

# D 5.1.2 – Common proposal to support modal shift

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## Document Control Sheet

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D 5.1.2 – Common proposal to support modal shift

# Contents

- 1. Introduction .....2
- 2. Context analysis .....4
- 3. Proposals to support modal shift .....12
- 4. Conclusion.....17
- 5. Reference.....19
- Annex 1: How to reach a joint decision .....21
  - I. Process model of Consensus decision-making .....22
  - II. Roles in a consensus meeting .....25
- Annex 2: A tool for a common policy .....27
  - I. Participatory Impact Pathways Analysis (PIPA) method .....27
  - II. Strengths to use PIPA tool .....30
- Annex 3: How to manage communication with key stakeholders.....31

# 1. Introduction

This report is part of work package 5 - E Policy Framework for the Adriatic Freight Transport Sustainability, activity 5.1 - Joint analysis on Adriatic Freight Transport cross-border policy instruments, deliverable D 5.1.2 - Common proposal to support modal shift.

Considering the collected analysis of practices (D 5.1.1), a common proposal to support modal shift has been realized to improve the promotion of policies – at a regional, national and macroregional level – able to support some efficient intermodal transport solutions, that involve the interested subjects in the geographical areas.

The present report delivers some arguments which should animate debate on the development of policy and project for a sustainable intermodal shift.

Furthermore, in the report are described methods (consensus decision-making and Participatory Impact Pathways Analysis) to define a common policy and evaluate its adaptability and transferability into the Programme area.

This report consists of four chapters, including the introductory and conclusion chapters, and three annexes.

After the first introductory chapter, the second one contains the context analysis that described in details project area. In the third chapter have been discussed some actions for defining a common proposal to support modal shift.

Annex one contains an in-depth analysis of a group decision-making technique (Consensus decision-making) that can be used by CHARGE partners to evaluate together and negotiate important decisions.

In Annex two is described Participatory Impact Pathways Analysis (PIPA), as the tool that can help CHARGE partners to arrive at a shared policy of encouraging intermodal transport.



Lastly, Annex three describes how to manage communication with key stakeholders, because it is an essential aspect to achieving the success of the project.

## 2. Context analysis

Freight can be transported by several modes: road, rail, water, air, pipeline and non-motorised. Freight transport sector is responsible for more than 10% of global fossil-fuel based CO<sub>2</sub> emissions. However, there is a common trend towards more use of road transport, at the expense of rail and water transport. The latter modes have a substantially better environmental profile, but are limited by longer delivery times and the necessity of pre- and post-haulage by truck, i.e. inter-modal transport. The modal split for freight transport varies greatly by region and is largely determined by geographical and economic factors.

In North America, China, India and the former Soviet Union, large countries moving large amounts of raw materials, the majority of transport takes place by rail, while in most other regions its share is relatively modest. In the EU and Japan water-borne freight has a comparable share to road, while in China its share has decreased to 1.4%.

Looking at modal shift between different modes of transport, one has to consider that, the different transportation modes serve different transport markets. The average distance for cargo travelling by ship is much larger than for road and rail, while the value per tonne of cargo can be a order of magnitude lower. Studies show that for origin-destination pairs below 500 km substitution between modes of transport is not possible (structural inelasticity).

Indeed, due to the environmental and social benefits of rail and water-based transport compared to road, many countries are adopting policies to induce a modal shift.

Inclusion of social cost in freight prices, improved energy efficiency of ships and substantial investments in rail infrastructure are required to induce a modal shift.

In Europe, the challenge is to reconcile the comprehensiveness of the connections within the internal market with the flexibility to accommodate large trade flows from Asia and the Americas, being carried through the Suez and Panama Canals or the South Atlantic.

European ports are directly linked to over 800,000 enterprises, generating in total the direct and indirect employment of about 3 million people. The numbers show that, ports handled up to 90% (in ton km) of EU external trade and 40% (in tonnes) of intra-EU freight exchanges. These

D 5.1.2 – Common proposal to support modal shift

figures portray the relevance for Europe of its Maritime Transport System. For these reasons, the EU is prioritising "motorways of the sea" (MoS) and international freight rail connections.



*Figure 1 - Europe's maritime space*

*Source: Study on the TEN-T motorways of the sea horizontal priority*

MoS will improve access to markets throughout Europe and will pulled a major load off our over-stretched European road system. For this purpose, fuller use will have to be made the maritime transport resources and also the potential in rail and inland waterways, as part of an integrated transport chain.

The concept was introduced with the 2001 Transport White Paper- European transport policy for 2010: time to decide. The European Commission proposed the development of MoS as a "real competitive alternative to land transport". The White Paper also defined that the MoS is part of the trans-European network (TEN-T).

D 5.1.2 – Common proposal to support modal shift

The TEN-T Guidelines define the MoS as the maritime dimension of the trans-European transport network which shall contribute towards the achievement of a European maritime space without barriers and shall include:

- Maritime links between maritime ports of the comprehensive network or between a port of the comprehensive network and a third-country port where such links are of strategic importance to the Union;
- Port facilities, freight terminals, logistics platforms and freight villages located outside the port area but associated with the port operations, information and communication technologies (ICT) such as electronic logistics management systems, and safety and security and administrative and customs procedures in at least one Member State;
- Infrastructure for direct land and sea access.

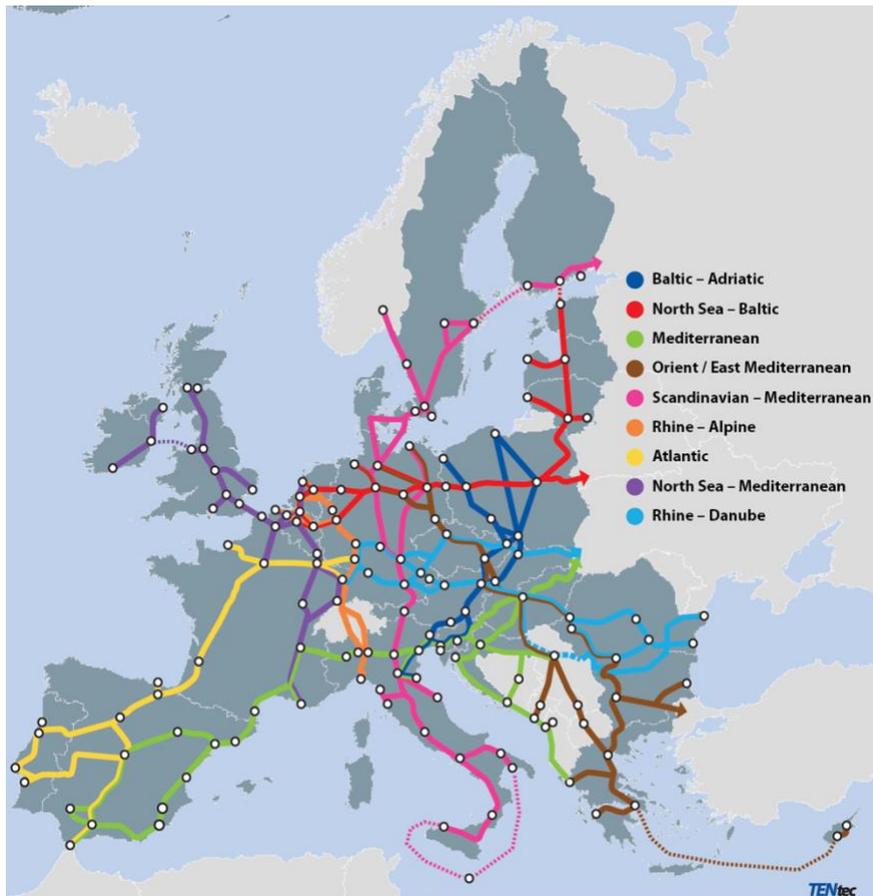
As described of the new TEN-T regulation *“Motorways of the sea represent the maritime dimension of the trans-European transport network. They shall consist of short-sea routes, ports, associated maritime infrastructure and equipment, and facilities enabling short-sea shipping [...], including hinterland connections, [...] and includes information and communication technologies (ICT) such as electronic logistics management systems”*.

*“The trans-European network of motorways of the sea is intended to concentrate flows of freight on sea-based logistical routes in such a way as to improve existing maritime links which are viable, regular and frequent, or to establish new such links for the transport of goods between Member States so as to reduce road congestion and/or improve access to peripheral and island regions and States [...]and may also include activities which have wider benefits and are not linked to specific ports, such as making available facilities for ice-breaking and dredging operations, as well as information systems, including traffic management and electronic reporting systems”*.

*“Projects of common interest for motorways of the sea in the trans-European transport network shall be the maritime component of a core network corridor, constitute the maritime component between two core network corridors or constitute a maritime link and its hinterland connections within the core network between two or more core network ports”*

D 5.1.2 – Common proposal to support modal shift

“Projects of common interest for motorways of the sea in the trans-European transport network may also include activities that have wider benefits and are not linked to specific ports, such as [...] ICT platforms and information systems, including traffic management and electronic reporting systems”.



Source: European Commission, Directorate-General for Mobility and Transport

Figure 2 - TEN-T core network corridors

Furthermore, as affirmed by introductory provisions of Regulation (EU) 2019/1239 of the European Parliament and of the Council of 20 June 2019 establishing a European Maritime Single Window environment and repealing Directive 2010/65/EU: (6) “In order to enhance the efficiency of the maritime National Single Windows and to prepare for future developments, it

D 5.1.2 – Common proposal to support modal shift

*should be possible to maintain present or establish new arrangements in Member States to use the maritime National Single Window for the reporting of similar information for other transport modes.” and (19) “Ports are not the final destination of goods. The efficiency of the ship port calls have an impact on the entire logistics chain related to the transport of goods and passengers to and from the ports. In order to ensure the interoperability, multimodality, and smooth integration of maritime transport with the overall logistics chain, and in order to facilitate other transport modes, the maritime National Single Windows should allow for the possibility of exchanging relevant information, such as arrival and departure times, with similar frameworks developed for other transport modes.”.*

Furthermore, the article 12a of the TEN-T guidelines gives three main objectives for the MoS projects:

- freight flow concentration on sea-based logistical routes;
- increasing cohesion;
- reducing road congestion through modal shift.

In more detail, the MoS objectives are:

- improve port infrastructure;
- develop sustainable transport solutions;
- develop interoperable port-ship interfaces and efficient port–hinterland connections;
- link ports and integrate origins-destinations.

Therefore, four corridors were designated for the setting up of projects of European interest:

- **Motorway of the Baltic Sea** (linking the Baltic Sea Member States with Member States in Central and Western Europe, including the route through the North Sea/Baltic Sea canal);
- **Motorway of the Sea of western Europe** (leading from Portugal and Spain via the Atlantic Arc to the North Sea and the Irish Sea);

D 5.1.2 – Common proposal to support modal shift

- **Motorway of the Sea of south-east Europe** (connecting the Adriatic Sea to the Ionian Sea and the Eastern Mediterranean, including Cyprus);
- **Motorway of the Sea of south-west Europe** (western Mediterranean, connecting Spain, France, Italy and including Malta and linking with the MoS of south-east Europe and including links to the Black Sea).

In terms of cooperation, the European Union is implementing four macro-regional strategies:

- EU Strategy for the Baltic Sea Region;
- EU Strategy for the Danube Region;
- EU Strategy for the Adriatic and Ionian Region;
- Alpine macro-regional strategy.

MoS are in the focus of those strategies. The EU Strategy for the Adriatic and Ionian Region (EUSAIR) comprising eight countries: 4 EU Member States (Croatia, Greece, Italy, Slovenia) and 4 non-Member States (Albania, Bosnia and Herzegovina, Montenegro, Serbia). The EUSAIR Action Plan is focused on strengthening maritime safety and security, developing a competitive regional intermodal port system and intermodal connections with the hinterland, both for freight and passengers.

CHARGE project partners are covered almost completely all eligible areas of the programme, from north to south, both on the Italian and Croatian side: From Venezia and Chioggia passing through Ancona down to Bari and from Split to Ploče.

In detail, the partners are:

- RAM Logistica Infrastrutture e Trasporti SpA;
- Central Adriatic Ports Authority (Ports of Ancona, Pesaro, San Benedetto del Tronto, Pescara and Ortona);
- North Adriatic Sea Port Authority (Ports of Venice and Chioggia);
- Intermodal Transport Cluster;
- Port of Ploče Authority;

D 5.1.2 – Common proposal to support modal shift

- Split Port Authority;
- Southern Adriatic Sea Port Authority (Ports of Bari, Brindisi, Manfredonia, Barletta and Monopoli);
- Croatian Ministry of The Sea, Transport and Infrastructure.



Figure 3 - CHARGE project area

The CHARGE project aims to support multimodality as key element for making maritime and coastal freight transport through joint strategies for the definition of a Policy Framework for Adriatic Freight Transport.

For these reasons, in the following paragraphs, after an analysis of best practices on policy and incentive in other countries and a proposal of a method for decision making, will be suggested some legislative measures to incentive and promote the modal shift.

#### D 5.1.2 – Common proposal to support modal shift

D 5.1.2 – Common proposal to support modal shift

### 3. Proposals to support modal shift

In the report D 5.1.1, projects and incentive schemes into force in Italian and Croatian territories and in other countries has been analyzed and discussed. Through this analysis has been possible to deepen “policies” and “project ideas” useful to define a common proposal for the enhancement of intermodal freight transport in Italian and Croatian territories.

The analysis shows that one of the main problems that characterize the Adriatic coastal area is the imbalance in the development of infrastructures and modes of transport, caused by low level of investments and insufficient application of innovation.

Efficient transport is one of key elements in achieving the European goal of long-term competitiveness as it can provide social cohesion, increased quality of life, employment and finally economic growth by moving people and goods in environmentally friendly way. Efficient transport is nowadays based upon the idea of seamless connectivity between different transport modes. Indeed, the main aim of CHARGE project is to improve the integration of Adriatic ports with other modes of transportation by a new common policy proposal. Identifying and analyzing already existing procedures, project partners will be invited to start a *consensus decision making process* to define a common policy and evaluate its adaptability and transferability into the Programme area.

Following some actions will be presented on which partners could start the decision-making process.

As previously said, initiatives and best practice examples in the field of freight transport has been searched. Furthermore, it is provided an assessment of implementation possibility in the project area. The analysis showed that one of the basic barriers for a modal shift is the lack of direct access of companies to the railway network or to waterways. In addition, the need for pre- and post-haulage for water borne and railway transport can lower the environmental benefit of these transport modes, depending on the distance over which the road transport has to take place. In combination with the fact that fuel makes up only a relatively small fraction of the

transport costs, must be identified new policies and incentives to increase the amount of combined transport. To successfully induce a modal shift towards waterborne and rail transport, some regions have adopted different system of supply policies and measures to incentivise modal shift, for example:

- Speed limits for trucks;
- Spatial planning;
- Transport pricing: inclusion of external cost in freight transport (e.g. by emission trading);
- Investments in road-rail-water intermodal infrastructure;
- Improved energy efficiency of ships, etc.

In line with what has been done between France-Spain, Slovenia-Croatia<sup>1</sup>, Hungary-Croatia<sup>2</sup>, Slovak-Croatia<sup>3</sup> and Bulgaria-Croatia<sup>4</sup> a bilateral agreement for the intermodal shift incentive policy "International Agreement Italy-Croatia" should be signed and applied.

In coherence with the legislative and regulatory framework of combined transport in Italy and in Croatia, this agreement should aim to encourage the development of modal shift by

<sup>1</sup> Agreement between the Government of the Republic of Croatia and the Government of the Republic of Slovenia on international combined transport.

<http://hidra.srce.hr/arhiva/263/33322/www.nn.hr/clanci/medjunarodni/1998/025.htm>

<sup>2</sup> Agreement between the Government of the Republic of Croatia and the Government of the Republic of Hungary on the international combined transport of goods.

<http://hidra.srce.hr/arhiva/263/33322/www.nn.hr/clanci/medjunarodni/1997/133.htm>

<sup>3</sup> Agreement between the Government of the Republic of Croatia and the Government of the Republic of Slovak on International Combined Transport.

<http://hidra.srce.hr/arhiva/263/33322/www.nn.hr/clanci/medjunarodni/1998/160.htm>

<sup>4</sup> Agreement between the Government of the Republic of Croatia and the Government of the Republic of Bulgaria on the international combined transport of goods.

<http://hidra.srce.hr/arhiva/263/33322/www.nn.hr/clanci/medjunarodni/2001/018.htm>

#### D 5.1.2 – Common proposal to support modal shift

compensating partly the additional costs induced by transhipments related to combined transport chains and massification operations. The incentive scheme falls within the framework of the TEN-T and its priority project 21.

Through this incentive scheme Italy and Croatia would promote the development of MOS with a view to offer a sustainable solution to freight transport and reduce road traffic in their road network.

The aid can be granted to new or existing services, provided that such services comply with MOS requirements. The aid should take the form of direct subsidy and it can be complemented by EU funding. It should be limited in amount and duration for to comply with EU rules:

- States grant a subsidy limited to a maximum of 35% of the eligible costs for a period of 5 years (conditional to EC approval);
- States give subsidy limited to a maximum of 30% of the operating costs for a period of 3 years (in accordance with EC guidelines on State aid for maritime transport).

Furthermore, the programme should provide financial support to foster private investment in the field of combined transport, in particular by supporting investments in new technologies and concepts intended to improve the quality of services offered:

- Acquisition of innovative technologies and systems to improve combined transport systems. It includes innovative transhipment/loading technologies (e.g. horizontal transhipment technologies) traffic management, electronic reporting and logistic systems, systems of communication for users of combined transport.
- Acquisition of equipment for combined/ intermodal transport. It includes inland and land containers (excluding maritime containers), swap bodies, especially with innovative features, special vehicles and containers for combined transport (e.g. driverless transport systems, ACTS vehicles), adaptations of semitrailers to facilitate loading, adaptations for initial and subsequent road transport equipment, adaptations of ships lighters for containers and WAB (exchangeable container) transport.

Applicants can be at least a shipping company and the port authority or port operator of the ports involved. Other stakeholders might join the consortium such as ship-owners, road or rail hauliers, logistics companies, freight forwarders, financial institutions, etc.

The MOS proposals must demonstrate that break-even is achieved following the period of subsidy and include a business plan over 10 years of operation. It must also present the complementary sources of financing needed and demonstrate their safeguarding.

Port authorities applying must express their support to the MOS project, describe their current capacity and/or the need for investment in infrastructure or upgrade of facilities and equipment necessary to operate the MOS services, as well as their applicable fares.

Evaluation criteria of the proposals should be included:

- the volume of freight traffic shifted from road to maritime through MOS services;
- the quality of the project (e.g. time to implementation, intermodal connections and ports accessibility, services frequency/regularity, quality of ports facilities includes ICT, integration within the TEN-T network);
- the economic and financial performances of the project including credibility and sustainability of the project, relevance of the candidates, customers engagement, soundness of the business model (business plan over 10 years of operation).

After, a **Convention of implementation, operation and financing of the proposed MOS services** will then be established between Italy, Croatia and the selected operators. The Convention will have a minimum duration (e.g. 5 years) and will specify the rules for granting States subsidies, the rights and obligations of the States and the operators respectively, as well as implementing rules (e.g. insurances, guarantee, fare policy, schedule, service specifications, parameters and quality criteria for the MOS services. The MOS line(s) may include short sea shipping section(s) and could be extended or connected to other port(s) in EU or third countries (although these extensions or connections are not supported by the incentive scheme).

The international agreement between Italy and Croatia should not have a deadline and aid can be granted at any time, following approval by the EC, and depending on States budget

D 5.1.2 – Common proposal to support modal shift

availability. For example, in the similar incentive scheme, the total budget allocated by Spain to support MOS services was €30 million and French budget to support MOS services was €41 million.

Lastly, for increase the impact of the incentive scheme, as in the Slovenia-Croatia bilateral agreement, Italy and Croatia should undertake to transport to/from the terminal in unaccompanied combined transport mutually acquitted of road user charges and other fees pay for road vehicles. Further, shipping associated with combined transport should be exemption from time limit restrictions on weekends and holidays.

Expected effects of the incentive scheme on next years are:

- the annual MOS traffic volume will reach a target of 5% to 15% (equivalent trucks) of the alternative road corridors;
- frequency of MOS services shall increase over time to accommodate increase in traffics and/or demand.

The MOS services can be implemented within 1 year maximum after the signature of the Convention. In case the operators do not implement the MOS services according to and till the end of the Convention, subsidies will have to be paid back while fines might also apply. States must monitor the good implementation of the Convention on the basis of annual financial and operational reports from the operators. Furthermore, States might propose to integrate their MOS lines to the TEN-T network.

## 4. Conclusion

As showed in previous chapters, Motorways of the Sea have, so far, been a key factor for the development of maritime transport. Numerous data related to MoS have been collected through experience resulted from past or ongoing projects. The MoSs constitute a fundamental contribution to the TEN-T network bringing the right complementarity required to the development of corridors.

Furthermore, creation of MoS contributes also to:

- Foster maritime transport within the internal market;
- Contribute positively to Europe's external trade;
- Develop ports to perform their required role as the main gateway for European trade (ship and port interface development to achieve efficient logistics operations and improve connectivity with hinterland);
- Improve the environmental performance of ships as well as related infrastructure;
- Invest in traffic management and navigation services;
- Other: safety, training, year round navigation and links with outermost regions.

Analyzing systems implemented by other regions, have been discussed some actions for defining a common proposal to support modal shift through a "International Agreement Italy-Croatia". For implementation of this international agreement some issues should be considered. First of all, in combine transport systems, the demand is very sensitive to price what limits the possibility to increase tariffs and commercial discounts might safeguard traffics but jeopardise profitability.

Moreover, MOS services are very sensitive to endogenous factors such as reliability, frequency, arrival/departure time, balance of trade, type of vessels, etc., as well as exogenous factors such as political context, weather conditions, ports fares/taxes, logistics chains, broad stakeholder cooperation, etc. This requires that the terms of reference and the Convention must be very

D 5.1.2 – Common proposal to support modal shift

detailed and States should conduct audit and complementary feasibility study to support a deeper assessment/scrutiny of the proposals called for.

The scheme proposed in this report is straightforward and transferable, and it is easy to articulate with EU programmes. Further, such type of aid results in tangible outcomes / results but it is difficult to evaluate whether positive effects are long lasting.

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## Annex 1: How to reach a joint decision

The realization of a project always implies the need to make decisions during construction and carefully assess the effects and consequences of the different alternatives. For the success of a project it is very important that there is among the partners the ability to evaluate together and negotiate important decisions.

For this reason, it is very useful that the project staff and stakeholders know how to use group decision-making techniques. Group decision-making is a situation faced when individuals collectively make a choice from the alternatives before them. The decision is then no longer attributable to any single individual who is a member of the group. The decisions made by groups are often different from those made by individuals. According to the idea of synergy, decisions made collectively tend to be more effective than decisions made by a single individual.

A very useful technique for group decision-making and that can also be used by the partners of the CHARGE project is the Consensus decision-making.

Consensus decision-making is a group decision-making process in which group members develop, and agree to support a decision in the best interest of the whole group or common goal. Consensus decision-making is concerned with the process of deliberating and finalizing a decision, and the social, economic, legal, environmental and political effects of applying this process.

Consensus decision-making aims to be:

- *Agreement Seeking:* A consensus decision-making process attempts to generate as much agreement as possible.
- *Collaborative:* Participants contribute to a shared proposal and shape it into a decision that meets the concerns of all group members as much as possible.
- *Cooperative:* Participants in an effective consensus process should strive to reach the best possible decision for the group and all of its members, rather than competing for personal preferences.

- *Egalitarian*: All members of a consensus decision-making body should be afforded, as much as possible, equal input into the process. All members have the opportunity to present and amend proposals.
- *Inclusive*: As many stakeholders as possible should be involved in the consensus decision-making process.
- *Participatory*: The consensus process should actively solicit the input and participation of all decision-makers.

## I. Process model of Consensus decision-making

Once an agenda for discussion has been set and, optionally, the ground rules for the meeting have been agreed upon, each item of the agenda is addressed in turn. Typically, each decision arising from an agenda item follows through a simple structure:

- *Discussion of the item*: The item is discussed with the goal of identifying opinions and information on the topic at hand. The general direction of the group and potential proposals for action are often identified during the discussion.
- *Formation of a proposal*: Based on the discussion a formal decision proposal on the issue is presented to the group.
- *Call for consensus*: The facilitator of the decision-making body calls for consensus on the proposal. Each member of the group usually must actively state whether they agree or consent, stand aside, or object, to avoid the group interpreting silence or inaction as agreement. The number of objections is counted to determine if this step's consent threshold is satisfied. If it is, dissenters are asked to share their concerns with proceeding with the agreement, so that any potential harms can be addressed/minimized. This can happen even if the consent threshold is unanimity, especially if many voters stand aside.

- *Identification and addressing of concerns*: If consensus is not achieved, each dissenter presents his or her concerns on the proposal, potentially starting another round of discussion to address or clarify the concern.
- *Modification of the proposal*: The proposal is amended, re-phrased or ridered in an attempt to address the concerns of the decision-makers. The process then returns to the call for consensus and the cycle is repeated until a satisfactory decision passes the consent threshold for the group.

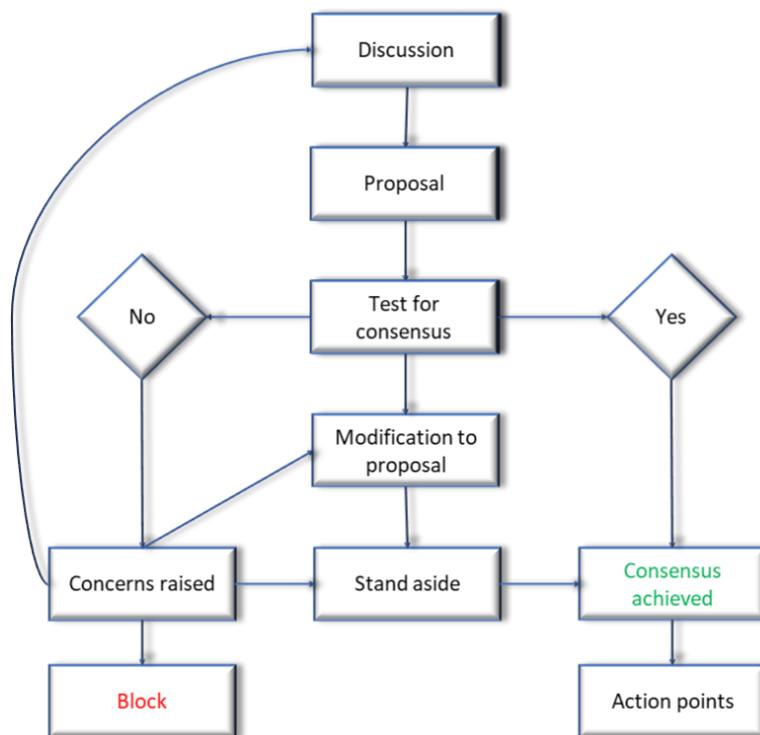


Figure 4 - Process model of Consensus decision-making

To ensure the agreement or consent of all participants is valued, many groups choose unanimity or near-unanimity as their decision rule. Groups that require unanimity allow

individual participants the option of blocking a group decision. This provision motivates a group to make sure that all group members consent to any new proposal before it is adopted.

Some common options for blocking may include the ability to:

- **Declare reservations:** Group members who are willing to let a motion pass but desire to register their concerns with the group may choose "declare reservations." If there are significant reservations about a motion, the decision-making body may choose to modify or re-word the proposal.
- **Stand aside:** A "stand aside" may be registered by a group member who has a "serious personal disagreement" with a proposal, but is willing to let the motion pass. Although stand asides do not halt a motion, it is often regarded as a strong "nay vote" and the concerns of group members standing aside are usually addressed by modifications to the proposal. Stand asides may also be registered by users who feel they are incapable of adequately understanding or participating in the proposal.
- **Object:** Any group member may "object" to a proposal. In groups with a unanimity decision rule, a single block is sufficient to stop a proposal. Other decision rules may require more than one objection for a proposal to be blocked or not pass.

Proper guidelines for the use of blocking option, however, are important. The ethics of consensus decision-making encourage participants to place the good of the whole group above their own individual preferences. When there is potential for a block to a group decision, both the group and dissenters in the group are encouraged to collaborate until agreement can be reached. Simply vetoing a decision is not considered a responsible use of consensus blocking.

Some common guidelines for the use of consensus blocking include:

- Providing an option for those who do not support a proposal to "stand aside" rather than block.
- Requiring a block from two or more people to put a proposal aside.
- Requiring the blocking party to supply an alternative proposal or a process for generating one.
- Limiting each person's option to block consensus to a handful of times in one's life.

D 5.1.2 – Common proposal to support modal shift

- Limiting the option of blocking to decisions that are substantial to the mission or operation of the group and not allowing blocking on routine decisions.
- Limiting the allowable rationale for blocking to issues that are fundamental to the group's mission or potentially disastrous to the group.

## II. Roles in a consensus meeting

The consensus decision-making process often has several roles designed to make the process run more effectively. Although the name and nature of these roles varies from group to group, the most common are the facilitator, consensor, a timekeeper, an empath and a secretary or notes taker. Not all decision-making bodies use all of these roles, although the facilitator position is almost always filled. Some decision-making bodies rotate these roles through the group members in order to build the experience and skills of the participants, and prevent any perceived concentration of power.

The common roles in a consensus meeting are:

- *Facilitator*: As the name implies, the role of the facilitator is to help make the process of reaching a consensus decision easier. Facilitators accept responsibility for moving through the agenda on time; ensuring the group adheres to the mutually agreed-upon mechanics of the consensus process; and, if necessary, suggesting alternate or additional discussion or decision-making techniques, such as go-arounds, break-out groups or role-playing. Some consensus groups use two co-facilitators.
- *Consensor*: The team of consensors is responsible for accepting those relevant proposals for drawing up a balanced list of options to represent the entire debate; and, if need be, to determine the composite decision from the two most popular options.
- *Timekeeper*: The purpose of the timekeeper is to ensure the decision-making body keeps to the schedule set in the agenda. Effective timekeepers use a variety of techniques to ensure the meeting runs on time including: giving frequent time updates,

ample warning of short time, and keeping individual speakers from taking an excessive amount of time.

- *Empath or 'Vibe Watch'*: The empath, or 'vibe watch' as the position is sometimes called, is charged with monitoring the 'emotional climate' of the meeting, taking note of the body language and other non-verbal cues of the participants. Defusing potential emotional conflicts, maintaining a climate free of intimidation and being aware of potentially destructive power dynamics, such as sexism or racism within the decision-making body, are the primary responsibilities of the empath.
- *Note taker*: The role of the notes taker or secretary is to document the decisions, discussion and action points of the decision-making body.

## Annex 2: A tool for a common policy

Participatory Impact Pathways Analysis (PIPA) is a planning and monitoring & evaluation tool designed to help the people involved in a project, program or organization make explicit their theories of change, in other words how they see themselves achieving their goals and having impact.

In this project, the tool can be used in order to help CHARGE partners to arrive at a shared policy of encouraging intermodal transport. Furthermore, the PIPA can be a useful tool to involve stakeholders (institutions, truck drivers, etc.) to share, strengthen and spread the incentive policy in the territories involved, at all levels (local, regional, national and international).

Indeed, part of the process of developing impact pathways involves project staff and stakeholders working together to map how knowledge and research products must scale out and scale up in to achieve the project's development goals. Scaling out is understood as a horizontal spread of knowledge and technology from organization to organization within the same stakeholder groups. Scaling up involves building a favourable institutional environment for the emerging change process through such mechanisms as positive word of mouth, organized publicity, political lobbying and policy change.

An important feature of PIPA is that it encourages participants to make explicit what good ones do anyway and think beyond what needs to happen after the end of the project. Impact pathways does not make projects accountable for achieving development outcomes, but they do raise the profile and give legitimacy to 'brokering' activities in which project staff actively work to establish the interpersonal and organizational links that will needed for future impact.

### I. Participatory Impact Pathways Analysis (PIPA) method

The PIPA method described below may help CHARGE project partners can draw inspiration to define shared actions to support modal shift. The method can be useful to deepen and discuss

D 5.1.2 – Common proposal to support modal shift

also with stakeholders the information reported in chapter five (shared proposals to support the modal shift).

At the heart of PIPA is a participatory workshop in which project implementers and key stakeholders construct project impact pathways.

During the meeting participants construct problem trees, carry out a visioning exercise and draw network maps to help them clarify their 'impact pathways' (Figure 5).

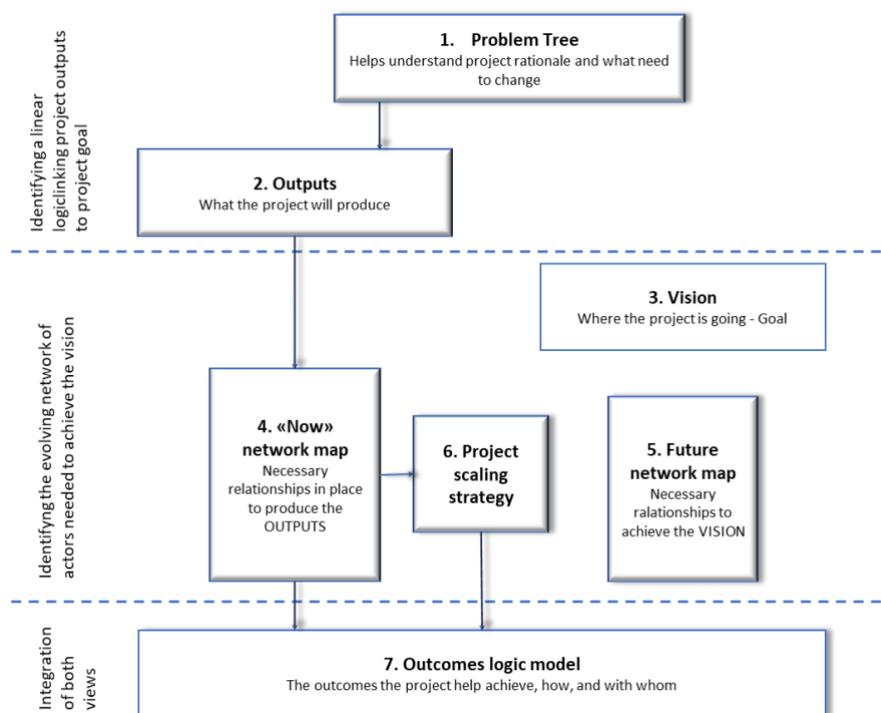


Figure 5 - Impact pathways

**Problem tree** links the project goal framed in terms of a challenge or problem to what the project is actually going to do. The problem tree helps participants clarify the key problems / opportunities their projects are addressing, and **the outputs** (things others will use) that their projects need to produce.

Participants then carry out a **visioning exercise**, which borrows from appreciative inquiry, to describe project success two years after the project's conclusion based on the adoption and use of project outputs.

Vision of success includes what the following classes of stakeholder will do differently after the project:

1. next users – the users of project outputs;
2. end users – the groups with whom the next users work;
3. politically important people and organisations who can help to facilitate the project;
4. the project implementers themselves.

Next, participants draw a 'now' network map, showing current key relationships between stakeholders, and a 'future' network map, showing how stakeholders should link together to achieve the vision.

These are then articulated into an outcomes logic model that describes the project's medium-term objectives in the form of hypotheses. This model describes, in table format (see Table 1), how stakeholders (that is, next users, end users, politically important actors, and project implementers) should act differently if the project is to achieve its vision. Each row describes changes in a specific actor's knowledge, attitude, skills (KAS), and practice, and proposes strategies to bring these changes about. The strategies include developing project outputs with next users and end users, who subsequently use them.

The impact logic model describes how, by helping to achieve the expected outcomes, the project will impact on people's livelihoods. Participants derive outcome targets and milestones which are regularly revisited and revised as part of project monitoring and evaluation (M&E).

*Table 1 - The outcomes logic model*

Actor (or group of actors who are expected to change in the same way)	Change in practice required to achieve the Project's Vision	Change in KAS* required to support this change	Project strategies** to bring about these changes in KAS and practice

\* KAS Knowledge, Attitude and Skills

\*\* Project strategies include developing project outputs (knowledge, technology, etc.) with stakeholders, capacity building, communication, political lobbying, etc.

## II. Strengths to use PIPA tool

PIPA technique is designed to help project staff surface, discuss and describe their hypotheses for how project activities and outputs could eventually contribute to desired goals, such as intermodality transport. The description of these hypotheses is a description of the project's impact pathways.

PIPA can help to:

- Clarify, reach mutual understanding between Italian and Croatian partners and share project's intervention logic and its potential for achieving impact;
- Understand and capitalize other international projects working on combined transport and identify areas for collaboration;
- Generate a feeling of common purpose and better programmatic integration;
- Produce a narrative describing the project's intervention logic and possible future impacts (thus a form of ex-ante impact assessment);
- Produce a framework for subsequent monitoring and evaluation.

## Annex 3: How to manage communication with key stakeholders

Stakeholder communication is one of the project most important aspect because the stakeholders define the success of a project. The stakeholders must be identified, actively managed, and communicated with to ensure their buy-in to the final product.

Understanding how to manage communication with key stakeholders – both internal and external to the project – is essential to achieving a successful outcome.

In fact, as an integral part of the stakeholder engagement process, communication strategies need to be suitably robust.

### *Identify stakeholders*

It can't be understated that the stakeholders who usually derail a project are the ones who were not identified at the beginning and are hence not adequately communicated with.

Every project has primary stakeholders that everyone knows about, but it is the secondary stakeholders who are less well managed who tend to trip up a project.

There are 4 types of project stakeholders:

- *Upwards:* These are the stakeholders involved with initiating and financing the project. They include the project sponsor, executives from the parent organization, financiers, and investors. They are supportive stakeholders, that is, they want the project to succeed. But they have varying communication requirements to keep them updated.
- *Downwards:* These stakeholders perform the project work. They are the project team, the suppliers and contractors. Also, since projects are temporary endeavours with a defined beginning and end, these stakeholders wish to leave the project in a slightly better position than when they began, for example, with a new reference, or more skills.

- *Sideways*: These are the stakeholders that are in competition for limited resources. Sideways stakeholders can include other project managers, competitors, and organizations. It can also include technical or department managers that lend talent and resources to the project. These stakeholders are supportive of the project but must balance limited resources with their own needs. The project needs to return resources back to the owners in the condition that they were received and communicate effectively to keep these stakeholders on board.
- *Outwards*: These are the stakeholders who are external to the project and have varying requirements. The requirements of this category are as varied as the category itself, and each stakeholder must be listed and analyzed to ensure their communication needs are being met

Use a variety of techniques to identify the full range of stakeholders. Consider methods such as independent analysis followed by collective brainstorming sessions to consolidate this list. Taking time to review who will own the benefits and be affected by any dis-benefits of the project will also help to hone the scope of stakeholders.

Further segmentation of this list into core groups – user/beneficiary, supplier/partners, influencers and governance – will then allow you to simplify communications.

#### *Create and analyze stakeholder profiles*

Stakeholder analysis starts with a power-interest matrix. This matrix defines the stakeholder on two perspectives:

- *Power* is the ability of the stakeholder to force change onto the project, or to stop the project altogether.
- *Interest* is the amount that the stakeholder is affected by the project, and vice versa. It is size of the overlap between the stakeholder and the project.

Prioritizing stakeholders in terms of their relative influence, interest and attitude towards the programme is an important step of communication process.

Stakeholders are plotted on the Power-Interest matrix and their location on the chart determines how to manage them.

- *High power, high interest* stakeholders are major project stakeholders. They must be closely managed.
- *High power, low interest* stakeholders must be kept satisfied or they could derail the project over a minor issue.
- *Low power, high interest* stakeholders must be kept informed so they feel included in the decision making process and don't exert undue influence to stop it.
- *Low power, low interest* stakeholders must be monitored to ensure they don't derail the project.

So, for example, a stakeholder identified as high power/high interest/favourable (a “champion”) should have significant face-to-face communication. Whereas, someone who has the same level of power and interest but is opposed to the project (a “blocker”) may be better influenced by a stakeholder who is a “champion”. And someone who is low power/low interest may not warrant the same attention and can be updated via email or the intranet.

#### *Define the objective(s)*

Setting out the purpose of the communication campaign will dictate the methods and means of delivery. The aim could be to keep everyone informed of developments, in which case a regular, emailed bulletin would be appropriate.

#### *Plan and deliver activity*

After stakeholder identification, it is important to define an effective communications plan. It can be useful to fill out a grid that describes in detail the actions to do (see Table 2).

Timing is critical. Communication often fails because it is actioned too late. People need time to adjust to change and accept it as a necessity, otherwise when it happens, they are still in resistance mode. So communicate early and often using the right channels for the right message to achieve your communication objectives.

Table 2 - Stakeholder management grid

Stakeholder management						
Stakeholder	Title/Role	INTEREST: how much does project affect them (1, 2, 3)	INFLUENCE: how much do they have (1, 2, 3)	Stakeholder most important goal	How will he/she contribute	Best way to manage

*Measure results*

Communication works best when it is two-way. So it is important that there are mechanisms in place to capture, measure and respond to feedback. Evaluation techniques such as surveys, online discussion groups or face-to-face review sessions are all useful ways to assess how the project is perceived.