.

This phase encompasses three main steps:

Step 2.1: analysis of existing domains supporting the common understanding
Step 2.2: further finetuning of common understanding based on stakeholders' feedback
Step 2.3: selection of domains & areas of intervention to be investigated and discussed

Step 2.1: analysis of existing domains supporting the common understanding
The **first step** encompasses a preliminary analysis of the common understanding identified through the analysis carried out in the MIMOSA project, in order to have a thorough overview of the current state of play of the fields that are part of such common basis laying the ground for subsequent planning phases. The common understanding process is intended as the construction of a convergence on priority issues from this prior knowledge of the situation and problems in the area and resulting from the contributions of all participants. The figure 1 depicts such process.

In this purpose, such analysis should address not only the general and non- deferrable strategic principles (i.e., sustainability, shared planning approach, harmonization, joint management), but also those specific to the project as emerged in the preliminary steps (i.e., participative approach, long-term, equilibrium-based perspective with a focus on soft-measures, nodes accessibility and

integration with coastal transport, islands accessibility and a peculiar attention to the needs of disabled people).

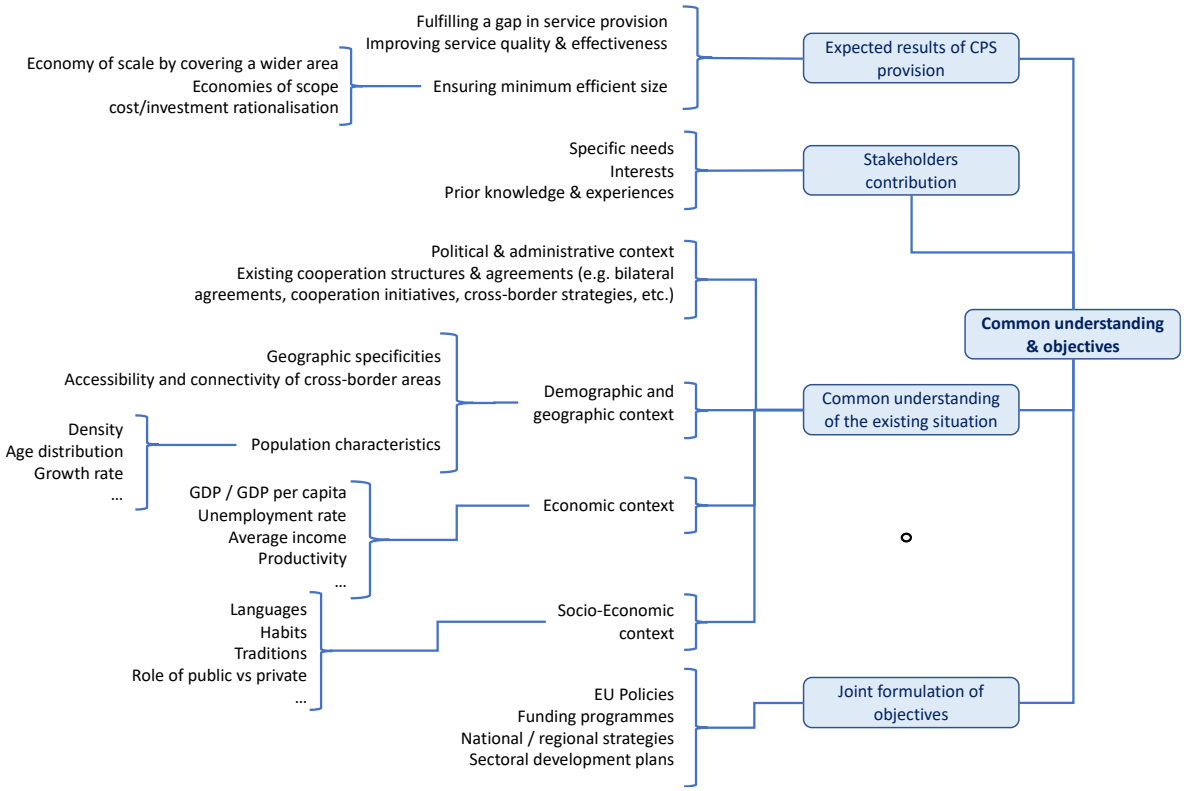
Step 2.2: further finetuning of common understanding based on stakeholders' feedback
This analysis should provide stakeholders with a complete and detailed overview of the common understanding, in order to allow them to deliver a precise opinion on it and further finetune it, thus upholding the priority and needs coming from their direct experience related to cross-border transport services. This process represents the core of the **second step**, whose main output is represented by a finalized framework shared by all the coordinating actors and stakeholders participating to the planning model.

Step 2.3: selection of domains & areas of intervention to be investigated and discussed
The **third and last step** consists in the selection of specific domains and fields of interventions that will be further discussed and analysed in the framework of the last phase of this planning model, where, for each of these topics, concrete priority initiatives to enhance cross-border transport will be identified.

The selection of relevant domains should be performed on the basis of stakeholders' opinions and suggestions, in order to build a consensus and foster as much as possible a shared and collective vision, to the benefit of the whole planning model and, in turn, of cross-border transport services.

In this purpose, the organization of round tables and face to face meetings could enhance such process, allowing stakeholders to better explain their reasons on why some sectors should be prioritized instead of others. In alternative, simple consultation tools, such as online surveys, could be adopted in order to gather feedbacks on proposed domains to be further discussed in the course of the third and last phase of this planning model.

Figure 1: The convergence process at the basis of the creation of a common understanding



3.3 Setting up of working tables and identification of priority initiatives (Phase 3)

The third and last phase of this planning model is related to the actual implementation of a participative process that gathers all selected stakeholders coming from different sectors and territories in order to discuss specific ideas starting from the common understanding. In this purpose, the Windmill Model is an allegoric tool developed by ESPON in the framework of the targeted analysis on Cross-border Public Services (CPS)[2] represents the reference model that will lay the basis for the planning model hereby described.

Thanks to the contributions resulting from thematic debates, the aim is to end up with concrete priority initiatives to be implemented to reach the objectives that have been set out with the common understanding thanks to a three-steps procedure.

Step 3.1: setting up of working tables on the basis of the "Windmill" model

[2] More information is available on the ESPON website at the following link: https://www.espon.eu/CPS

Step 3.2: opening the debate for each working table and sharing of results in plenary meetings
Step 3.3: selection of priority initiatives to be pursued to reach common understanding

Originally conceived as a methodology for the development of cross-border public services (CPS) and described in the ESPON *Final Report Practical Guide for Developing Cross-border Public Services*[3], the Windmill Model lays the foundation for the **first step** of Phase 3, which is about the concrete implementation of thematic working tables steering the discussion about the priority domains identified in the Phase 2 of this planning model and resulting from the common understating previously established.

As a matter of fact, the same logic proposed by ESPON in the Windmill Model could be adopted in the context of MIMOSA for the definition of cross-border transport planning. The Model is represented in figure 2.

The mill consists of a main body (*Foundation*) and four blades which represent the four general domains/areas of intervention that shall be addressed for planning a cross-border service resulting from the Foundation, i.e.: an analysis of the socio-economic and political-administrative situation of the area subject to planning, followed by the definition of common objectives starting from identified needs and an agreement between the parties promoting the planning activity.

For the purpose of the MIMOSA planning model hereby presented, the foundation can be identified in the common understanding shared by stakeholders and resulting from preliminary activities carried out in the framework of the project (especially in WP3, deliverables D.3.1.1/2/3/4, and WP4, deliverables 4.1.1/2/3/4/5/6). As a matter of fact, thanks to such preliminary activities, coordinating actors and stakeholders share a consolidated awareness and agreement on domains to be further investigated and strategic priority areas on which an efficient cross-border transport planning should be based.

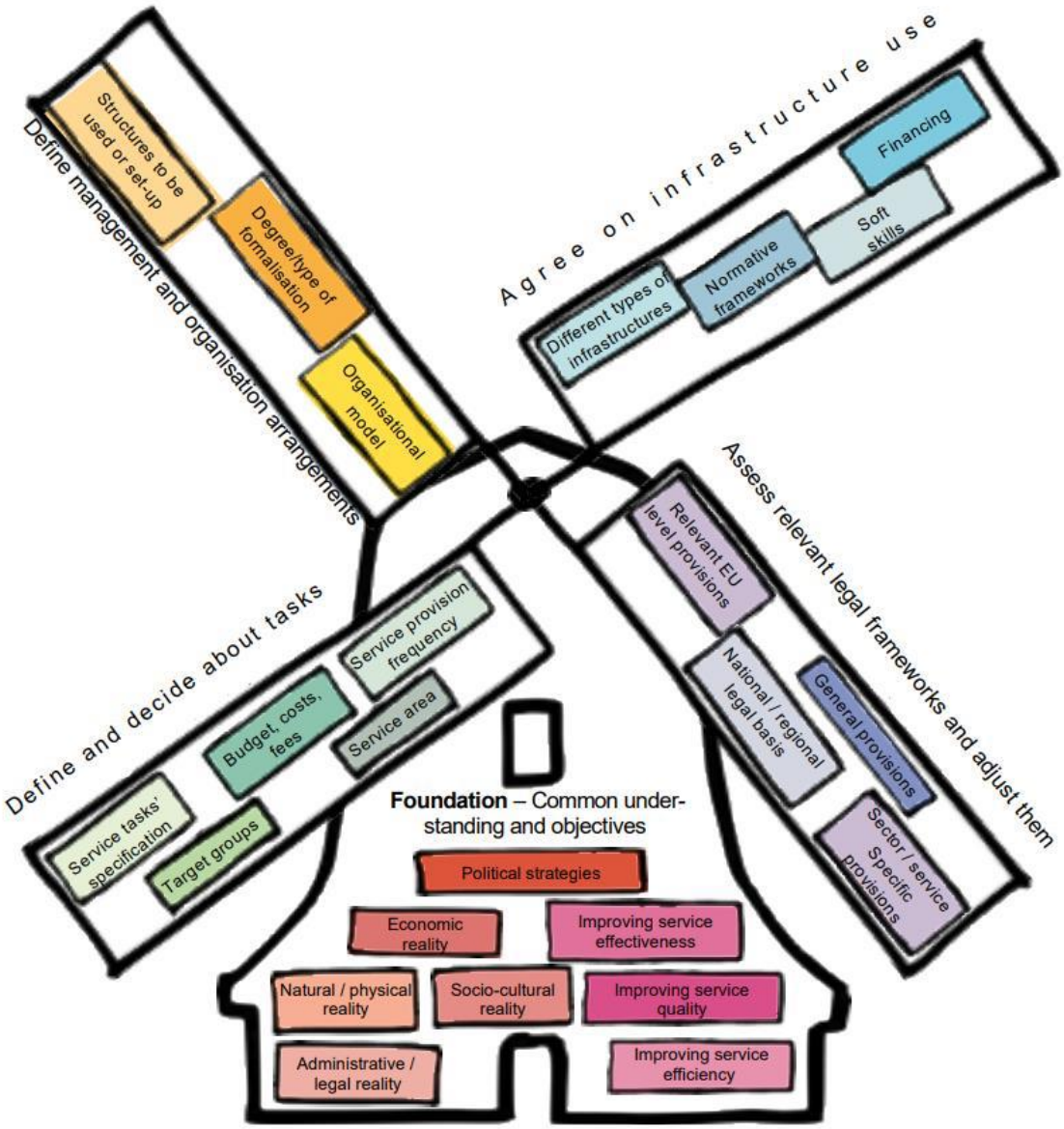
In this respect, the key role played by the availability of data for efficient planning should be emphasised. The availability of shared and open-source data and information is a key aspect for territorial cohesion as well as for efficient transport planning. When it comes, in particular, to planning cross-border transport, it is common not to have data in open-source, standard formats and with the level of disaggregation necessary to formulate detailed plans. The creation of a common knowledge base (foundation of the mill and thus of common understanding) is a fundamental aspect since it provides to all those involved the opportunity to carry out their own evaluations alongside the joint analyses, as well as to run specific analyses for their own purposes.

As for the windmill blades, each of them deals with a group of related topics in a sectorial manner and involves potentially different stakeholders with the aim of identifying priority initiatives and

[3] The document can be downloaded at the following link:

operational indications, also with reference to initiatives already implemented by single regions/locations that could be extended to the whole cross-border area, always with a view to the common understanding and objectives.

Figure 2: The "Windmill" model for the development of cross-border public services

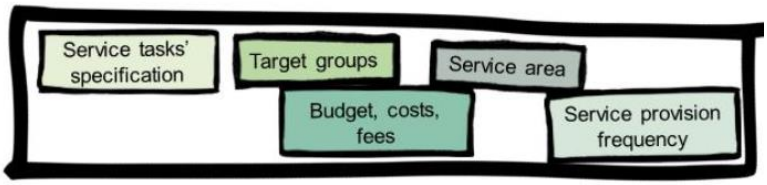


The foundation ensures that the transport planning is grounded and supports relevant contributions to the development of the cross-border region. Each of the four blades contains the elements

required to make the whole windmill function, while the combination of the four blades ensures that the transport planning is operational and fully functional.

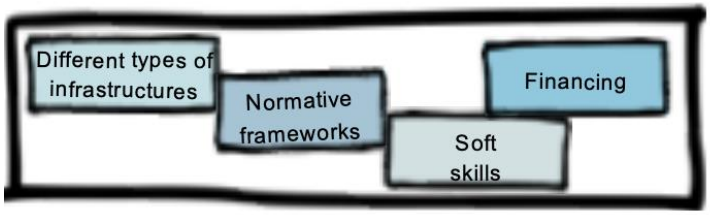
The four topics and relative issues represented by the windmill's blades are the following:

1. ***Tasks and services***



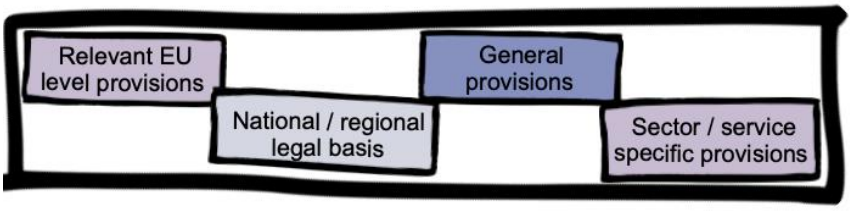
Deciding about the tasks of a cross-border transport service may consist of several aspects. This includes the service as such, the target groups addressed, the geographical area in which the service will be provided, its frequency, its cost and how it shall be financed.

2. ***Infrastructure use***



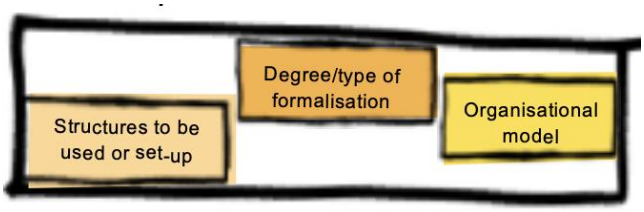
A cross-border public transport service may require different types of infrastructures. System interface infrastructures aim to alleviate existing cross-border information asymmetries. They are cross-border specific, while the other three types of infrastructure are equivalent to those of domestic public services, namely hard, soft, green and blue infrastructures. According to the location of the transport service, different normative framework may apply, while additional funding may be needed for new, modernised or extended infrastructures in addition to the resources allocated for the actual service provision. In addition, cross-border transport planning requires further human resources to be developed through communication, capacity building and practical provisions.

3. ***Legal framework***



Cross-border public services are usually provided on a voluntary basis. Nevertheless, transport planning needs to respect European, national or regional legal frameworks as well as sector specific frameworks. Despite being relevant, these frameworks may not always be sufficient to legitimize a certain cross-border public service and frameworks of the neighbouring countries may be conflicting. This is especially true for cross-border transport services using hard infrastructure or requiring large (infrastructure) investments.

4. ***Management and organization arrangements***



Adequate management and organizational arrangements are necessary to obtain an efficient cross-border transport service. In this purpose, the organisational model of the service should be chosen among possible options, as well as the degree and type of formalisation (e.g. cooperation agreement, action plan, business contract). Furthermore, the service may be delivered in an integrated way based on an interstate agreement (i.e. a "supra-municipal" or "supra-regional" structure or entity such as the EGTC) or on the EU regulatory framework.

The **second step** of this phase consists in the opening of debates on the basis of the four working groups, one for each of the topics of the Windmill's blades. Each working group shall include a wide range of coordinating actors and stakeholders of different nature, in order to foster a fruitful discussion encompassing different points of view.

Given the participatory nature and the will to include actors with different perspectives and interests at stake, considering how conflicts and disagreement are likely to arise it is desirable to adopt, in the moments of confrontation, an integrative type of negotiation approach (win-win) which aims to ensure beneficial agreements for both parties. Each of the parties acts assertively for the purpose of mutual benefit. The situation is to find a win / win position in which each party gives up secondary and partisan interests, giving priority to mutual interests. For this reason, it creatively integrates the interests of both parties into the agreement reached. In this way, relationships are secured and strengthened in the future.

The discussion for each working table could be organized as workshop aimed at actively engage participants. A method useful for the management of working tables is represented by the European Awareness Scenario Workshop (EASW), which is a tool for the organization of workshops, useful for promoting debate and social participation, in order to find out and individual priorities and needs and come up with shared solutions.

EASW is structured around two main activities: the development of visions and the proposal of ideas. In the first phase, the participants work in same-interest groups (citizens, technical experts, private sector and public sector). Each of these groups autonomously elaborates the vision of how they would like their environment/territory to develop in the near future. After this, in a plenary session, each group presents the key elements of its vision of the future. A discussion of the similarities and differences between the different views follows. The different aspects of the different visions are then brought together to create a common vision for the community.

The second phase consists in the generation of ideas: participants are divided into other groups (of mixed composition), each in charge of a specific theme falling under the umbrella of one of the four specific topic hereby considered (tasks and service, infrastructure, legal framework, and management). In this framework actions, policies, and measures to achieve the common vision are proposed, thus representing the proposed initiatives of that specific working table.

At this point, the outcomes of the discussions occurred within each of the four working tables are presented to the whole group of coordinating actors and stakeholders in a collective plenary session which gathers all participants of the planning model. Moderators accompany the participants along the work of the tables: they present the work, manage the phases, present the various visions, and coordinate the work in the plenary.

Having obtained a range of different proposals, the aim of the **third step** is to carry out an accurate selection of priority initiatives to be pursued to reach the objectives previously set within the common understanding which lays at the foundation of the planning model.

Each proposal should be analysed and evaluated according to its technical and economic feasibility, while possible synergies between proposed actions and between existing and proposed actions should be explored. Finally, the consistency of proposed actions with existing policies and existing interventions should also be assessed. The expected impact of the proposed interventions shall also be considered within this evaluation phase.

Example of possible criteria to select efficient and high-quality interventions are:

- resources commensurate with the objectives;
- ex ante definition of the methods for measuring results;
- sustainability of the intervention / lasting effects;
- level of innovation;
- degree of engagement and participation;
- communication plans;
- transparency.

4. Conclusions: insights on participatory processes and strategic transport planning

In the framework of EU macro-regional strategies, priorities and goals often include the field of transport, which plays an important role as it ensures a smooth mobility of both citizens and tourists as well as seamless flows of goods transported across the macro-region. This is also the case of EUSAIR, whose general objective is to promote economic and social prosperity and growth in the region by improving its attractiveness, competitiveness and connectivity.

The participating countries of the EUSAIR (four EU members states and four non-EU countries) agreed on areas of mutual interest with high relevance for the Adriatic-Ionian countries, being it common challenges or opportunities: cooperation and coordination in these matters have been fostered through four thematic areas/pillars:

- **Pillar 1**. Blue growth
- **Pillar 2**. Connecting the region
- **Pillar 3**. Environmental quality
- **Pillar 4**. Sustainable tourism

In this framework, the proposed planning model aims to represent a supporting tool fostering the achievement of the main objectives set by the EUSAIR strategy and related pillars, with particular reference to the activities carried out by the Thematic Steering Group (TSG) linked to Pillar 2 “Connecting the Region”. As a matter of fact, the specific objectives for this pillar are:

- SO.1: To strengthen **maritime safety and security** and develop a competitive regional intermodal port system.
- SO.2: To develop **reliable transport networks** and **intermodal connections with hinterland**, both for freight and passengers.
- SO.3: To achieve a **well-interconnected and well-functioning internal energy market** supporting the three energy policy objectives of the EU – competitiveness, security of supply and sustainability.

To achieve such objectives, three main topics/fields of action have been selected, namely:

Topic 1: Maritime transport (related to SO. 1 & 2)
Topic 2: Intermodal connections to the hinterland (related to SO. 1 & “)
Topic 3: Energy networks (related to SO. 3)

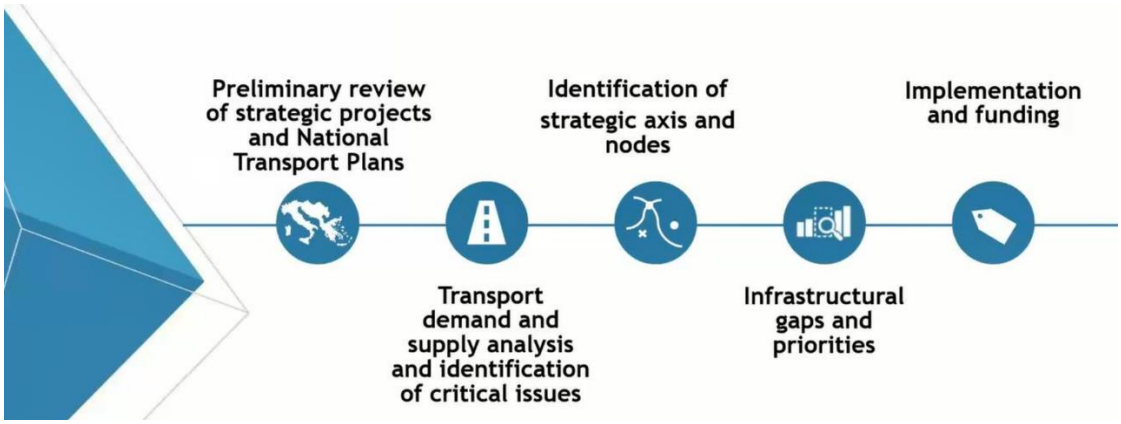
While there is a clear synergy between MIMOSA and topics 1 and 2, the third domain may seem out of scope at a first glance. However, it should be noted that energy networks are in any case part of

the transport network as far as they support mobility, with specific reference also to the new and innovative fuels currently being supported at EU level.

In addition, the planning model hereby presented will not only benefit the TSG connected to pillar 2 but also to the other Pillars, which are somehow influenced by the planning of transport within the reference area and require synergic actions to improve the general situation and eventually reach the long-term aims of the strategy.

At the same time, the planning model should be a further supporting activity accompanying the ongoing dialogue for the EUSAIR Masterplan for transport in the Adriatic and Ionian region, which is currently being developed by the TSG n. 2, according to the roadmap reported in the *Strategic Action Plan for the ADRION region* developed in the framework of the ISTEN project.

Figure 3: The Roadmap toward the EUSAIR Transport Masterplan.



Source: Port-hinterland intermodal connections: strategies for the development of the EUSAIR area. Presentation from Mr. Coppola, EUSAIR TSG2 Coordinator at the ISTEN Final Conference, as reported in "Strategic Action Plan for the ADRION region", ISTEN Project.

The fundamental purpose of the model here proposed is to allow joint planning of transport infrastructures, based on common priorities of intervention and suitable resources and funding opportunities, thus overcoming bottlenecks and cross-border barriers to joint cooperation. In this framework, the issue of governance is, in fact, a key point both in relation to the specific topic of transport planning as well as to the management and coordination of the whole macro-region in general.

As a matter of fact, a more structured model for cross-border transport fulfils the need for a more concrete and intense interaction, which shall be both top-down and bottom-up, in order to truly mobilise and directly assist regional/local stakeholders and push decisions and proposals in both directions, i.e. from the higher levels to the lowest but also from lower levels to the highest. This would address both:

- the issue of seamless implementation of high-level decisions taken at the supranational level, which might not be followed by regional and local actions due to – among other reasons – a lack of communication and different priorities;
- the necessity to promote and incorporating local and regional needs and priorities in terms of transport planning at the higher macro-regional and EU levels, in order to respond to concrete issues affecting involved territories.

Figure 4: Summary of the implementation steps for the planning model

Phase 1. STAKEHOLDERS IDENTIFICATION & INVOLVEMENT	
Step 1.1	Analysis and mapping of relevant stakeholders
Step 1.2	Identification of stakeholders & coordinating actors to be involved
Step 1.3	Selection of possible operating schemes for involvement
Phase 2. ADDRESSING DOMAINS TO BE INVESTIGATED TO ACHIEVE THE COMMONG UNDERSTANDING GOALS	
Step 2.1	Analysis of existing domains supporting the common understanding
Step 2.2	Further finetuning of common understanding based on stakeholders' feedback
Step 2.3	Selection of domains & areas of intervention to be investigated and discussed
Phase 3. SETTING UP OF WORKING TABLES (Windmill Model) & IDENTIFICATION OF PRIORITY INITIATIVES	
Step 3.1	Setting up of working tables on the basis of the Windmill Model
Step 3.2	Opening of debates for each working table and sharing of results in plenary meetings
Step 3.3	Selection of priority initiatives to be pursued to reach common understanding

Through the different phases and steps outlined in the previous chapter, which represents the MIMOSA planning model summarized in the figure below, it would be possible to:

- fuel a structured dialogue among institutions and stakeholders of different levels and domains;
- foster a shared and agreed vision on weaknesses and opportunities affecting the involved territories;

- plan and implement shared synergic solutions on the basis of collective needs and priorities, also taking advantage of the resources available in the framework of European territorial cooperation (i.e., Transnational Programmes, Cross-border programmes, CEF Programme).

Starting from the domain of cross-border transport planning, this planning model could then be expanded to other areas of interest of EUSAIR, thus benefitting not only the TSC 2, but also other the other groups working to achieve thematic objectives set in the framework of the other pillars of the macro-regional strategy for the Adriatic-Ionian region.