

Evaluation of the Regulation N° 1315/2013 on Union Guidelines for the development of the Trans-European Transport Network -

Fields marked with * are mandatory.

Introduction

The European Commission's Directorate-General for Mobility and Transport (DG MOVE) has contracted a team of independent evaluators¹ to undertake a comprehensive evaluation of Regulation (EU) No 1315 /2013 on Union guidelines for the development of the trans-European transport (TEN-T) network.

The study will provide the Commission with an independent evidence-based evaluation of the implementation of the TEN-T Guidelines. Based on the results and conclusions of the evaluation, the Commission intends to take concrete steps related to a possible revision of the guidelines in the framework of the European Green Deal. The attached letter from DG MOVE gives more information about the official nature and importance of the assignment.

The evaluation comprises several types of research, including thematic case studies on selected TEN-T policy areas. Each case study will be tailored to address specific research questions and will complement the survey and interviews carried out as part of the broader consultation.

This short survey forms part of the field work for the case study on the role of urban nodes in TEN-T policy. The case study reflects on urban nodes as the starting point for the network design methodology itself and on their dual role as first and last mile legs of any trips in the network as well as their connecting functions for the network. The main objective of this case study is to assess the relevance, effectiveness and efficiency of urban nodes for the achievement of the objectives of the TEN-T Regulation. It deals with the defined core network urban nodes as well as with other urban nodes, located on the core and comprehensive network, alike.

The survey will aim to collect your inputs and opinions on topics such as the governance of urban nodes, the perception of their definition, relevance, achievements and challenges, their coherence within the TEN-T regulation, their coherence with other EU policy on local development, the added value of the TEN-T regulation to support the role of urban nodes as well as the method and criteria used for the identification of urban nodes to structure the network. These data and lessons learnt will feed into our response to the evaluation questions. For these reasons, your help is vital to the evaluation and to DG MOVE.

On our side, we have tried to keep the questionnaire as short and easy to complete as possible, with mainly multiple-choice questions. There are also some open questions, where you are kindly invited to give

more detailed explanations and suggestions on specific issues that are of particular interest / importance to you. Responses to the open questions can be provided in English or in other EU languages.

Note that all information provided will be kept confidential, reported in aggregated form and only used for the purposes of the evaluation.

Thank you very much for your valuable feedback and support. In case of any questions, please contact Mr Claus Köllinger at koellinger@fgm.at

* 1. I am giving my contribution as (please tick as appropriate):

- Academic/research institution
- Business association
- Company/business organisation
- Consumer organisation
- EU citizen
- European Commission and related bodies
- Non-EU citizen
- Environmental organisation
- Non-governmental organisation (NGO)
- National public authority in the EU
- Regional public authority in the EU
- Local public authority in the EU
- Public authority in a third country (non-EU)
- Infrastructure manager
- Transport operator
- Trade union
- Other (please specify):

* 2. My connection to urban nodes is (please tick as appropriate):

- My work is connected to an urban node located on the core TEN-T network
- Other (please specify)

2a. If other please specify:

Bordeaux is an urban node of the core network and located in the Nouvelle-Aquitaine region.

* 3. Geographic scope of work (please tick as many boxes as appropriate):

- International
- National
- Regional
- Local

* 4. Which transport sector/s do you work with regularly (please tick as many boxes as appropriate):

- Air
- Road
- Rail
- Maritime
- Inland Waterways
- Multimodal transport
- Urban / regional public transport
- Active transport modes (such as walking, cycling, scooters)

* 5. Organisation size:

- Micro (1 to 9 employees)
- Small (10 to 49 employees)
- Medium (50 to 249 employees)
- Large (250 or more)
- Not applicable

* 6. Country of origin:

- Austria
- Belgium
- Bulgaria
- Croatia
- Cyprus
- Czech Republic
- Denmark
- Estonia
- Finland
- France
- Germany
- Greece
- Hungary
- Iceland
- Ireland
- Italy
- Latvia
- Liechtenstein
- Lithuania
- Luxembourg
- Malta
- Netherlands
- Norway
- Poland
- Portugal
- Romania
- Slovakia
- Spain
- Sweden

Relevance

7. Please rate your agreement with the following statements about the relevance of urban nodes as related to the TEN-T Regulation:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
* The definition of an urban node in Article 3 of the TEN-T Regulation is clear and relevant	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* The role of urban nodes as set out in Articles 30 and 41 of the TEN-T Regulation is clear and appropriate.	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* TEN-T policy on urban nodes applies to, and generates benefits for, nodes beyond those listed in the TEN-T Regulation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* The TEN-T Regulation supports urban nodes in fulfilling their role as first / last mile connections to the TEN-T network	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Urban nodes' authorities are aware of and understand their role in the TEN-T Regulation framework.	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* The TEN-T Regulation supports innovative transport and mobility solutions within urban nodes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

- * 8. The TEN-T Regulation identifies a set of core network urban and transport nodes in its Annex 2. While Annex 2.1 displays the urban nodes of the core network only, Annex 2.2 comprises all TEN-T transport nodes, both of the comprehensive and the core network (such as ports, airports, RRTs).

While there is a close relation between TEN-T urban and transport nodes, there are challenges connected to the lists in Annex 2. We have formulated specific questions below to collect your feedback on some of these challenges in particular.

What are, in your view, strengths as well as the main shortcomings and challenges that you see in the listing of TEN-T urban and transport nodes in Annex 2? For example, an important challenge on which we are interested in your views, is the treatment of transport nodes as listed in Annex 2.2 in relation to urban nodes' functionalities:

The lack of link between both lists is unfortunate. CEF funding dedicated to urban nodes only goes to those listed in Annex 2.1. Besides, those lists can create confusion, expectations and frustration for project promoters in terms of eligibility of applications.

Example in Nouvelle-Aquitaine: Basque Country Agglomeration (Agglomération Pays basque) located at the border with Spain and on the Atlantic Corridor has a maritime port (Bayonne) and an airport (Biarritz), both on the comprehensive network but the conurbation is not considered as a strategic urban node of the core network.

It is key for Nouvelle-Aquitaine Region that the rail node of the French Basque country be better recognised in the TEN-T regulation. Furthermore, this area will face growing congestion in the coming years. Hendaye is a rail bottleneck which restrains the fluidity of cross border traffic flows. To cross the border between France and Spain, a change of rolling stock is mandatory, as well as transshipment operations because of different gauges.

Article 30 of the TEN-T Regulation sets out the requirements for urban nodes, without however specifying the nodes to which this article shall apply. In the framework of the Connecting Europe Facility as the main TEN-T funding instrument, as well as in a number of other analyses and support activities, it has become an established practice to focus action on the 88 core network nodes listed in Annex 2.1 and to some extent also to the transport nodes in Annex 2.2. However there is no assessment if this is sufficient to achieve TEN-T objectives.

9. Please rate your agreement with the following statement about the coverage of Art. 30:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
* It shall be better specified which urban nodes are covered under Art. 30	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* This action should be extended to additional nodes, including their further specification in the TEN-T Regulation	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

9a. Which categories of urban nodes should this cover:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
Important nodes along core network corridors which are not included in the 88 core network nodes (to be identified on the basis of specific criteria)	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other important nodes on the core network beyond the core network corridors (to be identified on the basis of specific criteria)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Selected comprehensive network urban nodes, to be identified according to specific criteria, related to socio-economic aspects (If you agree, please specify further below). (If you agree, please specify further below).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Selected comprehensive network urban nodes, to be identified according to specific criteria relating to transport policy functions (advanced urban mobility concepts, innovative mobility solutions, performance on decarbonisation etc.). (If you agree, please specify further below).	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Selected comprehensive network nodes, to be identified according to specific criteria relating to the location of the node in the network (e.g. at the crossing of comprehensive network links etc.)	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other options (please explain below)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

9b. For other criteria not listed above, please explain below:

Urban nodes at internal EU borders should be added on the list of urban nodes (Annex 2.1) to boost cross border transport.

10. In your view, to what extent do you agree that the following criteria should be applied for the clear identification of urban nodes of the core and comprehensive network:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
* Population size	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Socio-economic indicators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Location in the network	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Formal criteria such as context with EU NUTS classification	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Importance in relation to EU transport policy objectives, such as on innovation, decarbonisation and urban mobility	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* A multi-criteria approach	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Other criteria not listed above (please explain below)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

10a. For other criteria not listed above, please explain below:

Effectiveness

11. Please rate your agreement with the following statements about the effectiveness of urban nodes as related to the TEN-T Regulation:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
* The TEN-T Regulation supported improved passenger transport TEN-T “hubs” in urban nodes (including passenger stations) to facilitate adequate first/last mile transfers within or across modes	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* The TEN-T Regulation supported improved freight transport TEN-T “hubs” in urban nodes (including urban freight centres) to facilitate adequate first/last mile trans-shipment within or across modes	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* The TEN-T Regulation supports improved long-distance passenger transfer transiting urban nodes	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* The TEN-T Regulation supports improved long-distance freight trans-shipment transiting urban nodes	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* The TEN-T Regulation’s objectives are embedded in existing urban and regional policies (e.g. SUMPs)	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>

Efficiency

12. Please rate your agreement with the following statements about the efficiency of urban nodes as related to the TEN-T Regulation:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
* Governance structures and mechanisms concerning the identification and implementation of TEN-T projects in urban nodes are at hand and working adequately	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

* Governance structures and mechanisms concerning the identification and implementation of TEN-T projects in urban nodes work well to incorporate TEN-T objectives and their achievement in the overall city development strategy	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
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- * 13. How is the user perspective (e.g. of companies, employees, business travelers, citizens) covered in the planning and implementing of TEN-T relevant projects in urban nodes? Please give your opinion in the box below:

Public enquiries on projects promoted by local authorities
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Coherence

14. Please rate your agreement regarding the inner coherence between TEN-T provisions on urban nodes and other provisions of the TEN-T Regulation, including:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
* Provisions related to general priorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Provisions on the core network	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Provisions on transport nodes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Provisions on new technologies and innovative aspects	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Provisions on environmental aspects	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Provisions on resilience to climate change and environmental disasters	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Provisions on accessibility for all users	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Provisions on accessibility and connectivity for all regions of the Union	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

15. Please rate your agreement regarding the coherence between TEN-T provisions on urban nodes and other relevant EU level policies, including:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
* Regional development policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Cohesion policy	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Air pollution policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Noise mitigation policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

* Environmental protection policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Climate change mitigation policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Social policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Economic growth policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
* Urban mobility policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

EU-Added Value

16. Please rate your agreement with the following statements about the EU-added value of urban nodes as related to the TEN-T Regulation:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
* The TEN-T Regulation fostered improvements of urban nodes' functions in terms of TEN-T objectives	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* The TEN-T Regulation and connected funding were essential for the improvements of urban nodes	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* The TEN-T Regulation supports innovative transport and mobility solutions (as developed by other European Programmes like Horizon2020) within urban nodes appropriately	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

17. Please rate your agreement with the following statements regarding the contribution that the coverage of urban nodes in TEN-T Regulation had on enhancing:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
TEN-T related long distance and last-mile connections in urban nodes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Transiting of urban nodes by long-distance traffic at the TEN-T network	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Connections between TEN-T transport nodes within urban nodes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

Additional Feedback

* 18. Please provide feedback on the overall strengths of the TEN-T Regulation in the context of urban nodes:

- Recognition of urban nodes and specific funding dedicated to them

* 19. Please provide feedback on the overall weaknesses of the TEN-T Regulation in the context of urban nodes:

- The regulation should not only mention last mile for freight (Article 30 point d) but also for passengers. This subject should be better taken into account and last mile policies should be combined with TEN-T projects.

* 20. Please provide feedback on areas for improvement of the TEN-T Regulation in the context of urban nodes:

- As recalled in the definition, urban nodes have a function of articulation between the different modes of transport. To meet the climate and air quality challenges of large urban agglomerations, the urban node must take the form of a set of hybrid and innovative devices, both technical and legal, to guarantee the effectiveness of articulation between the different levels of transport infrastructure (urban, regional, national, and European).

- All transport infrastructure components should be better integrated in an urban node (port, airport, railway station): TEN-T guidelines (and CEF) should prioritize those projects. Multimodality in the urban nodes of the TEN-T should be developed, especially in those where ports, airports, waterways and railways exist. The core components of a same metropolis should be better connected and optimised. For instance, the river dimension of Bordeaux should be used to the maximum to solve the road congestion issues and the Garonne river should be integrated in TEN-T core network. Then, the port, the airport, the rail infrastructures, the metropolis and the State must be encouraged to work altogether to create innovative mobility plans. In a given urban node, each infrastructure of transport (port, airport, highways, railways, waterways) should be part of the core network to create efficient multimodal transportation solutions for freight and passengers.

- Urban nodes are often bottlenecks and this is the first aspect that should be tackled by TEN-T guidelines. In Bordeaux, the whole rail traffic flows through two tracks only – regional, high speed, intercity, freight – in a constrained geographic area, inducing an urban rail bottleneck south of Bordeaux.

- The metropolis of Bordeaux counts more than one million inhabitants and a high number of commuters from Arcachon, Langon, Libourne, etc. This situation leads to serious problems at local level: a high congestion on the road network and an increase of greenhouse gas and pollutants emissions. The creation of new tramway lines and a ring road have not reversed the trend. The rail mode is the only solution which could improve significantly mass transit in the urban area, thanks to a network of 20 stations.

It is against that background that the Nouvelle-Aquitaine Region and Bordeaux Metropolis enrolled in the "Metropolitan RER" project. A strategy has been defined at the end of 2018 to gradually and progressively set up a transport service within 10 years. The objective is to improve and increase services for passengers and to make the rail offer more reliable (frequency, number of passengers) and consistent with the urban public transport offer. A road map with a 2025-2028 timeline has been prepared for the rail infrastructure in order to answer the everyday mobility needs of passengers and decrease significantly road congestion.

Part of the project, the operation of the railway central station of Bordeaux will be optimised. The station will not be managed anymore as a last stop but in an East/West and North/South perspective. Furthermore, the project plans to reopen several rail stations to improve the connection with the urban network and with the main areas of employment in the metropolis. Finally, urban and regional rail ticketing systems will be combined in the geographical area of the Metropolitan RER to ease behavioural changes.

The TEN-T High-Speed Rail Line projects between Bordeaux and Toulouse and between Bordeaux and Spain will bring territories and urban areas closer. The works planned on the existing line South of Bordeaux (AFSB project) will indeed increase the frequency of suburban services, for example on the busy line between Bordeaux and Arcachon, thanks to the creation of a third line between Bordeaux central station and Saint Médard d'Eyrans (12 km South of Bordeaux).

- Urban nodes should be part of Corridor fora and represented in those meetings by local authorities.

- Sustainability and clean transport should be ensured in the policy on urban nodes:

- * To tackle congestion, river and maritime transport should be encouraged where possible. Inland waterway transport can have a leverage effect on energy transition (massification of freight flows) and can help urban logistics. Waterway transport is also a field of innovation and experimentation for alternative engines (decarbonisation).

- * Boost applied research on solutions for behavioural transformation, promote solutions for mobility transformation, and support urban transformation.

Contact

martha.alexieva@tetrattech.com