

# 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

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The European Commission's Directorate-General for Mobility and Transport (DG MOVE) has contracted a team of independent evaluators<sup>1</sup> 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](mailto: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)

2b. What type of work do you do (please tick as appropriate):

- I work in an urban node authority
- I work with TEN-T policy/projects in an urban node authority
- I work with TEN-T policy/projects as public body (i.e. infrastructure manager, operator)
- I work with TEN-T policy/projects as private sector (i.e. as manager of a terminal, operator)

\* 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 checked="" type="radio"/>	<input 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 checked="" type="radio"/>	<input 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 checked="" type="radio"/>	<input type="radio"/>	<input 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:

First, the simple naming of cities in 2.1 does not match the functional transport relationships in the area that constitutes the urban node. The “urban area” as a node’s definition in Article 3 is definitely chosen too small in order to seize the aforementioned challenges and fulfill the functions and aims outlined in Articles 30 and 41. E.g. a definition via metric distance or travel time-distance to the urban core seems to be more appropriate. The stakeholders like urban node authorities should be interviewed to define such catchment areas and functional relationships.

Second, in 2.2 the passenger train stations are missing and thereby a relevant practical challenge – the multiple use of an overstressed rail infrastructure in urban nodes by long-distance and regional trains for passengers and goods - is not fully in the picture. But for the Green Deal objectives and a more sustainable TEN-T, high performing rail passenger nodes (and thus an update of EU-relevant rail crossings) will be crucial.

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 type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>

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

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 checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Socio-economic indicators	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input 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 checked="" type="radio"/>	<input type="radio"/>	<input 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 checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Other criteria not listed above (please explain below)	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

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

Passenger flows: The catchment volume of a railway node within an urban node is also relevant. It is suggested to use the number of long-distance to long-distance rail transfer volumes and the long-distance to regional passenger transfer numbers (for a definition of long-distance passengers please refer to: European Parliament (2012). Integrated Ticketing on Long-Distance Passenger Transport Services, Brussels).

In general the selection criteria should be more transparent and where possible be described by objective indicators.

## 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 checked="" type="radio"/>	<input 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 checked="" type="radio"/>	<input 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"/>
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## 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 checked="" type="radio"/>	<input type="radio"/>	<input 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 checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>

\* 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:

For big infrastructure projects the German "Planfeststellungsverfahren" contains legally binding obligations. For an more effective governance of mobility in the FrankfurtRheinMain node, the Regional Authority is developing a "Masterplan Mobility", that has a participatory component (like a regional SUMP-process). Moreover, the 2015 founded Interregional Alliance for the Rhine-Alpine Corridor EGTC comprises close cooperation of institutions on an interregional (including transnational) level, which gurantees a steady exchange of information and mutual awareness beyond the administrative/governmental sphere.

## 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 checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Provisions on the core network	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Provisions on transport nodes	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

* Provisions on new technologies and innovative aspects	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Provisions on environmental aspects	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Provisions on resilience to climate change and environmental disasters	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Provisions on accessibility for all users	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Provisions on accessibility and connectivity for all regions of the Union	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input 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 checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Cohesion policy	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Air pollution policies	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Noise mitigation policies	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Environmental protection policies	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Climate change mitigation policies	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input 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 checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
* Urban mobility policies	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>

## EU-Added Value

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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 checked="" type="radio"/>	<input 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 checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
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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 checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Transiting of urban nodes by long-distance traffic at the TEN-T network	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Connections between TEN-T transport nodes within urban nodes	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

## Additional Feedback

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

Giving urban nodes a specific role as hubs for multimodality makes absolutely sense - especially in the 2013 newly introduced TEN-T structure with comprehensive and core network and the regarding corridors. Also focusing exclusively on the nodes being crucial for the functioning of this EU-network is necessary. Given the budgetary constraints in e.g. the future CEF, an extension of the list of nodes would be contraproductive.

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

Though a lot of important goals are named in the TEN-T regulation, in practice most of these are not really accomplished so far. This might be linked with the fact that the central role of urban nodes is not yet fully acknowledged in practice:

1. In many urban nodes the infrastructures are overstrained - especially in the socio-economically successful ones. For most modes regional, national and european traffic as well as transport of passengers or goods can't be neatly separated. The structures within the functional urban area must therefore be better taken into account and tools of regional governance strengthened. Also the linkages with urban and regional planning are rather weak so far.
2. Thereby the EU-added value is too often defined via the cross border nature of a project. But in times of budgetary constraints the overall effect for improvements in the functioning of the regarding transport corridors should be the core criteria for support measures. This makes urban node infrastructures crucial: like in a body only that amount of blood can run through the veins, that the heart is able to pump through it.
3. It is striking that the legislation does not explicitly link the goals of a more sustainable mobility, reduction of air pollution and the introduction of innovative solutions to the urban nodes.

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

- Article 3: urban nodes = functional transport relationships within a region (see also "functional urban areas" as level of action in SUMP 2.0!)
- Integrate rail passenger terminals (Green Deal, modal shift!) as crucial hubs in the long-distance transport and for the accessible, effective and efficient linkage with regional and local transport.
- Article 30 and Article 41: clear reference to a more sustainable mobility, the fight against air pollution and testing/introduction of new innovative solutions.
- Strengthening the role of regional authorities.

## Contact

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