Standing Committee
for Economic and Commercial Cooperation
of the Organization of Islamic Cooperation (COMCEC)

COMCEC

Governance of Transport Corridors in OIC Member States: Challenges, Cases and Policy Lessons

COMCEC COORDINATION OFFICE
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TABLE OF CONTENTS

Executive Summary 1
Section 1: Framework for Governance of Transport Corridor 13
1 Introduction 13
1.1 Governance of transport corridors 13
1.2 Objective of the project 14
1.3 Methodological approach 15
2 Transport Corridor Governance: Concepts and Framework 17
2.1 Definition and concepts 17
2.2 Conceptual framework of governance of transport corridors 20
2.2.1 Corridor objectives and political support 20
2.2.2 Legal framework 21
2.2.3 Institutional framework 23
2.2.4 Infrastructure: financing, planning and programming 25
2.2.5 Corridor performance monitoring and dissemination 26
2.2.6 Corridor promotion and stakeholder consultation 27
2.2.7 Capacity building: technical assistance and studies 28
2.3 Levels of transport corridor governance 28
3 Practices of Transport Corridors Governance in the World 31
3.1 Trans-European Transport network (TEN-T) 31
3.1.1 Corridor objectives and political support 31
3.1.2 Legal framework 34
3.1.3 Institutional framework 35
3.1.4 Infrastructure: financing, planning and programming 37
3.1.5 Corridor performance monitoring and dissemination 38
3.1.6 Promotion and stakeholder consultation 40
3.1.7 Capacity building: technical assistance and studies 40
3.1.8 Assessment of transport governance level 41
3.1.9 Conclusions 41
3.2 South East Europe Transport Observatory (SEETO) 43
3.2.1 Introduction 43
3.2.2 Corridor objectives and political support 44
3.2.3 Legal framework 46
3.2.4 Institutional framework 47
3.2.5 Infrastructure: financing, planning and programming 49
3.2.6 Corridor performance monitoring and dissemination 51
3.2.7 Promotion and stakeholder consultation 52
3.2.8 Capacity building: technical assistance and studies 53
3.2.9 Assessment of transport governance level 53
3.2.10 Conclusion 54
Section 2: Governance of Transport Corridors in OIC Member Countries 56
4 Governance of Transport Corridors from a National Perspective 56
4.1 Objectives and political support 56
4.2 Legal framework 57
4.3 Institutional framework 58
4.4 Infrastructure: finance, planning and programming 59
4.5 Corridor performance monitoring and dissemination 59
4.6 Promotion and stakeholder consultation 59

4.7 Capacity building: technical assistance and studies 60
5 Results Case Studies: Africa Group 61
5.1 Case Study Maputo Corridor Logistics Initiative 61
5.1.1 Introduction 61
5.1.2 Objectives and political support 61
5.1.3 Legal framework 62
5.1.4 Institutional framework 63
5.1.5 Infrastructure: financing, planning and programming 66
5.1.6 Corridor performance monitoring and dissemination 67
5.1.7 Promotion and stakeholder consultation 67
5.1.8 Capacity building: technical assistance and studies 67
5.1.9 Assessment of transport governance level 68
5.1.10 Conclusions 68
5.2 Case Study Northern Corridor 70
5.2.1 Introduction 70
5.2.2 Corridor objectives and political support 71
5.2.3 Legal framework 72
5.2.4 Institutional framework 72
5.2.5 Infrastructure: financing, planning and programming 74
5.2.6 Corridor performance monitoring and dissemination 75
5.2.7 Promotion and stakeholder consultation 76
5.2.8 Capacity building: technical assistance and studies 76
5.2.9 Assessment of transport governance level 77
5.2.10 Conclusions 78
5.3 Case Study Abidjan-Lagos Corridor 79
5.3.1 Introduction 79
5.3.2 Corridor objectives and political support 81
5.3.3 Legal framework 81
5.3.4 Institutional framework 81
5.3.5 Infrastructure: financing, planning and programming 82
5.3.6 Corridor performance monitoring and dissemination 82
5.3.7 Promotion and stakeholder consultation 83
5.3.8 Capacity building: technical assistance and studies 83
5.3.9 Assessment of transport governance level 83
5.3.10 Conclusions 83
6 Results Case Studies – Arab Group 85
6.1 Case Study UN ESCWA-M40 and Jordan Transit Corridor 85
6.1.1 Introduction 85
6.1.2 Objectives and political support 85
6.1.3 Legal framework 88
6.1.4 Institutional framework 89
6.1.5 Infrastructure: financing, planning and programming 90
6.1.6 Corridor performance monitoring and dissemination 91
6.1.7 Promotion and stakeholder consultation 91
6.1.8 Capacity building: technical assistance and studies 92
6.1.9 Assessment of transport governance level 93
6.1.10 Conclusions 93

7 Results Case Studies: Asia Group 95
7.1 Case study UN-ESCAP – Central Corridor 95
7.1.1 Introduction 95
7.1.2 Corridor objectives and political support 96
7.1.3 Legal framework 97
7.1.4 Institutional framework 98
7.1.5 Infrastructure: financing, planning and programming 99
7.1.6 Corridor performance monitoring and dissemination 100
7.1.7 Promotion and stakeholder consultation 100
7.1.8 Capacity building: technical assistance and studies 100
7.1.9 Assessment of transport governance level 101
7.1.10 Conclusions 101
7.2 Case Study ASEAN Maritime Corridor 102
7.2.1 Introduction 102
7.2.2 Objectives of transport corridors and main drivers 107
7.2.3 Legal and institutional framework 108
7.2.4 Infrastructure: financing, planning and programming 109
7.2.5 Corridor performance monitoring and promotion 109
7.2.6 Assessment of transport governance level 109
7.2.7 Conclusions 109
7.3 Case Study Corridor TRACECA 110
7.3.1 Introduction 110
7.3.2 Corridor objectives and political support 111
7.3.3 Legal framework 112
7.3.4 Institutional framework 113
7.3.5 Infrastructure: financing, planning and programming 116
7.3.6 Corridor performance monitoring and dissemination 116
7.3.7 Promotion and stakeholder consultation 116
7.3.8 Capacity building: technical assistance and studies 117
7.3.9 Assessment of transport governance level 117
7.3.10 Conclusions 117
Section 3: Conclusions and Recommendations 119
8 Conclusions and Recommendations 119
8.1 Conclusions on governance of transport corridors improvement 119
8.1.1 The importance of governance of transport corridors 119
8.1.2 Corridor governance has multiple interrelated domains 120
8.1.3 Corridor governance is dynamic and situational 122
8.1.4 Good practices 128
8.2 Recommendations Towards Improving Governance of Transport Corridors 131
8.2.1 General recommendations 131
8.2.2 Specific recommendations focused on governance level 132
Annex 1 References 136
Annex 2 Methodological approach 143
Annex 3 Survey results 145
Annex 4 Desk research results on selected OIC member countries 163

List of Figures

Figure ES 1 Transport governance conceptual framework 2
Figure 2.1 Functions of transport corridor governance 19
Figure 2.2 Transport governance conceptual framework 20
Figure 2.3 Aspects to consider for setting up a corridor management structure 24
Figure 2.4 Corridor monitoring points 27
Figure 3.1 TEN-T network with nice core network corridors 32
Figure 3.2 SEETO as indicative extension of TEN-T 44
Figure 3.3 Planning process priority projects SEETO 50
Figure 3.4 SEETIS 3: SEETO's information system 52
Figure 5.1 Toll road N4 62
Figure 5.2 Northern Corridor 70
Figure 5.3 Abidjan-Lagos Corridor 79
Figure 5.4 Abidjan-Lagos Corridor Organization (ALCO) structure 82
Figure 6.1 Second regional workshop in Amman 92
Figure 7.1 Eurasian Central Corridor 96
Figure 7.2 Indonesia's Sea Toll Road Network 104
Figure 7.3 ASEAN region 105
Figure 7.4 47 Regional Ports in ASEAN targeted for improvement of performance and capacity 106
Figure 7.5 China's One Belt One Road Initiative 106
Figure 7.6 Objectives of ASEAN connectivity strategy 107
Figure 7.7 Geographical Scope of TRACECA and main transport routes 111
Figure 7.8 TRACECA governance institutions 114
Figure 8.1 Transport governance conceptual framework 121
Figure 8.2 Governance levels of reviewed corridors 123
Figure A.2.1 Methodological approach 143

List of Tables

Table ES 1 Elements included in the seven governance domains 3
Table ES 2 Levels of transport corridor governance 4
Table 1.1 Selected corridors for case studies and country visits 15
Table 2.1 Type of corridor governance bodies 18
Table 2.2 Secondary objectives related to the development of transport systems 21
Table 2.3 Types of legal agreements used in corridors 22
Table 2.4 Example of the content of a MoU 22
Table 2.5 Institutions structures related to the governance of corridors 24
Table 2.6 Stakeholders involved with corridors and expected benefits 25
Table 2.7 Evaluation of financing mechanisms available for corridor management 26
Table 2.8 Various corridor assessment techniques 28
Table 2.9 Levels of transport corridor governance 29
Table 3.1 TEN-T evolvement in time 32
Table 3.2 Current legal framework for the development of TEN-T 35
Table 3.3 European regulations on Road transport 35
Table 3.4 Legal basis for TEN-T management agency 36
Table 3.5 KPIs for de Rail Network of the corridors 39
Table 3.6 TEN-T corridor governance levels 41
Table 3.7 Evolvement of SEETO over time 45
Table 3.8 Criteria for determining priority projects 50
Table 3.9 SEETO corridor governance levels 54
Table 4.1 Objectives of transport corridors 57
Table 5.1 MCLI governance levels 68
Table 5.2 Northern Corridor governance levels 77
Table 5.3 ALC governance levels 83
Table 6.1 Stakeholders in TTF in Jordan 89
Table 6.2 UN ESCWA-M40 and Jordan Transit Corridor governance levels 93
Table 7.1 Eurasian Central Corridor Routes and their overlap with existsing cooperation projects 96
Table 7.2 UNESCAP Central Corridor governance levels 101
Table 7.3 ASEAN Maritime Corridor governance levels 109
Table 7.4 Legal documents of TRACECA and their status (as of 1 october 2017) 112
Table 7.5 TRACECA governance levels 117
Table 7.6 Major recommendations for TRACECA for the mid-term future 118
Table 8.1 Corridor governance and management 120
Table 8.2 Elements included in the seven governance domains 121
Table 8.3 Levels of transport corridor governance 122
Table 8.4 Good practices from corridor reviewed 128
Table 8.5 Recommendations for the seven governance domains per governance level 133
Table A.2.1 Proposed selected corridors for case studies and country visits 144

Abbreviations

ACT	Aqaba Container Terminal
ADB	Asian Development Bank
AEC	ASEAN Economic Community
AfDB	African Development Bank
AHI	Afrikaanse Handelsinstituut
AIF	ASEAN Infrastructure Fund
ALC	Abidjan-Lagos Corridor
ALCO	Abidjan-Lagos Corridor Organization
ALCoMA	Abidjan-Lagos Corridor Management Authority
ALTTFP	Abidjan-Lagos Trade and Transport Facilitation Project
AMM	Annual Meeting of Ministers
ASCYUDA	Automated Systems for Customs Data
ASEAN	Association of Southeast Asian Nations
ASEZA	Aqaba Special Economic Zone Authority
BOT	Build-Operate-Transfer
BTP	Bridge Training Program
CAREC	Central Asia Regional Economic Cooperation
CCTTFA	Central Corridor Transit Transport Facilitation Agency
CEF	Connecting Europe Facility
CEFTA	Central European Free Trade Agreement
CFM	Mozambique Ports and Railways Authority
COMCEC	Economic and Commercial Cooperation of the Organization of Islamic Cooperation
COMESA	Common Market for Eastern and Southern Africa
CPEC	Pakistan Economic Corridor
CPI	Investment Promotion Centre Mozambique
CPMM	Corridor Performance Measuring and Monitoring
CTA	Chamber of Commerce and Industry Mozambique
CTO	Corridor Transport Observatory
DG MOVE	Directorate-General for Mobility and Transport
DPW	Dubai Ports World Maputo
EAC	East African Community
EATL	Euro-Asian Transport Linkages
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ECO	Economic Cooperation Organization
ECOWAS	Economic Community of West African States
EGTC	European Grouping for Territorial Cooperation
EIB	European Investment Bank
ENR	Egyptian National Railways
ERDF	European Regional Development Fund
ERTMS	European Railway Traffic Management System
ESTTF	Executive Secretariat for Trade and Transport Facilitation
EU	European Union
FABCOS	Foundation for African Business and Consumer Services
FPT	Maputo Fresh Produce Terminal
GCC	Gulf Cooperation Counsel
GIS	Geographic Information System
GNI	Gross National Income
GTZ	German Technical Cooperation Agency
IDB	Islamic Development Bank

IFI	International Financial Institutions
IGC	Intergovernmental Commission
IMF	International Monetary Fund
INEA	Innovation and Networks Executive Agency
INSTC	International North-South Transport Corridor
ITP	Initial Training Program
JBC	Joint Border Committee
JEDCO	Jordan Enterprise Development Corporation
JFDA	Jordan Food and Drug Administration
JICA	Japan International Cooperation Agency
JISM	Jordan Institution for Standards and Metrology
JLA	Jordanian Logistics Association
JMA	Jordan Maritime Authority
KPI	Key Performance Indicator
LAS	League of Arab States
LGTT	Loan Guarantee Instrument for Trans-European Transport Network Projects
LTCTP	Long-Term Comprehensive Training Program
MCA	Multi Criteria Analysis
MCLI	Maputo Corridor Logistics Initiative
MENA	Middle East and North Africa
MIPS	Mozambique International Port Services
MIT	Ministry of Industry and Trade
MLA	Multilateral Agreement
MMC	Manganese Metal Company
MoA	Ministry of Agriculture
MoI	Ministry of Interior
MoPIC	Ministry of Planning and International Cooperation
MoS	Motorways of the Sea
MoT	Ministry of Transport
MOU	Memorandum of Understanding
MOZAL	Mozambique Aluminium
MPDC	Maputo Port Development Company
MPWH	Ministry of Public Works and Housing
MSR	Maritime Silk Road
MTA	Multimodal Transport (TRACECA)
MTO	Intermodal transport operators
NAFCOC	National African Federated Chamber of Commerce and Industry
NC	National Coordinators
NCCA	Northern Corridor Coordination Authority
NCIP	Northern Corridor Integration Projects
NCTTCA	Northern Corridor Transit Transport Coordination Authority
NCTTF	National Committee for Trade and Transport Facilitation
NIS	Nigeria Immigration Service
NTTFC	National Transport and Trade Facilitation Committee
OBOR	One Belt One Road
OIC	Organization of Islamic Cooperation
OSJD	Organization for Cooperation between Railways
OTIF	Intergovernmental Organization for International Carriage by Rail
PIDA	Programme for Infrastructure Development in Africa
PMC	Participating Member Countries
PMS	Participating Member Countries
PPP	Public Private Partnerships
PS	Permanent Secretariat

REBIS	Regional Balkans Study
RMTO	Iranian Road Maintenance and Transportation Organization
SACOB	South African Chamber of Business
SADC	Southern African Economic Community
SC	Steering Committee
SDI	Spatial Development Initiative
SEE	South Eastern Europe
SEETO	South East Europe Transport Observatory
SFF	Structured Finance Facility
SR	Swaziland Railway
STI	Sexually Transmitted Infection
SW	Single Window
TA	Technical Assistance
TAL	Trans Africa Logistics
TCM	Coal Terminal Matola
TCTTF	Technical Committee for Trade and Transport Facilitation technical studies by TIRS
TEN-T	Trans-European Transport Network
TENT-EA	TEN-T Executive Agency
TFR	Transnet Freight Rail
TMEA	Trade and Markets East Africa
TRAC	Trans African Concessions
TRACECA	Transport Corridor Europe Caucasus Asia
TRAX TRACECA	Route Attractiveness Index
TTCANC	Transit Transport Coordination Authority of the Northern Corridor
TTF	Trade and Transport Facilitation
UN	United Nations
UN-ESCAP	Economic and Social Commission for Asia and the Pacific
UN-ESCWA	United Nations Economic and Social Commission for Western Asia
UNAIDS	Joint United Nations Programme on HIV/AIDS
USAID	United States Agency for International Development
VAT	Value Added Tax
WAEMU	West African Economic and Monetary Union
WG	Working Groups
WTO	World Trade Organization

Executive Summary

Background

Developing transport corridors is not a new phenomenon; in fact, transport corridors have a long history, with the ancient Silk Route as an outstanding example. Notwithstanding the long history, nowadays, there is a strong interest in developing transport corridors, especially in the light of trade facilitation. There are good reasons to do so. Trade is one of the indispensable engines of growth, contributing to economic development and poverty reduction in poorer countries by creating job opportunities and promoting competition.

A number of recent and ongoing initiatives reflect the importance of trade and transport facilitation. The World Bank, for example, has developed a vast amount of initiatives in its *Trade and Transport Facilitation Facility*, as reflected in the report Unlocking Trade for Low-Income Countries: Report of the Trade Facilitation Facility (World Bank, 2015). Also, the establishment of a great number of *National Trade and Transport Facilitation Committees* (NTTFC), supported by amongst others the UN Regional Commissions and UNCTAD, can be seen in the light of the importance given to trade and transport corridors[1]. Furthermore, the Asian Development Bank (ADB) *Central Asia Regional Economic Cooperation* (CAREC) Programme places strong emphasis on developing transport corridors. This is also the case for the recently launched *Eurasian Transport Corridors*, being developed under initiative of the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP)[2]. These UNESCAP corridors are in line with the *One Belt One Road (OBOR)* initiative, a development strategy proposed by Chinese Government that focuses on connectivity and cooperation between Eurasian countries. COMCEC has also recognised the importance of transport corridors, which has resulted in the recently completed and above-mentioned study on Improving Transnational Transport Corridors.

Most of the above-mentioned initiatives acknowledge the fact that trade and transport facilitation and corridor development needs to be a combination of infrastructure investment and a range of softer activities. This combination of hard (infrastructure) and soft measures is reflected by the reasons mentioned by the World Bank (World Bank, 2014) for developing a corridor approach, as presented below:

- It is critical to provide landlocked countries in particular with *basic access* to maritime ports for their overseas trade;
- Regional integration improves the *growth prospects* of middle- and low-income countries, especially landlocked countries. Transport corridors provide a visible and direct opportunity to bring about *regional integration*;
- *Regulatory and other constraints* to trade facilitation attain practical relevance at the corridor level, enabling the design of appropriate interventions;
- Corridors provide a *spatial framework for organizing cooperation and collaboration* between countries and public and private sector agencies involved in providing trade and transport infrastructure and services.

Trade and regional integration, supported by the development of transport corridors, is relevant for the *OIC member countries*. The recently completed COMCEC study indicates that:

[1] See: https://www.unece.org/cefact/nat_bodies.html.
[2] See Section 6.1 (Central Corridor) of this report.

- With a population of more than 1.7 billion, OIC Member States account for more than 23% of world population. OIC countries have a relatively high and growing market potential. Much of the increase in the market potential of OIC countries is also due to the increase in intra-OIC market potential;
- The OIC transport corridors are characterized by many non-physical barriers, such as unofficial payments (corruption) and cumbersome border crossing. Low intra trade also characterizes the OIC transport corridors. The average is less than 10% of the total trade, while this figure is 50-60% in the EU where many successful transport corridors are situated.

The above shows the potential for trade and transport facilitation and corridor development in OIC member countries, as well as (some of) the constraints.

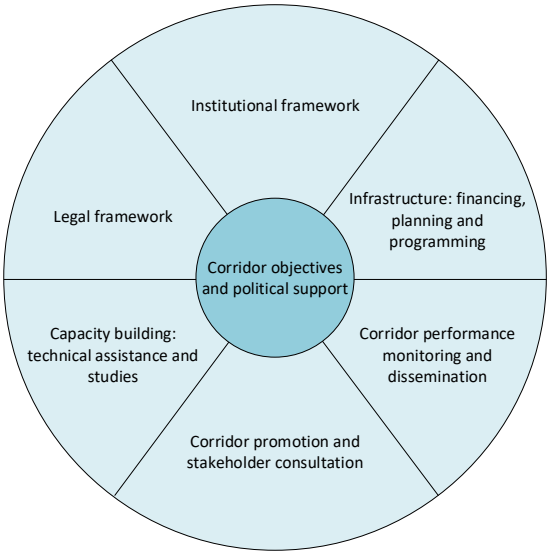
Governance is a critical success factor for developing transport corridors and facilitating trade and transport. The above-mentioned combination of hard and soft measures is directly linked to corridor governance. The complexity of corridor governance, with specific functions and domains, is addressed in the next chapter, together with the link between transport corridors and governance.

Corridor governance has multiple interrelated domains

Corridor governance is complex, involving various aspects such as legal and institutional maters, as well as multiple stakeholders, often involving various countries. Literature addresses various elements of corridor governance, although no comprehensive integrated conceptual framework is available.

We have used various elements presented in literature to develop a conceptual framework for corridor governance. The foundation has been established by applying the corridor management activities, as defined by Arnold (2006): planning, financing, legislation, regulation, operation, monitoring and promotion. Additional elements from literature on corridor governance (as presented in Annex 1) and empirical accounts from existing corridors, have been applied to define seven interrelated corridor governance domains, jointly forming the corridor conceptual governance framework. Figure ES1 presents the elements of the conceptual framework, illustrating that the corridor objectives and political support are at the heart of the framework and an additional six governance domains are defined.

Figure ES 1 Transport governance conceptual framework



Source: consortium.

The seven governance domains have been used to systematically review the corridor governance of the international corridors (TEN-T and SEETO) and the seven defined OIC corridors. To this end, the seven governance domains are further detailed, as presented in Table ES1.

Table ES 1 Elements included in the seven governance domains

Governance domain	Elements included
1. Corridor objectives and political support	• Objectives of transport corridors: primary and secondary. The defined corridor objectives strongly affect the other six governance domains; • Transport corridors are included in national strategies and plans, as an indication of political support.
2. Legal framework	• The legal basis of the corridor (MoU, treaty) and the extent to which the agreement is binding; • Harmonisation of (legal) systems and procedures; • Mutual recognition of systems and procedures.
3. Institutional framework	• Organisation and characteristics, including presence of a corridor secretariat; • Involvement of stakeholders, including private sector and local government.
4. Infrastructure: financing, planning and programming	• Sources of finance available to effectively ensure governance of transport corridors; • Planning and programming of infrastructure (corridor vs national level).
5. Corridor performance: monitoring and dissemination	• Measuring corridor performance, clear KPIs defined; • Monitoring system to measure corridor performance; • Dissemination and making data and statistics publicly available.
6. Corridor promotion and stakeholder consultation	• Promoting the corridor, by providing publications and organising events; • Consultation of stakeholders on a regular basis.
7. Capacity building: technical assistance and studies	• Build capacity by providing technical assistance and implement studies.

Corridor governance is dynamic and situational

No blue print for optimal corridor governance exists. The needs for corridor governance, and the way the seven defined governance domains are shaped, depends on a range of factors, such as maturity of the corridor, political will and support, regional stability, the presence of an international organisation facilitating corridor governance, and available funding. As such, corridor governance is dynamic, evolving over time, and situational, depending on the local and regional setting of the corridor. Considering different transport corridors, it can be noted that there are different levels of corridor governance. We distinguish four levels of transport governance: information exchange; coordination; cooperation and integration. These levels and the characteristics for the defined corridor governance domains are presented in Table ES2.

Table ES 2 Levels of transport corridor governance

Governance domains	Information exchange	Coordination	Cooperation	Integration
1. **Corridor objectives and political support**	Identifying common objectives among participants	Broadly defined objectives and laid down in non-legally binding fashion	Objectives defined in more detail and concrete plans for corridor management	Defining broad range of specific objectives and management principles
2. **Legal framework**	Weak and developing in terms of bilateral and sub-regional agreements	Maturing, with focus on harmonization of regulations and standards	Further developed, with mutual recognition (inspections, certificates, etc)	A common and integrated legal basis
3. **Institutional framework**	Developing, for example joint working groups, regional workshops	Developing, more formal structures, for example observatories	Further developed, for example corridor coordination committees	Integrated, for example corridor authorities with responsibility for the full corridor
4. **Infrastructure: financing, planning and programming**	Informing, no dedicated funds available	Increased coordination, joint projects	More cooperation and increased corridor perspective, emerging of joint earmarked funds	Integrated planning and prioritization, dedicated funds available
5. **Corridor performance monitoring and dissemination**	Selected data is exchanged, no standards or formats	More coordinated effort in exchanging data, with more harmonized standards	Further integration, for example in joint publications.	Integrated systems for data collection and management and publication
6. **Corridor promotion and stakeholder consultation**	Little promotion, mainly to identify key stakeholders to set up corridor governance model	Joint promoting and attracting more stakeholder support for corridor development	Establishing institution for promotion and stakeholders approach	Advanced institutions for promotion and making sure stakeholders meet regularly
7. **Capacity building: technical assistance and studies**	Studies to establish corridor objective	Coordinating studies, but mostly national	Cooperative studies and establishing institution for technical assistance	Studies published regularly and dedicated institution for technical assistance

Source: consortium.

Based on the description of the governance domains for the four levels, a number of governance archetypes can be defined, as presented below, including leading principles:

- *Information exchange*: exchange of information to facilitate corridor performance;
- *Coordination*: increased level of coordination;
- *Cooperation*: a coordinated approach, working closer together, joint systems;
- *Integration*: integration of systems and working arrangements.

These archetypes can be used to identify the governance development level of a transport corridor. This can then be the basis for defining actions that best fit that level of governance development. In the

case studies reviewed, both at OIC and non-OIC level, we have placed the corridors in the four defined development levels, for all seven governance domains. The result of this exercise presents a wide variety of patterns, for example with all governance domains of the TEN-T Corridor at level integration, and the UN ESCAP corridor, which has just been initiated, at governance levels information exchange. The other corridors reviewed are placed somewhere in-between.

The vast differences between the corridors reviewed are reflected in the descriptions below.

Corridor governance of the *TEN-T* programme is fully at an integration level. It should be noted that this has developed over time, starting from a governance model based on information exchange in the early 80's to the fully integrated governance model of today. TEN-T, EU's common transport infrastructure policy, is the world's most advanced system of corridors in terms of the integration of governance institutions. TEN-T is a unique case, since a legal framework for the development of TEN-T and its institutions was already in place before a common transport policy was agreed upon by the member states. From the willingness of the member states for joint development of transport infrastructure towards establishing governance institutions was a relatively small step. Although the objectives of TEN-T were established in the information exchange phase between 1985 and 1992, talks on the governance and its legal basis were largely skipped. Considering the time it has taken the EU to develop its governance structure, lessons can be learned in terms of the gradually developing legal basis, the institutional set-up, with corridor coordinators, facilitating dialogue between the European Commission and the member states, the funding structure, the monitoring system, the corridor fora and TEN-T days organised to facilitate interaction with stakeholders and the support studies carried out to strengthen the corridor performance. Good practices of this corridor are:

- TEN-T consist of a clear system based on two pillars that separates ordinary transport investments (the comprehensive network) from priority investments (the core network);
- Priority investments are developed according of an underlying rationale, the nine corridors, which represent the most crucial transport routes in Europe;
- As laid down in the legal framework of TEN-T, TEN-T's governance institutions have high influence over its member states. This facilitates transport development for the 'common European good' rather than national oriented investments;
- To ensure effective development of the nine corridors, a dedicated corridor coordinator is appointed to each one of them. This shows how each level of transport policy may require an institution to coordinate all the actors involved and to ensure plans are transformed into action;
- There is an advanced system of monitoring the performance of TEN-T. Regularly published Whitepapers, annual published corridor action plans, the KPIs, the geographical information system TENtec and the statistical body EUROSTAT contribute to keeping TEN-T's objectives up-to-date. This self-monitoring system has led to a complete revision and more efficient TEN-T in 2013;
- The EU itself is an extremely sophisticated political system, governing its member states in many more domains other than transport. Before developing TEN-T, many governance institutions, such as decision making procedures, financing rules or the working principles of management bodies (like INEA) were already in place or could be based on previously established procedures;
- With the EU Parliament having indirect influence in TEN-T policy, there is a certain degree of democracy involved in TEN-T, making the content of TEN-T not merely the outcome of decisions made by high level politicians;

- TEN-T's transport projects are established based on the principle of co-funding, meaning there is a high incentive to incorporate all relevant stakeholders (national- and local governments, and private parties) as early in the governance process as possible.

SEETO has developed over time (after signing the MoU in 2004) into an established regional organisation with a well-functioning governance structure. SEETO proves that countries who share a history of internal disputes can successfully collaborate at a regional level. The common transport (corridor) agenda, which literally connects countries and share a joint ambition to be connected to the TEN-T, provides a strong basis for collaboration. A solid MoU and a clear institutional structure, with a concise yet effective secretariat, in parallel with well-developed governance aspects, such as a dedicated monitoring system, periodic reporting and a link to infrastructure financing, provides the basis for corridor governance in line with needs of the participating countries. Good practices of this corridor are:

- SEETO was established by members that did not have any extensive political cooperation project running between them. In this respect, the MoU from 2004 or the treaty from 2017 can be used by other organisations as a starting point for developing their own corridor. As many corridors operate based on a MoU, in particular the Transport Community Treaty may be useful if corridor organisations wish to elevate their corridor governance to the next level of integration;
- Upon looking at the content of SEETO's annual action plans, a gradual shift can be identified with respect to the nature of the proposed actions. Whereas in the initial stages, the focus was on implementing hard infrastructure investment and harmonized system of data collection, recent years saw the introduction of soft infrastructure oriented measurements, such as common maintenance programs or bilateral border crossing agreements. An explanation of this trend could be that hard infrastructure investments and good data quickly yield measurable results, whereas soft infrastructure effects are usually more indirect and visible in the long term. While quickly observable results are not always the most efficient transport interventions, they are helpful for gaining further support for developing the corridor;
- Support from an international organisation has been essential for SEETO's development. From the start, the EU, in collaboration with other organisations, has been a main driver behind SEETO's development. The EU can not only draw on its own experience with developing a regional transport policy, it also has the legitimacy of an independent partner.

The *Maputo Corridor Logistics Initiative (MCLI)* was established in 2004 by eight parties: MPDC (Maputo Port Development Company), MIPS (Mozambique International Port Services), TCM (Coal Terminal Matola), TRAC (Trans-Africa Concessions), MMC (Manganese Metal Company), TSB (sugar), TAL (Trans Africa Logistics), and later also the Department of Transport of South Africa, which joined MCLI in 2006. The majority of the founders were private sector investors, service providers and cargo owners operating along the corridor. The funding of MCLI is guaranteed via annual contributions from its members; efforts are made to further strengthen the revenue base and develop additional services. The corridor provides a strong example in which private sector representatives have joined forces to organise corridor governance. Good practices of this corridor are:

- The MCLI is based on a collaboration between public and private partners; with infrastructure investors, service providers and users included, all focused on the promotion and further development of the Maputo Corridor;

- The MCLI provides a strong example where a number of corridor founders, which were predominantly representatives from the private sector, have created a successful initiative towards developing a transport corridor, with obvious broader socio-economic impact, and is based on strong international collaboration, including Mozambique, Swaziland and South Africa.

The *Northern Corridor Transit and Transport Agreement* (NCTTA) provides a very strong legal basis, as a treaty coupled with 11 protocols. These 11 Protocols on strategic areas for regional cooperation are relating to: Maritime Port Facilities, Routes and Facilities, Customs Controls and Operations, Documentation and Procedures, Transport of Goods by Rail, Transport of Goods by Road, Inland Waterways Transport of Goods, Transport by Pipeline, Multimodal Transport of Goods, Handling of Dangerous Goods and Measures of Facilitation for Transit Agencies, Traders and Employees. The institution responsible for the management of the Northern Corridor is the *Northern Corridor Transit and Transport Coordination Authority* (NCTTCA). The NCTTCA has been mandated by the Member States to oversee the implementation of the agreement, to monitor its performance and to transform the Northern trade route into an economic development corridor and making the corridor a seamless, efficient, smart and green corridor. NCTTA obtains financial contributions from contracting parties and donor agencies, and also exerts a levy on goods loaded or unloaded at Mombasa Port or on goods leaving or entering any customs post. This makes NCTTA financially more sustainable than most other international corridor governance and management institutions. Therefore, it must account for its activities. In 2012, the Northern Transport Observatory was launched, which monitors and reports regularly on the performance of the Northern Corridor. The way information about the Northern Corridor and NVTTA is disseminated through an accessible website is a good example for other corridor management institutions. Good practices of this corridor are:

- The Norther Corridor has created a strong legal basis (through the Northern Corridor Transit and Transport Agreement), which established the foundation for regional cooperation among the Member States on matters to do with transit transport. This includes customs control; documentation and procedures; as well as the development of infrastructure and facilities relating to sea ports, inland ports and waterways, roads, railways, pipelines and border posts;
- An organisation (NCTTA) has been mandated by the Member States to oversee the implementation of the agreement and to monitor its performance. The performance monitoring can be seen as a strong asset, notably through the establishment of the Northern Transport Observatory;
- The NCTTA has a strong financial basis, with multiple funding sources, including user levies;
- The way information about the Northern Corridor and NCTTA is disseminated through an accessible website is a good example for other corridor management institutions;
- The institutionalisation of Joint Border Committees along the Northern Corridor.

The *Abidjan-Lagos Corridor* (ALC) and the matching organisation (ALCO) were established in 2002 on a project basis funded by the World Bank. Its main goal was to prevent the spread of HIV/AIDS in the field of transport. Later other objectives have been defined, such as cross border trade facilitation and reducing waiting times at border crossings as well as improving road safety along the corridor. Some major developments have been made in de last years when the five Participating Member States (PMS) started to work together on a large scale infrastructure project, the Abidjan-Lagos Highway financed through the African Development Bank. Although only one major project is planned, this development is a major step forward as the Member States agreed upon a legal basis and the establishment of a dedicated corridor secretariat (ALCoMA), which paves the way for many more projects to come. The

establishment of ALCoMA foresees that after the end of the support of the African Development Bank, which includes financing of one-year of operations of ALCoMA, the Participating Member Countries (PMC) through ECOWAS will take full responsibility for the long-term financing of its operations from other resources. One of the main operational challenges for ALC in the coming years is to harmonize technical standards. Good practices of this corridor are:

- Similar to SEETO and TRACECA, international organisations played a decisive role in the establishment of the corridor. This once more showcases the importance of having an international organisation facilitating the development process;
- Moreover, the project-based approach of ALC is an example of how to develop a corridor from the bottom up rather than the top-down approach used in, for example, the UNESCAP corridors, TEN-T, TRACECA and SEETO. Instead of defining a broad range of objectives, ALC starts bottom up, creating institutions that facilitate one specific project, leaving open the possibility of expending the institutions in the future. In particular for the initial stages of corridor development, it should be kept in mind that establishing the right governance is not only about creating governance institutions for the sake of creating institutions. The governance model should fit with the objectives and ambition of the members.

In the absence of a regional corridor governance body, the *Government of Jordan* has actively pursued corridor governance aspects at a national level, notably through an institutional set-up, which was created with support of an EU TTF support programme. This institutional structure includes the national committee (NCTTF), the secretariat (ESTTF) and the technical committee (TCTTF). Supported by the combined efforts of these bodies, several corridor governance domains have effectively been implemented. Crucial in this process is political support, coming from the Government of Jordan that has made TTF a priority. This is reflected in the National Transport Strategy, which incorporates a great number of relevant TTF elements. The void of regional legal arrangements has resulted in an extensive series of MoUs signed with neighbouring countries, contributing to harmonisation of regulations, standards and procedures. It should be noted however that making such arrangements on a sustainable basis is a challenging process. In the institutional structure, there is ample opportunity for broad stakeholder involvement, including the relevant ministries and departments/commissions, local authorities and private sector. The use of the corridors in relation to all these stakeholders is actively promoted. It should be noted that on a regular basis (2015, 2017) regional conferences are organised to which countries from the region are invited, facilitating regional collaboration where possible. Dedicated studies and capacity building activities have been organised to improve TTF capacity in Jordan. Good practices of this corridor are presented below:

- The Government of Jordan has actively pursued the development of trade and transport facilitation and development of its transport corridors. In the absence of a regional corridor governance body, a national institutional structure has been developed with a broader regional development ambition, connecting Jordan to its neighbouring countries. This process is supported by a series of multilateral and bilateral agreements;
- Corridor promotion and stakeholder consultation is actively promoting by organising a series of events, including periodic regional workshops, also including neighbouring countries.

The *UNESCAP Central Corridor*, jointly developed with two other Eurasian Corridors, is a continuation of the implementation of various transport initiatives by UNESCAP. By establishing a governance platform on the corridor level, strategic transport planning in the Asian Pacific is elevated to the next level of integration. While there is huge potential for the Central Corridor, it is unclear whether this

potential can be translated to concrete action and policy reform. Currently the Central Corridor is still in the knowledge exchange phase and a long road is still ahead. The corridor objectives are based on extensive research and well grounded, but aligning views and actions of nations is another challenge, especially since the corridor is so large. Significant effort is required by international institutions, with UNESCAP in the lead, to push the developments for the Central Corridor. Good practices of this corridor are presented below:

- With UNESCAP being its main driver, the Central Corridor has support of an international institution that has longstanding experience in interacting with actors in the region. At the same time, UNESCAP has the legitimacy of being an independent partner;
- The Central Corridor is being developed adjacent to UNESCAP's Northern Corridor and UNESCAP's Southern Corridor, with the intention to apply the same MoU and erect the same governance institution to each corridor. This makes corridor development efficient, while also indicating that governance principles are to same extent transferable between corridors;
- The UNESCAP corridor is rooted in extensive transport research. The objectives of each corridor is based on decade long transport analysis undertaken by UNESCAP.

ASEAN has a very strong legal framework and the ASEAN Charter, which entered into force in 2008 and was renewed in 2016, provides binding rules and regulations for the ASEAN Member States. This process was reinforced by the establishment of the ASEAN Economic Community (AEC) in 2015, which was an important step towards further regional economic integration. The major problem of ASEAN however is the reality that few ASEAN Member States have transposed the ASEAN Charter, the constitution of the ASEAN Economic Community, the ASEAN Strategic Plans, and the ASEAN Master Plans into national legislation. National legislation in the Member States of ASEAN is often still in contradiction with ASEAN rules and regulations; and if national legislation is harmonized, enforcement of this legislation is often lacking as well. The positive aspect is that in ASEAN the legal and regulatory framework is conducive for regional integration, improvement of connectivity and international governance and management of economic and transport corridors, with an emphasis on improving maritime connectivity. This later is an important pillar in the ASEAN community as it addresses not only regional economic development issues, but also international, regional and national safety and security on the oceans, seas and rivers in the ASEAN community. Good practices of this corridor are presented below:

- The strong foundation for regional cooperation, provided by ASEAN, with a clear policy (ASEAN Connectivity 2025) and legal basis;
- The alignment of national initiatives (Indonesian Sea Toll Road project) and regional interventions (ASEAN Master Plan on Connectivity) as complementary and reinforcing activities. Both initiatives are linked to the Maritime Silk Road, as part of China's Belt and Road Initiative.

Despite a withdrawal of funding by the EU, the *TRACECA* programme can still build on a strong basis in Central Eurasia for joint development of the transport sector. The gains are well laid out in the most recently developed multi-annual LOGMOS Action Plan (2014), which was adopted as the strategic document for TRACECA for the period of 2016-2026. Recommendations are specifically made for improving the corridor governance infrastructure, which is conceived to be vital for further corridor development. Measures relate to each of the seven governance domains and include more private sector involvement, corridor branding and other promotional activities, training of TRACECA officials and more. Expending the institutional infrastructure in terms of resources and more political power is

the cornerstone for further corridor development. One way to move forward is to expand the legal foundation of TRACECA as to commit member states to carry through reforms. As the TRACECA countries are highly different in terms of culture, history and political culture, a strategy could be to favour regional or bilateral treaties over corridor wide agreements. Such regional agreements includes member states that are located in geographical proximity to each other and which have rather similar political systems. Once a set of measures has been implemented successfully regionally, they may be spread across the whole region. Good practices of this corridor are presented below:

- The EU was the main driver behind the establishment of the corridor, providing knowledge and resources. This showcases that value of incorporating international organisations the development process of the corridor;
- With respect to its legal framework, TRACECA is marked by a series of legal agreements for which the member can decide individually whether to sign it or not.

Based on the above, it can be concluded that there is no one-size-fits-all governance level. Indeed, setting up a corridor governance system is dynamic and situational, depending on local and regional circumstances. Having said that, lessons can be learned from each of the the case studies, as presented above.

Recommendations towards improving governance of transport corridors

General recommendations

The governance framework enables us to describe each corridor along two dimensions: (i) the topics that are covered in the governance of a corridor and (ii) the depth of these topics. Moreover, if each corridor is inserted in the framework, it can operate as a benchmarking tool to identify areas upon which to improve the corridor. The assumption here is that the higher the degree of integration between the corridor participants, the more efficient transport flows along the corridor. Of course, this depends on political will and the ambition of policy makers and business representatives. In general, if corridor managers seek to improve the performance of a corridor, the framework can be used to identify specific topics to address to improve the governance of a corridor. Transcending the framework, the following recommendations have been identified which are independent of the transport corridor governance level.

First, the general rule is that *the governance domains should be developed in harmony with each other*. Ambitious objectives without a strong legal basis to commit the members to carry through reforms (including sanctions in case of non-compliance) makes it difficult to achieve reform-demanding objectives. Widespread corridor promotion without a performance monitoring system and data to justify investments in the corridor makes it difficult to convince potential investors and other stakeholders. In other words, if the governance domains are developed according to the governance level of the whole corridor, they are complementing to each other. Typically, once all domains are brought into balance, evolution to a deeper form of integration is worthwhile.

Second, it was observed that *international organisations played a key role in carrying forward corridor development, especially in getting the process of the ground*. With the Abidjan-Lagos Corridor (ALC), the World Bank played a key role in initiating the corridor and the support of AfDB and ECOWAS supported further progress. Both for SEETO and notably TRACECA, the EU had a prominent role in bringing together the member states, negotiating the legal framework, commissioning studies, hosting training sessions and more. For the Eurasian Central Corridor, UNESCAP is playing a similar role by publishing strategic documents and performance studies to justify the establishment of governance institution on

a corridor level. The independent nature of such an institution facilitates the communication between countries. The initial efforts of international organisations are required to convince the member states of the merits of joint corridor development. For TRACECA, the EU withdrew funding for the corridor secretariat. But after already a decade of cooperating, the member states found enough common ground to continue in joint corridor governance.

Third, *the establishment of a corridor secretariat significantly speeds up the development of a corridor*.

The main objectives are discussed during ministerial meetings and steering committees – but a separate institution is required to facilitate the surrounding process. A corridor secretariat takes up tasks such as preparing meetings, ensuring communication between nations is maintained and transforming the objectives discussed by national transport representatives into action, essentially functioning as the glue between the member states. When the corridor is maturing, the corridor secretariat may be expanded with a technical assistance team.

Fourth, *developing a sound legal basis is crucial for plans to be converted into actions*. The corridor only works smooth if transport systems are coordinated between the member states. Domestic reforms are difficult to justify when there is little guarantee that neighbouring countries will adjust their transport system as well.

Specific recommendations focused on governance level

What follows is that four corridor governance levels can be identified, one for each level of integration. Each governance level requires different actions to be undertaken. Again, the four levels are not a one-size-fits all policy solution. What is proposed is that that a corridor manager should develop the corridor domains in a balanced way. This does not imply that corridor governance should focus on only one domain. On the contrary, transforming a topic into action takes time, and each topic should be discussed on a regular basis to assess its actuality and effectivity. For example, negotiations to carry the legal framework of SEETO to the next level already started in 2007, only three years after signing the MoU, but the new treaty was signed by the participants a decade later in 2017. The four governance levels or stages indicate a certain urgency concerning the development of a corridor:

1. *Information exchange*: this stage centres around finding common ground between the participants. Various rounds of expert group meetings are organized to identify shared objectives and to agree on the content of the first legal framework. Ideally, all topics, including the less obvious ones like promotion, performance monitoring systems and capacity building strategies, are discussed to sufficient extent;
2. *Cooperation*: while broad objectives are agreed upon in the previous stage, the cooperation level centres around the question how each domain will be translated into concrete action. The general principle is that the corridor is developed separately within each national context. The first joint infrastructure projects are realized, but usually there is too little support to leverage corridor plans over national plans. The function of the secretariat is to maintain the dialogue between all national contexts;
3. *Collaboration*: in the collaboration stage, each governance topic is developed on the corridor level to some extent. The participants are convinced of the added value of corridor development and have made available substantial resources and power to the corridor management. Now there are many joint projects, also including soft infrastructure measurements, joint project management with prioritization methodology, performance monitoring system for corridor management, various means of promotion, stake holder consultation systems and more;

4. *Integration*: in the integration stage, the corridor management has significant power over the participants to develop the corridor. Each governance domain reached maturity and the main objective for the corridor management now is to ensure the actuality and effectiveness the actions undertaken for of each governance domain. In this stage, TEN-T erected an additional governance institution by appointing a corridor coordinator to nine priority routes along the whole network.

Recommendations for the seven governance domains per governance level can be presented in for each of the four corridor levels, showing that specific recommendations depend on the governance level and objectives of the corridor. It is recommended to make use of good practices and lessons learned from existing corridors, as presented above, when moving along the governance framework. For example, currently the MoU of SEETO is used as a best practice for developing a MoU for the UNESCAP corridors. TEN-T, being the world's most advanced corridor, provides a strong basis for best practices.

SECTION 1: FRAMEWORK FOR GOVERNANCE OF TRANSPORT CORRIDOR

1 Introduction

The Standing Committee for Economic and Commercial Cooperation of the Organisation of Islamic Cooperation (COMCEC) has initiated a study on governance of transport corridors. This study builds on the recently completed study COMCEC study on Improving Transnational Transport Corridors In the OIC Member Countries: Concepts and Cases (COMCEC, 2017). The following chapter introduces the topic of governance of transport corridors, and the importance thereof, and presents the objectives and methodology of the study, as well as the structure of this report.

1.1 Governance of transport corridors

Developing transport corridors is not a new phenomenon; in fact, transport corridors have a long history, with the ancient Silk Route as an outstanding example. Notwithstanding the long history, nowadays, there is a strong interest in developing transport corridors, especially in the light of trade facilitation. There are good reasons to do so. Trade is one of the indispensable engines of growth, contributing to economic development and poverty reduction in poorer countries by creating job opportunities and promoting competition.

A number of recent and ongoing initiatives reflect the importance of trade and transport facilitation. The World Bank, for example, has developed a vast amount of initiatives in its *Trade and Transport Facilitation Facility*, as reflected in the report Unlocking Trade for Low-Income Countries: Report of the Trade Facilitation Facility (World Bank, 2015). Also, the establishment of a great number of *National Trade and Transport Facilitation Committees* (NTTFC): supported by amongst others the UN Regional Commissions and UNCTAD, can be seen in the light of the importance given to trade and transport corridors[3]. Furthermore, the Asian Development Bank (ADB) *Central Asia Regional Economic Cooperation* (CAREC) Programme places strong emphasis on developing transport corridors. This is also the case for the recently launched *Eurasian Transport Corridors*, being developed under initiative of the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP)[4]. These UNESCAP corridors are in line with the *One Belt One Road (OBOR)* initiative, a development strategy proposed by Chinese Government that focuses on connectivity and cooperation between Eurasian countries. COMCEC has also recognised the importance of transport corridors, which has resulted in the recently completed and above-mentioned study on Improving Transnational Transport Corridors.

Most of the above-mentioned initiatives acknowledge the fact that trade and transport facilitation and corridor development needs to be a combination of infrastructure investment and a range of softer activities. This combination of hard (infrastructure) and soft measures is reflected by the reasons mentioned by the World Bank (World Bank, 2014) for developing a corridor approach, as presented below:

- It is critical to provide landlocked countries in particular with *basic access* to maritime ports for their overseas trade;
- Regional integration improves the *growth prospects* of middle- and low-income countries, especially landlocked countries. Transport corridors provide a visible and direct opportunity to bring about *regional integration*;

[3] See: https://www.unece.org/cefact/nat_bodies.html.
[4] See Section 6.1 (Central Corridor) of this report.

- *Regulatory and other constraints* to trade facilitation attain practical relevance at the corridor level, enabling the design of appropriate interventions;
- Corridors provide a *spatial framework for organizing cooperation and collaboration* between countries and public and private sector agencies involved in providing trade and transport infrastructure and services.

Trade and regional integration, supported by the development of transport corridors, is relevant for the *OIC member countries*. The recently completed COMCEC study indicates that:

- With a population of more than 1.7 billion, OIC Member States account for more than 23% of world population. OIC countries have a relatively high and growing market potential. Much of the increase in the market potential of OIC countries is also due to the increase in intra-OIC market potential;
- The OIC transport corridors are characterized by many non-physical barriers, such as unofficial payments (corruption) and cumbersome border crossing. Low intra trade also characterizes the OIC transport corridors. The average is less than 10% of the total trade, while this figure is 50-60% in the EU where many successful transport corridors are situated.

The above shows the potential for trade and transport facilitation and corridor development in OIC member countries, as well as (some of) the constraints.

Governance is a critical success factor for developing transport corridors and facilitating trade and transport. The above-mentioned combination of hard and soft measures is directly linked to corridor governance. The complexity of corridor governance, with specific functions and domains, is addressed in the next chapter, together with the link between transport corridors and governance.

Rationale for this study

COMCEC is fully aware of the importance of corridor governance and the impact on developing successful transport corridors. Although the importance of corridor governance is widely recognised, limited information is available on the concept of corridor governance. Therefore, COMCEC has decided on launching a study dedicated to this subject. The project will help OIC member countries to enhance their performance on transport corridor governance, as defined in the objectives of this study, which are presented below.

1.2 Objective of the project

Main objective

The main objective of this study is to *establish a conceptual foundation of the governance of multinational transport corridors in the OIC Member States*.

The outcome of this study is a comprehensive but concise overview of current governance practices of multinational transport corridors in the OIC Member Countries, highlighting crucial issues and challenges which OIC countries are currently facing, and recommendations outlining how these issues can be addressed by the various players.

Specific objectives

Based on the above-mentioned main objective the specific objectives of the study are as followings:

1. To *identify the basic concepts of the governance* of transnational transport corridors, their role in enhancing the corridor performance, and factors affecting their success;

2. To *investigate the major and successful governance practices* regarding transnational transport corridors (outside the OIC geography);
3. To *describe the general situation related to the governance of multinational transport corridors in the OIC Member Countries* and to analyse the governance experience of the selected six multinational transport corridors in the OIC Member Countries in detail as case studies;
4. To *propose recommendations for enhancing better governance practices* for multinational transport corridors among OIC Member States.

1.3 Methodological approach

The methodological approach for the study is built on two distinct phases, i.e. the data collection and the synthesis phase. The data collection phase consists of literature review, surveys and field visits and the synthesis phase consists of drafting conclusions and recommendations and the presentation of results. More information on the methodological approach is presented in Annex 2.

Desk research provides the ingredients for developing a framework for governance of transport corridors, based on international best practices. Results are presented in Chapter 2. Desk research also includes a review of governance of transport corridors in OIC member countries. The *survey* has used initial results from desk research, as defined above, and has formed an important tool in gathering input form stakeholders, primarily form a national perspective of corridor governance. Results of desk research and the survey are presented jointly in Chapter 4, with details presented in Annex 3 and 4.

A total of seven *case studies* have been selected and four *country visits* have been carried out. The case study corridors and countries visited are presented in Table 1.1. The case studies are organised in line with the three governance levels (corridor level, regional level, national level) that are defined in the Trade and Transport Corridor Management Toolkit (World Bank, 2014).

Table 1.1 Selected corridors for case studies and country visits

Corridor governance level	Africa region	Arab region	Asia region
Corridor level	• Maputo Development Corridor; • Northern Transport Transit Corridor; • Abidjan-Lagos Corridor Organization (ALCO).		• TRACECA.
Regional level			• UN-ESCAP – Central Corridor; • ASEAN maritime corridor.
National level		• Jordan Transit Corrido, as part of UN-ESCWA priority corridors (M40).	
Country visit	• Maputo, Mozambique.	• Amman, Jordan; • Baku, Azerbaijan.	• Kazakhstan.

Source: Ecorys.

In the *synthesis phase*, the data collection results are analysed and project findings are reported. The synthesis is presented in terms of conclusions and recommendations.

1.4 Contents of this report

Three sections can be distinguished in this report, as illustrated below.

Section 1: Governance of Transport Corridors: status, trends and conceptual framework
Besides this introduction (Chapter 1), Section 1 addresses the concepts of the governance of transport corridors, including a conceptual framework (Chapter 2); and best practices in governance of transport corridors (Chapter 3).

Section 2: Governance of Transport Corridors in OIC member countries
This section deals with governance of transport corridors in OIC member countries and presents the results of desk research and the results of the survey (Chapter 4) and the results of the case studies, presented per regional group (African, Arab, Asian,) in Chapters 5-7.

Section 3: Conclusions and recommendations
The section concludes the report by presenting conclusions and recommendations (Chapter 8).

2 Transport Corridor Governance: Concepts and Framework

2.1 Definition and concepts

Transport corridors

From a spatial perspective, corridors refer to a geographical band linking two or more economic hubs by transport infrastructure and flows of various modes of transport (Rodrique et al. 2006). However, such a definition from a geographic point of view does not fully explain why the notion of corridors has gained so much attention by policy makes all over the world. It is the interrelatedness between corridors and regional, economic, social or political development that makes corridor governance a useful exercise.

For that reason, others have defined corridors from a more holistic perspective, using terms such as development corridor, transit trade corridor (Hope & Sox, 2015) or economic corridor (Uberoi, 2014). For Uberoi (2014, p. 6, 7), an economic corridor refers to "infrastructure – soft and hard – that helps facilitate national and/or regional economic activities. Beyond this, it implies linear connectivity along a physical transportation artery, such as a road, rail line or waterway within a defined space or location, linking various nodes of production, distribution and consumption, and supported by programmes, policies, institutions and agreements that facilitate cooperation between the economic clusters along the corridor route". The trade angle is emphasized in the Trade and Transport Corridor Management Toolkit (World Bank, 2014), which introduces the concept of a trade and transport corridor, defined as a coordinated bundle of transport and logistics infrastructure and services that facilitates trade and transport flows between major centres of economic activity.

The necessity of approaching corridors from a policy perspective, as well as the fact the corridors are not limited to national boundaries, is crucial for the development of corridors. The recently completed COMCEC initiated study on Improving Transnational Transport Corridors in the OIC Member Countries: Concepts and Cases (COMCEC, 2017), acknowledges this and defines corridors as lines of concentration of socio economic activity that connect two or more sovereign countries. Multi-national transport corridors are viewed in a context of agreements between states facilitating trade through infrastructure investments and development of commercial services for moving freight.

Governance and management

A national or regional body, constituted by the public or private sector or a combination of the two, typically governs a transport corridor. The governance of the transport corridor is a critical aspect of the functioning of the transport corridor, which is recognized by COMCEC and has resulted in this study, aimed at establishing a conceptual foundation of the governance of multinational transport corridors in the OIC Member States[5].

The concepts of governance and management of transport corridors in this study are defined in the following way:

- *Governance* deals with doing the right things and concentrates on high-level decision-making process, primarily setting strategic directions;
- *Management* concentrates on doing things right and concentrates on day-to-day administration and implementing the systems of governance.

[5] This to build on the results of the work that has been carried out on transport corridors by COMCEC recently.

As such, governance and management are closely related elements. When referring to governance in this study, the management aspects are often incorporated. For example, in the case of a corridor secretariat managing day-to-day transport corridor functions.

Corridors and governance

Although the policy dimension of corridors is widely acknowledged, there is little known on how corridors are to be governed, especially for corridors that cross borders. In 2003, Priemus and Zonneveld already noted institutional fragmentation is a major problem in the development of corridors. A decade later, Witte et al. (2013) conclude little progress has been made towards developing a fitting governance structure for transnational corridors. Outside the European continent, Srivastava (2011, p.1), reporting to the Asian Development Bank, suggests a similar situation:

> "While regional cooperation initiatives have clearly recognized development of regional corridors as central to enhancing their effectiveness and impact, the **discussion of corridor development is often characterized by fairly general formulations that are frequently difficult to pin down in terms of content or implications.** […] the corridors are expected to evolve into various stages through improvements in trade facilitation and provision of logistical services**, but this transformative process is not informed by any explicit framework. The absence of a coherent framework is further intensified by the fact that regional corridor development intrinsically encompasses a broad spectrum of activities and stakeholders**."

It is fair to conclude that a framework for the governance of transport corridors is largely absent from literature, although the subject is addressed in the Trade and Transport Corridor Management Toolkit by Kunaka and Carruthers (2014). As an illustration, this toolkit presents an overview of different types of corridor governance bodies, as shown in Table 2.1. Examples of corridors are included in the table, which also reflect our selection of case studies included in this project, both at OIC and non OIC level.

Table 2.1 Type of corridor governance bodies

Level	Description of characteristics
Regional	Where a network of trade routes exists, it may not be feasible for each corridor to have a separate management structure. Instead, decision making is entrusted to a regional entity with oversight of all corridors. Typically, the regional body has a planning and monitoring role rather than a detailed management one. Corridor interventions are left to national players. In each country, responsibility is assigned to one ministry or to a multidisciplinary structure composed of line ministries, public agencies, and the private sector. Examples: TEN-T, CAREC, SEETO, UN UN-ESCWA/ESCAP, TRACECA.
National	Corridor management is typically the responsibility of a national trade facilitation committee, which brings together public and private sector stakeholders concerned with international trade who serve as champions for change. These actors have the incentive to create, step by step, more constructive working relations with border control agencies and to join with them in seeking durable solutions. Examples: Jordan National Committee for Trade and Transport Facilitation, Bangladesh National Trade and Transport Facilitation Committee.
Corridor	A single corridor structure reflects a need to concentrate on improving very specific trade routes, usually routes serving landlocked countries. Different models exist[6]: • **Government-led arrangements.** In most instances, governments take the lead in corridor development and cooperation. Their role reflects both the international nature of corridors and the weakness of the private sector in collaborating and

[6] A combination of the mentioned levels is also possible, for example an arrangement consisting of public and private partners.

Level	Description of characteristics
	working across borders. Example: Northern Corridor Transit Transport Coordination Authority (NCTTCA); • **Private sector–led arrangements.** The private sector or autonomous state-owned enterprises may consider it necessary to exploit the corridor approach to develop business by growing volumes to support further investment or to create sufficient mass to advocate for the resolution of operational constraints. Example: Maputo Corridor Logistics Initiative (MCLI); • **Project-based corridor arrangements.** The management of a corridor is linked to the implementation of a project, which can trigger setting up initial structures, which may sustain over time. Example: The Abidjan-Lagos Corridor Organization (ALCO).

Source: World Bank.

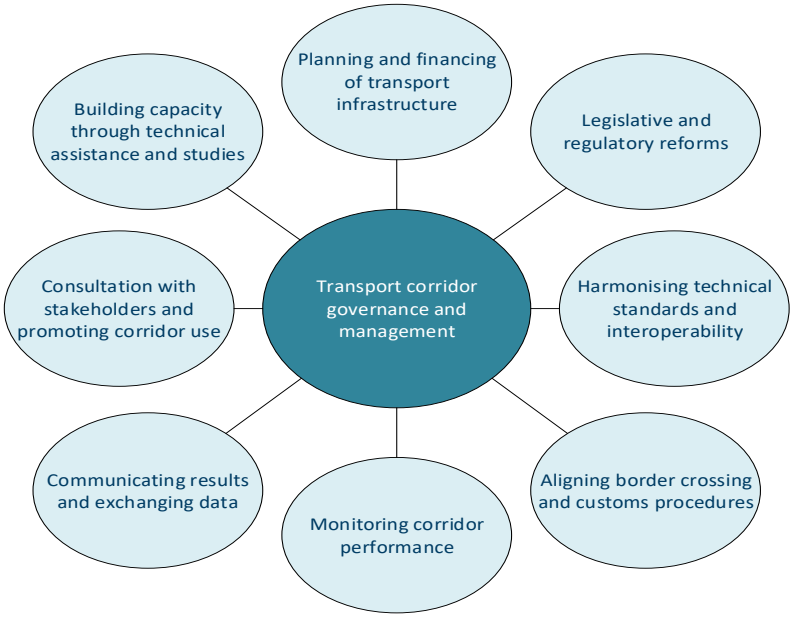
Kunaka and Carruthers (2014) note that international corridors can be governed at a regional level, in which case a corridor is merely an aspect in the grand regional transport plan; or at a corridor level, where the corridor is the spatial scale for which the governing body is responsible. The authors mention the legal and organisational dimension of corridor governance, but mainly focus on the planning of a corridor and only briefly touch upon the governance aspect.

Functions of transport corridor governance

Most literature on corridor governance uses the same focus as the above-mentioned toolkit, i.e. focus on what corridor policy should be, instead of how policy is established in the first place. An exception is Arnold (2006), who presents the following corridor management activities: planning, financing, legislation, regulation, operation, monitoring and promotion. Following Arnold (2006), we aim to use a framework for analysing the governance of corridors in OIC member countries. The framework is built upon the literature on corridor governance (as presented in Annex 1), and available empirical accounts from existing corridors.

Towards developing a conceptual framework for transport corridor governance, a number of functions and activities can be identified. This has resulted in the definition of eight transport corridor governance functions, presented in Figure 2.1.

Figure 2.1 Functions of transport corridor governance

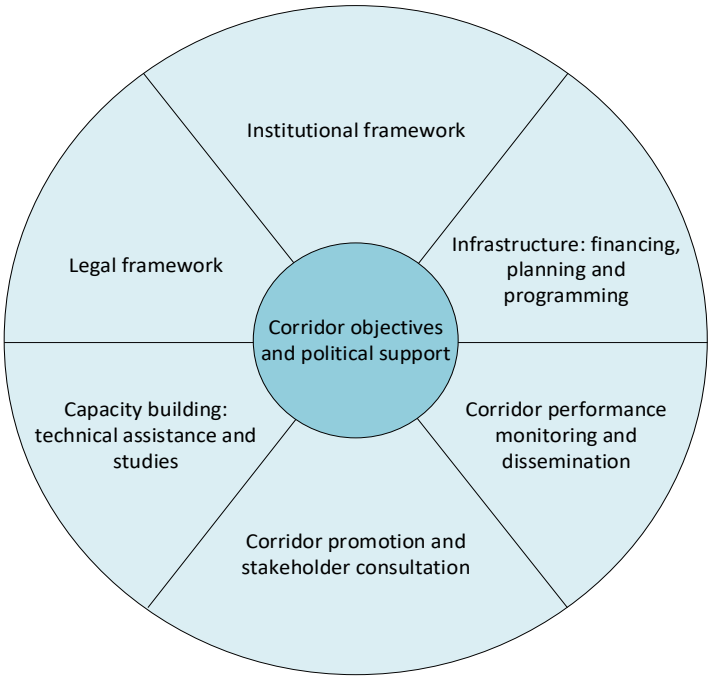


Source: consortium.

2.2 Conceptual framework of governance of transport corridors

Section 2.1 indicates that transport corridor governance is a broad subject, covering multiple aspects, as shown in the above-mentioned corridor governance functions. In addition, various types of governance bodies exist, all pursuing corridor related objectives. To be able to assess the functioning of a corridor, and more specifically the governance thereof, a conceptual framework has been developed. Figure 2.2 presents the elements of the conceptual framework, illustrating that the corridor objectives and political support are at the heart of the framework and an additional six governance domains are defined. The seven governance domains are briefly presented below and will be used for reviewing the governance of the corridors, either at an international level (Chapter 3) or at an OIC level (Section 2).

Figure 2.2 Transport governance conceptual framework



Source: consortium.

2.2.1 Corridor objectives and political support

Objectives of transport corridors

Defining a clear objective is pivotal for the development of the corridor. Each corridor revolves around a central objective: what goal do the stakeholders want to reach with the development of the transport corridor? Each of the other six components making up the corridor governance system are geared towards reaching this objective. The legal framework is set up to create binding incentives to reach the objectives, an institutional framework is installed to facilitate the stakeholders to reach their aim, performance is monitored to ensure efficient corridor development and so on. A clear definition of what the participants aim for is the foundation that determines the shape of all other domains of corridor governance.

Before establishing a corridor, participating nations need to find common ground on which to develop a corridor. Kunaka and Carruthers (2014) advocate the execution of a corridor diagnostic to determine

current corridor performance, identify bottlenecks and define room for improvements. However, in many cases, the initial objectives are not so clearly defined, nor are they based on advanced analytical performance techniques. A detailed corridor performance assessment could be performed in later stages when objectives are defined in the specific. Yet, data on corridor performance can be used to gain support from a variety of stakeholders in the early stages leading up to the first agreement.

As transport is such an intrinsic part of the functioning of society, objectives often go beyond the transport system itself. Transport infrastructure connects regions, economic activities and people. Table 2.2 shows the various secondary objectives related to social, political, environmental and economic issues that can be achieved when developing transport systems.

Table 2.2 Secondary objectives related to the development of transport systems

Dimension	Objectives
Social	• Facilitating access to social services such as welfare or healthcare by increasing the mobility of people; • Contributing to food security in Africa (Kuhlmann, Sechler & Guinan, 2011); • Social cohesion in EU (Aparicio, 2017).
Political	• Governments can achieve political goals through transport, such as job creation, regional development, or the creation of a channel for political dialogue between nations; • Establish political dialogue in the Western Balkan (SEETO).
Environmental	• Transport has a significant impact on environmental issues related to public health, noise pollution and water and air quality.
Economic	• Transport facilitates the growth of economic activities and the economic competitiveness of the participants.

Source: based on Rodrigue, Comtois, & Slack (2006).

Transport corridors are included in national strategies and plans

Objectives are defined during the knowledge exchange phase, in which the various stakeholders get together and identify a common interest regarding the development of the transport system. Once the stakeholders find consensus, the process of drafting an agreement begins. Such agreements differ in terms ambition and extent to which they are binding, and may range from a Memorandum of Understanding (MoU), intending a common line of action without legal commitment by its signees, to international treaties regarding various commitments and requiring domestic authorization. Each of the seven corridor governance aspects may be included in the agreement to varying levels of detail.

Hence, the extent to which the plans on corridor development are incorporated in national strategies depends on the arrangements between the nations. MoUs are not binding, and merely indicate a willingness to do something. There are no consequences for non-compliance. Treaties on the other hand are binding and need to be incorporated in national strategies. The ambition outlined in the objectives determines the scope and depth of the rest of the governance aspects.

2.2.2 Legal framework

Legal basis

Once there is a consensus between the different stakeholders on the objectives and management of the corridor, the process of creating a legal basis begins. Legal instruments are binding (to various degrees) and commits countries to carry through transport reforms. The legal framework takes form as an agreement between the participants, defined by Kunaka and Carruthers (2014, p. 74) as:

> An agreement refers to any form of document, binding or not, that reflects the willingness and commitment of the parties concerned by the development of the corridor and endorsed by them, including a memorandum of understanding, a convention, a treaty, or other types of agreements.

Such agreements typically cover the overall strategic perspective of the corridor in various levels of detail, as well as any institutional arrangements and the working principles and financing thereof, but can also extend into specifics, such as sanctions in case of non-compliance, prioritisation systems or sustainability goals. The commitment and willingness by the members to reach a common objective is expressed through the depth of the legal framework. Examples of legal corridor arrangement are presented in Table 2.3.

Table 2.3 Types of legal agreements used in corridors

Agreement[7]	Extent to which the agreement is binding	Examples
Memorandum of Understanding (MoU)	Expresses a willingness to cooperate, but is not binding. No consequences for non-compliance, unless explicitly mentioned	SEETO
Treaty - regulation	Content of a treaty is legally binding	TEN-T corridors

Source: consortium.

As indicated above, an agreement between the members can cover all seven governance domains to various levels of detail. An example of the structure of a MoU is presented in Table 2.4, based on the SEETO MoU.[8]

Table 2.4 Example of the content of a MoU

Content of draft MoU
1. Aim; 2. Definition of the Network; 3. Planning and financing of investments of transport infrastructure; 4. Studies; 5. Exchange of information; 6. Technical standards and interoperability; 7. Border crossing and customs operation; 8. Framework for participation of economic and social partners; 9. Ministerial meetings; 10. Steering committee; 11. Implementation.

Source: MoU SEETO.

The development of a corridor does not necessarily have to precede the establishment of an agreement between the participants. Plans for corridor development could be incorporated in existing treaties (e.g. Pakistan & Afghanistan or Chile & Bolivia), or be established by an already existing legal framework. For example, for TEN-T, various agreements among the EU member states already existed before a common transport policy was agreed upon. Legal instruments laying down the principles of how the various EU bodies are to be governed were already in place and were used to set up a common transport policy.

Harmonization and mutual recognition between members

Another legal dimension of corridor governance relates to the compatibility of legal systems between the members. Legal harmonization helps to simplify trade processes required for a smooth transport

[7] Note that with any agreement, the extent to which it is binding depends on what is explicitly mentioned in the agreement e.g. a MoU is binding if not explicitly mentioned that it is *not* binding. However, such a section is usually included in a MoU.

[8] See http://www.seetoint.org/library/strategic-documents/.

system. In international trade, a distinction is made between trade tariffs, such as import and export taxes, and non-tariff barriers to trade. The latter refers to any other trade obstacle not related import/export duties, such as licenses, quotas, custom delays, technical barriers, or any differences in procedures, certificates, inspections and licenses. Increasingly, economic gains in international trade are made by harmonizing non-tariff barriers to trade.

It is therefore not surprising that many objectives laid down in existing corridor agreements deal with the harmonisation of legislation between its members. Railway interoperability, reducing border delays such as the one-stop shop governance concept and a mutual recognition of each other's certificates, licenses and inspections significantly reduces transportation time and enhances corridor performance. A harmonisation of legal systems is a prerequisite for a smooth functioning of the corridor. Using pre-existing international standards as guidelines facilitates the connection between the corridors with other transport systems. With respect to SEETO, non-binding goals are set out in multi-annual action plans. The members themselves work together to implement soft-measure bilaterally, as for example Macedonia and Bosnia Herzegovina have recently agreed upon the mutual recognition and exchange of drivers' licences.

2.2.3 Institutional framework

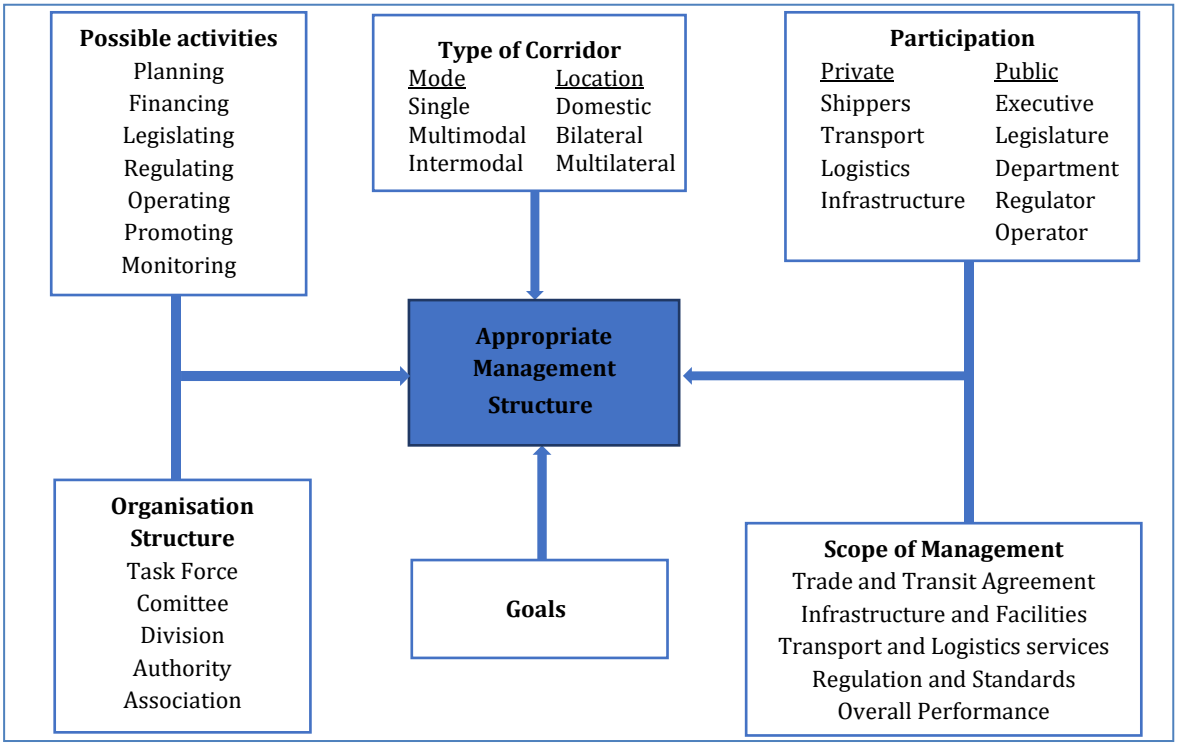
Organisation and characteristics

It is increasingly recognized that a dedicated corridor management body is crucial in the effective development of a corridor (Kunaka & Carruthers, 2014; Witte et al, 2013). The purpose of the corridor management is to facilitate the day-to-day operations as to efficiently reach the objectives defined by the members and laid down in the legal framework. The corridor management deals with fostering communication between the many different stakeholders as well as establishing plans for the development of the corridor.

There is no one-size-fits-all management structure for corridors. How the corridor is to be managed depends on ambition and commitment of the participants. Corridor management can take place on various spatial scales: the regional, national or corridor level, as illustrated in Table 2.1 (Kunaka & Carruthers, 2014).

Besides the spatial scale on which the corridor is governed, there are other governance aspects to consider. These include the organisation structure, activities, the scope of the management and the participants. Arnold (2006) lists the various aspects that need to be considered when setting up an appropriate management structure, as illustrated in Figure 2.3.

Figure 2.3 Aspects to consider for setting up a corridor management structure



Source: Arnold (2006).

Institutions involved in corridor governance

A range of institutions may be established to facilitate the governance of transport corridors. For example, the TEN-T governance structure includes all the parties listed in Table 2.5.

Table 2.5 Institutions structures related to the governance of corridors

Potential governance parties	Role
Ministerial meetings	• Set broad course of action
Steering committee	• Coordinating participants, take care of planning and promotion.
(Technical) Secretariat	• Provide technical support to steering committee.
National coordinators	• Coordinate between participants and secretariat.
Working groups / corridor forums	• Expert group meetings, aimed at involving stakeholders.
Corridor coordinator	• Responsible for the coordination of a specific corridor within a regional transport plan.

Source: consortium.

Responsibilities and working principles of transport corridor governance bodies

Duties for the corridor management, the decision-making process, working principles and financing needs to be set out in the agreements. Arnold (2006) lists the following activities for the corridor management: planning, financing, legislating, regulating, operating, monitoring, promoting. According to Kunaka & Carruthers (2014), the main activities of corridor management bodies are:

- Planning, prioritizing, and financing corridor improvements;
- Advocating for legislative and regulatory reforms;
- Monitoring corridor performance;
- Promoting corridor use;

- Piloting reforms in trade facilitation and logistics;
- Giving voice to landlocked countries and the private sector;
- Supporting project implementation.

Participation of local authorities and private sector

National governments can only go so far with developing a corridor. In most situations, cooperation from local authorities is required to carry through plans. Moreover, the private sector is a valuable partner for co-financing transport infrastructure, even to the extent that private sector parties can hold seats in corridor governance committees. To determine who to approach for corridor governance – various stakeholders can extract different benefits from a common transport policy. Bazaras, Palšaitis & Šakalys (2014) highlight the benefits for the various stakeholders, summarized in Table 2.6.

Table 2.6 Stakeholders involved with corridors and expected benefits

Stakeholder	Expected benefits
Authorities, policy makers and the society at large	Efficient interfaces between transport networks, need – based approach to infrastructure investments, additional transport opportunities/alternatives, enabling limitation/ control of traffic congestion, greening transport corridors. Increased competition, offering cost-effectiveness (and accelerated introduction of market principles).
(Inland) shipping companies	Higher quality of service and entering of new markets.
Existing shippers	Lower transport costs, more transport opportunities/alternatives, greater reliability and safety.
Potential (new) shippers	Better access to market, opening up of new markets, more transport opportunities/ alternatives, lower transport costs.
Railways	Higher quality of service and possibility to compete with the separate market segments.
Road haulage industry	Higher quality of service, greater flexibility and reliability.
Forwarding industry	Greater range of transport opportunities/alternatives, lower costs.
Intermodal transport operators (MTO's)	Better coordination of activities, higher quality of service, more transport alternatives, lower costs.

Source: Bazaras, Palšaitis & Šakalys (2014).

2.2.4 Infrastructure: financing, planning and programming

This section deals with the infrastructure that is in place to ensure the actual development of the corridor, with specific focus on financing on the one hand and planning and programming on the other hand.

Sources of finance available to effectively ensure governance of transport corridors

Securing financing for corridor governance can be difficult as the benefits are not directly visible. This can be problematic in the earlier stages as it takes a while for the added value of the corridor to clearly manifest itself. In the case of self-financing, each member contributes a share to general budget of the corridor of which the corridor management is financed. Kunaka & Carruthers (2014) describe three other financing mechanisms for corridor management: charging a levy on crossing through a corridor, financing by corridor champions and donor funding. The advantages and disadvantage of each financing mechanism are described in Table 2.7.

Table 2.7 Evaluation of financing mechanisms available for corridor management

Mechanism	Advantage	Disadvantage
Self-financing	Reveals commitment of participants and pressure to achieve tangible benefits.	Equal contribution may not be in proportion to benefits; government or private parties can lag behind in payment when under budget constraints.
Usage levies	Directly linked to traffic volumes; sustainable income.	Complexity; extra costs to transporters.
Corridor champions	Funds in proportion to beneficiaries.	Difficult to determine relation between benefits and contributions.
Donor funding	Useful to cover start-up costs.	Not sustainable for long term.

Source: Kunaka & Carruthers (2014).

Financing principles are laid down in the agreement between the participants. This includes how each member contributes, for which expenses the budget is used, and the deadline for which next years' budget is to be determined. In the case of TEN-T, for example, the financing is laid down in EU legislation concerning the general financing rules of EU administrative bodies. For SEETO the financing rules are laid down in the MoU.

Planning and programming

The planning and programming depends on the rules laid down in the agreement. National representatives formulate broad guidelines after which the corridor management publish multi-annual or yearly action plans on the development of the corridor.

In addition to the standard infrastructure projects, the participants may declare that certain projects have a higher priority than others. This system is used to ensure that projects of significant importance to the development of the corridor as a whole are completed faster.

2.2.5 Corridor performance monitoring and dissemination

Monitoring corridor performance is crucial for determining the right course of action. Moreover, being able to back up corridor objectives with the right performance indicators helps to gain support. Monitoring is not only crucial for the corridor, it is also relevant for evaluating corridor management performance.

Monitoring system of corridor management

An evaluation process of the functioning of the corridor management can be agreed upon by the participants. For example, TEN-T prescribes an evaluation of its management agency every five years to be conducted by an independent party. Having a system of evaluation integrated in the corridor management ensures effective and efficient management.

Monitoring of corridor performance

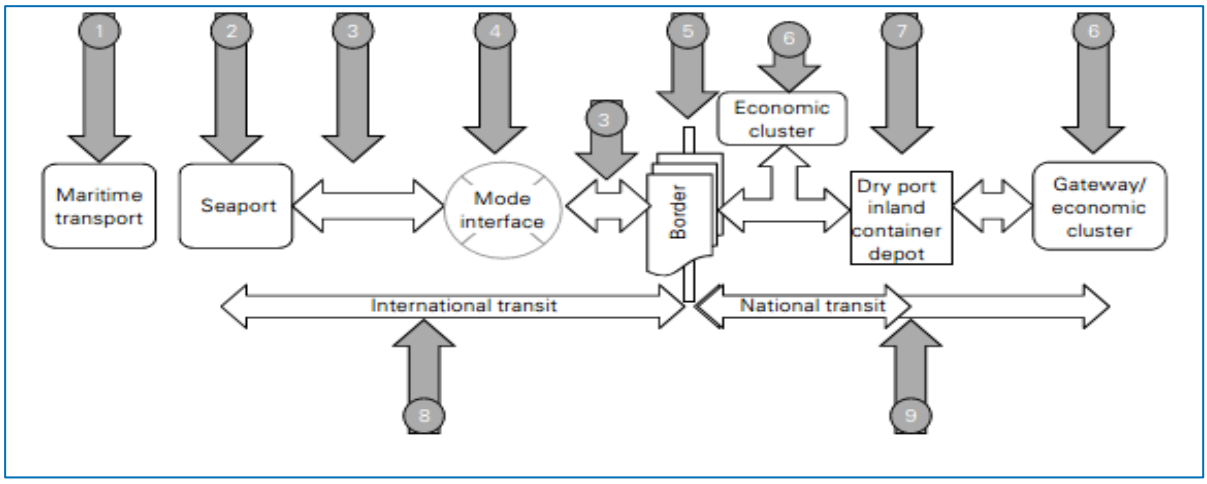
Kunaka & Carruthers (2014) describe three main uses for tracking corridor performance

- assessing how well a corridor is performing and where the main deficiencies are;
- tracking changes in corridor performance over time and determining whether changes made to improve performance have had measurable impact;
- determining performance relative to other corridors serving the same or different origins and destinations of traded goods.

The merits of corridor performance monitoring depend on the extent to which data is available. While national data may be available, it is of little use without coordination between the participants regarding data collection methods, data storage and data formats.

Having the right data infrastructure can be a difficult exercise. Figure 2.4 (Kunaka & Carruthers, 2014) show nine different points on a transport corridor where data may be collected. Parameters to collect can relate to cost, time, volume, reliability and safety and security. Questions regarding how to collect data, which data to collect and how to store the data need to be resolved between the members in order to achieve an integrated corridor performance system. Once an integrated data collection system is in place, it is a powerful system to monitor corridor performance and to efficiently allocate infrastructure investments. For that reason, many corridors take active measurements towards integrating data systems.

Figure 2.4 Corridor monitoring points



Source: Kunaka & Carruthers (2014).

Dissemination and making data and statistics publicly available

If data on performance is collected, the next step is to disseminate information to the public to gain support.

2.2.6 Corridor promotion and stakeholder consultation

Promoting the corridor is not only relevant to inform the participants on legislation and procedures on the corridor development, it is also used to attract new stakeholders or potential funders or to inform potential users on how to use the corridor efficiently (Arnold, 2006; Kunaka & Carruthers, 2014). Whether or not the corridor management institution should engage in the promotion of the corridor depends on the criteria laid down in the agreements between the participants.

Promoting the corridor, by providing publications and organising events

Promoting the use of the corridor is an important part of corridor governance. This may consist of making publications available, which is closely linked to monitoring of performance and dissemination. Collecting and making data available to the transport sector helps to make sure that the users are informed on the most efficient way to use the corridor. It is necessary to communicate recent changes to the transport sector. In addition, the organisation of events such as (regional) conferences, helps bring together stakeholders and facilitates a dialogue at corridor level.

Stakeholder consultation

A major challenge for an effective functioning of the corridors is the incorporation of different stakeholders in the governance of the corridor. Stakeholders are required for the development of the corridor and need to be consulted regularly to keep their support.

2.2.7 Capacity building: technical assistance and studies

Capacity building, in terms of technical assistance and studies, is an important corridor governance domain that is sometimes neglected. This is confirmed by Kunaka and Carruthers (2014, p. 100) who state that:

> Capacity building for improved corridor management should be a critical component of any trade corridor project—but it is often neglected, because of the absence of sustainable financing mechanisms.

Coordinating stakeholders is one of the main functions of corridor governance institutions, which is complicated if governance institutions have limited means to perform their tasks. Financing capacity building can be problematic as returns are not directly observable. One way to improve capacity is through training. International organisations, such as World Bank, WTO and UN provide support in this field.

Technical assistance

Technical assistance teams are set up to help the corridor management to perform their tasks. For example, the Maputo corridor, TEN-T and SEETO are supported by parties providing technical assistance to corridor secretariats. Technical assistance is used to increase capacity, ease the day-to-day operations, facilitate communication with stakeholders and attract investors.

Carry out studies to support the corridor development. Disseminate study results

Studies on corridor performance or evaluations of corridor management contribute to implementation or updating of action plans. Table 2.8 shows the various corridor assessment techniques that help determine the right course of action for a specific corridor.

Table 2.8 Various corridor assessment techniques

Scale of analysis	Purpose
National or Regional	• Determine impact of logistics performance on trade competitiveness; • Compare performance against other countries; • Identify major constraints and opportunities for improvements.
Entire length of a corridor	• Benchmark performance against regional and international corridors; • Identify main bottlenecks and their impact on cost, time and reliability; • Collect baseline data.
Corridor component	• Obtain detailed information to aid project design; • Collect component-level baseline performance data; • Design intervention measures.

Source: Kunaka & Carruthers (2014).

2.3 Levels of transport corridor governance

Governance of transport corridors is dynamic and may evolve over time. For example, TEN-T corridor governance has shifted from a project-based approach in the 1980's to a network-approach nowadays. In this change of corridor governance, the seven defined governance domains have evolved as well. Considering different transport corridors, it can be noted that there are different levels of corridor governance.

We distinguish four levels of transport governance, these are; information exchange; coordination; cooperation and integration. These levels and the characteristics for the defined corridor governance domains are presented in Table 2.9.

Table 2.9 Levels of transport corridor governance

Governance domains	Information exchange	Coordination	Cooperation	Integration
1. **Corridor objectives and political support**	Identifying common objectives among participants.	Broadly defined objectives and laid down in non-legally binding fashion.	Objectives defined in more detail and concrete plans for corridor management.	Defining broad range of specific objectives and management principles.
2. **Legal framework**	Weak and developing in terms of bilateral and sub-regional agreements.	Maturing, with focus on harmonization of regulations and standards.	Further developed, with mutual recognition (inspections, certificates, etc).	A common and integrated legal basis.
3. **Institutional framework**	Developing, for example joint working groups, regional workshops.	Developing, more formal structures, for example observatories.	Further developed, for example corridor coordination committees.	Integrated, for example corridor authorities with responsibility for the full corridor.
4. **Infrastructure: financing, planning and programming**	Informing, no dedicated funds available.	Increased coordination, joint projects.	More cooperation and increased corridor perspective, emerging of joint earmarked funds.	Integrated planning and prioritization, dedicated funds available.
5. **Corridor performance monitoring and dissemination**	Selected data is exchanged, no standards or formats.	More coordinated effort in exchanging data, with more harmonized standards	Further integration, for example in joint publications.	Integrated systems for data collection and management and publication.
6. **Corridor promotion and stakeholder consultation**	Little promotion, mainly to identify key stakeholders to set up corridor governance model.	Joint promoting and attracting more stakeholder support for corridor development.	Establishing institution for promotion and stakeholders approach.	Advanced institutions for promotion and making sure stakeholders meet regularly.
7. **Capacity building: technical assistance and studies**	Studies to establish corridor objective.	Coordinating studies, but mostly national.	Cooperative studies and establishing institution for technical assistance.	Studies published regularly and dedicated institution for technical assistance.

Source: consortium.

Describing the typical contents of the seven transport governance domains for each of the four governance levels, as done in Table 2.9, is an important part of this study. Based on the description of the governance domains for the four levels, a number of governance archetypes can be defined, as presented below (including leading principles):

- *Information exchange*: exchange of information to facilitate corridor performance;
- *Coordination*: increased level of coordination;
- *Cooperation*: a coordinated approach, working closer together, joint systems;
- *Integration*: integration of systems and working arrangements.

These archetypes can be used to identify the governance development level of a transport corridor. This can then be the basis for defining actions that best fit that level of governance development. In the case studies reviewed, both at OIC and non-OIC level, we have placed the corridors in the four defined development levels, for all seven governance domains. Through that exercise, it is clear that there is no one-size-fits-all governance level. The most suitable level is situational and depends on a range of factors, such as maturity of the corridor, political commitment and the presence of an international organisation facilitating the corridor governance. This will be dealt with in more detail in Section 3.

3 Practices of Transport Corridors Governance in the World

This section presents international practices of transport corridor governance. The Trans-European transport network (TEN-T) and the South-east Europe Transport Observatory (SEETO) are analysed, according to the structure of the conceptual framework, as presented in the previous chapter.

3.1 Trans-European Transport network (TEN-T)

The most integrated corridors in terms of their governance are found in Europe. The corridors are part of European Union's (EU) transport policy called the Trans-European Transport Network (TEN-T). In contrast to most other transport corridors around the world, the EU as a platform of political cooperation preceded the birth of TEN-T. Although the predecessor of the EU was already established in 1951, it was not until the 1990s that its member states agreed upon developing a common transport policy. Since then, the objectives of TEN-T have been adjusted multiple times, and it took until 2013 that the notion of transport corridor has been formally adopted in EU's transport policy approach.

TEN-T is established to connect Europe's most important transport nodes and to ensure a smooth function of the transport system. The purpose of TEN-T is to develop an EU-wide network of railway lines, roads, shipping routes, ports, airports and rail-road terminals. Summarized by the European Commission:

> The ultimate objective of TEN-T is to close gaps, remove bottlenecks and eliminate technical barriers that exist between the transport networks of EU Member States, strengthening the social, economic and territorial cohesion of the Union and contributing to the creation of a single European transport area. The policy seeks to achieve this aim through the construction of new physical infrastructures; the adoption of innovative digital technologies, alternative fuels and universal standards; and the modernizing and upgrading of existing infrastructures and platforms.[9]

The nine corridors as defined by the EU only refer to one half of TEN-T, whereas the other half refers to an EU wide transport network. The concept of corridors is used by the EU to identify transport nodes that are deemed most important for the region, and hence can be regarded as a way of prioritizing certain transport infrastructure above others. While corridors may play a smaller role in TEN-T compared to other international transport organizations, it is nevertheless valuable to review TEN-T in detail, as it is the *governance* of transport between nations that is at stake here rather than the *content* of the transport policy.

3.1.1 Corridor objectives and political support

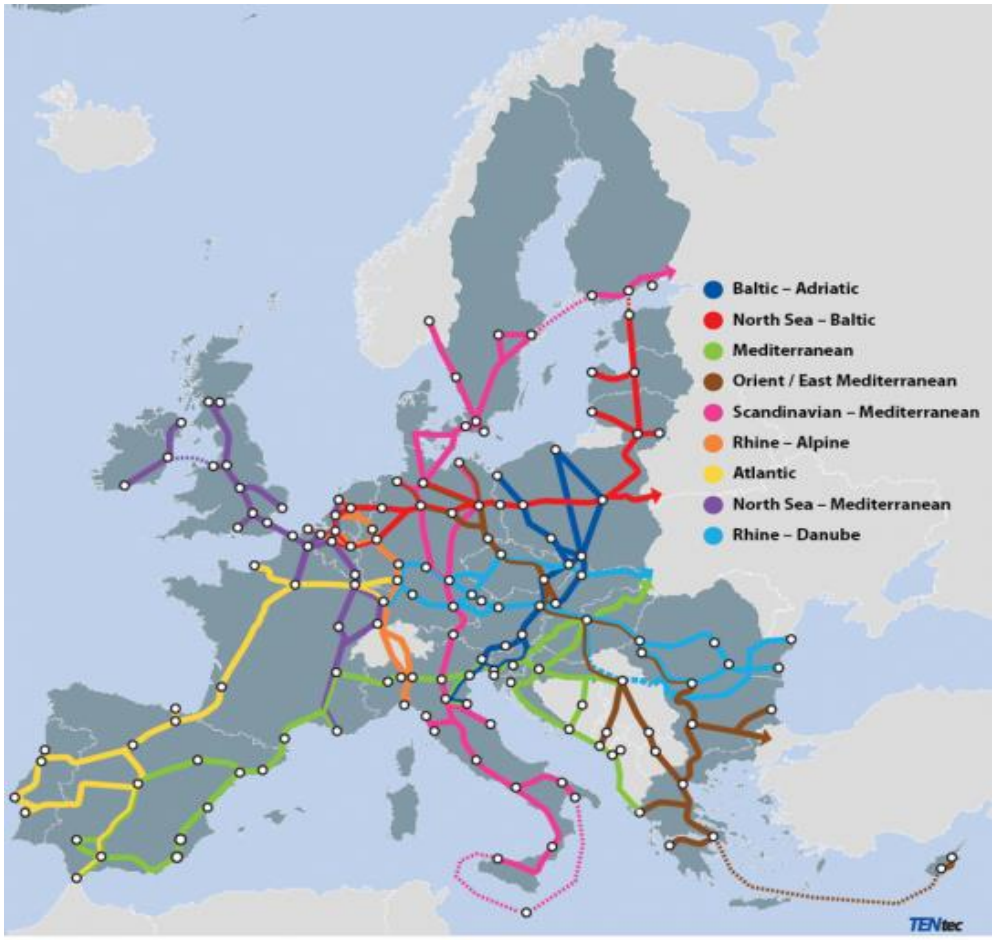
Objectives of transport corridors and main drivers

TEN-T consists of two layers, the ***Comprehensive Network*** and the ***Core Network***. The comprehensive network constitutes a grid of transport nodes and links covering all of EU's territory. The network is used as a guideline to create new links and upgrade existing ones. If a national or local authority believes its project contributes to the development of the comprehensive network as defined by the EU, it is possible to request European Funds. The development of the comprehensive network is expected to be finished in 2050. The second layer, the Core Network, focuses on the priority projects selected by the EU. The priority projects are further defined into nine multimodal transport corridors and two horizontal priorities, the *European Railway Traffic Management System* (ERTMS, regarding the interoperability of railway systems) and the *Motorways of the Sea* (MoS, regarding maritime

[9] https://ec.europa.eu/transport/themes/infrastructure/about-ten-t_en.

infrastructure). Hence, it is good to keep in mind that the notion of a transport corridor in TEN-T is used as a one of the aspects to organize EU's transport, next to other policy measures. The nine multimodal Core Network Corridors are shown in Figure 3.1[10].

Figure 3.1 TEN-T network with nice core network corridors



Note: the nine TEN-T core network corridors are based on the CEF and TEN-T Regulations (1316/2013 & 1315/2013); they have been created as a coordination instrument to facilitate the completion of major parts of the core network of strategic importance.
Source: European Commission, Directorate-General for Mobility and Transport, TENtec Information System

Source: TENtec.

The establishment of TEN-T: from knowledge exchange to cooperation

TEN-T has developed over time, as indicated in the previous section. Table 3.1 presents this evolvement of TEN-T.

Table 3.1 TEN-T evolvement in time

Knowledge Exchange	Cooperation	Collaboration	Integration
1980s-1992	1992-2004	2004-2013	2013+
1986: court order 1985: whitepaper 1992: treaty of Maastricht	1994: priority projects 1995: financial guidelines 1996: TEN-T guidelines	2000s: TENtec 2006: executive agency	2013: corridors & corridor coordinators

Source: consortium.

[10] https://ec.europa.eu/transport/themes/infrastructure_en.

Although the members of the EU formally agreed upon 'the adoption of a common policy in the sphere of transport' (Treaty of Rome, 1957), it wasn't until the 1980s that support for a European-wide transport policy started to gain traction and talks towards developing specific policy began. In 1992, the by then 12 member states signed the development of a common transport policy in the Treaty of Maastricht. In the beginning, two processes ran parallel to each other: the definition of a European-wide network and the identification of priority projects. In 1994, 14 priority projects were defined and in 1996 the first TEN-T guidelines were formulated. These guidelines contain a specification of the objectives set out in the Treaty of Maastricht.

In the years after, the objectives of TEN-T slightly changed to fit the needs of the common transport system. Studies conducted regularly by the European Union in the form of the so-called white- and green papers evaluate current experiences and keep track of future developments with regards to status of transport within Europe and contributed to readjusting and fine-tuning EU's transport policy. Topics were discussed such as simplifying border procedures, promoting rail, sea and inland water transport to relieve road and air transport, emphasizing importance of environmental and social standards in transport and harmonizing charging principles of transport services.

In the aftermath of the enlargement of the EU from 14 to 24 states in 2004, a large policy revision process began in 2008. The main conclusion of the evaluation was that the member states mostly developed national projects, with little cooperation among member states, resulting in TEN-T being mostly a patch of projects rather than a coherent European project, with little infrastructure projects crossing the border (Aparicio, 2017; Marshall, 2014). The result became visible in 2013 when new TEN-T guidelines came into force. While new guidelines had been adjusted before in 2004 and 2010, 2013 marks a new phase of integration with a heavier focus on cross-border cooperation.

In the 2000s, the government structure changed as the EU took the first step from being a mere funder of projects towards taking an active role in monitoring its implementation. A new executive agency was established in 2006, the TEN-T Executive Agency, which has as its goal to handle the technical and financial management of the TEN-T program on behalf of the EU. In 2014, the agency was renamed the Innovation and Networks Executive Agency (INEA). During the same year, the monitoring system TENtec was established. This system is responsible for "the collation of technical, geographical and financial data to be used to inform policy-making and political decision-making processes related to TEN-T and its associated funding program"[11], as well as providing technical support to INEA.

The new guidelines promised a more integrated approach, with a heavier focus on multimodal transport and cross-border cooperation. To ensure more integration, the priority projects, in the meantime grown to 30, were redefined into nine corridors, with a dedicated corridor coordinator appointed to each of them. At the same time, less emphasis was given to the European-wide network, which is now known as the comprehensive network, and to which, with an expected completion time of 2050, less priority is given.

Alongside to the nine corridors, two 'Horizontal Priorities' are developed, the European Railway Traffic Management System (ERTMS) deployment and Motorways of the Sea (see boxes below)[12]; both established to carry forward the implementation of the objectives of the Core Network. A European

11 https://ec.europa.eu/transport/themes/infrastructure-ten-t-connecting-europe/tentec-information-system_en.
12 https://ec.europa.eu/transport/themes/infrastructure/motorways-sea_bg;
https://ec.europa.eu/transport/themes/infrastructure/european-rail-traffic-management-system_bg.

corridor coordinator is appointed to each of the nine corridors and the horizontal corridors to facilitate its development.

> "The European Railway *Traffic* Management System (ERTMS) is a single interoperable system to replace the more than 20 different national train control and command systems currently in operation throughout Europe. Implementation of the system will deliver enhanced cross-border interoperability, creating a seamless, Europe-wide railway system".

> "Motorways of the Sea (MoS) is the maritime pillar of the TEN-T. It consists of short-sea routes, ports, associated maritime infrastructures, equipment, facilities and relevant administrative formalities. MoS contributes towards the achievement of a European Maritime Transport Space without barriers, connecting Core Network Corridors by integrating maritime links with hinterland. In doing so, it aims at providing more efficient, commercially viable and sustainable alternatives to road-only transport".

Corridor Founders

The Treaty of Maastricht in 1992, in which the first concrete objectives towards developing a common transport policy in Europe were laid down, was signed by the back then twelve member states of the EU. New EU members automatically adopted the TEN-T policy. TEN-T is now legally binding for all the members of the EU, which, as of 2017, are the following 28 countries: Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and United Kingdom.

Memorandum of Understanding, agreements signed by the countries

The year 1957 witnessed the birth of the European Economic Community with the Treaty of Rome. The treaty includes a chapter on 'the adoption of a common policy in the sphere of transport'. In 1985, the European Parliament sued the European Commission for not doing anything to build towards a common transport policy, despite promising to do so almost 30 years prior. The European Court ruled in the favour of the Parliament: advocating that the European Commission needs to take concrete steps towards the development of a common transport policy. The results was the Treaty of Maastricht in 1992, which contained a detailed chapter on the development of a common transport policy – TEN-T was born. In the following years, various agreements on specific TEN-T objectives and financing mechanisms were approved by the member states.

3.1.2 Legal framework

Legal basis

All legal documents underlying TEN-T are binding to the member states and need to be incorporated in the national transport strategies. No Memorandum of Understanding is signed. In the European Union, most of the legal instruments were already in place before the establishment of TEN-T. Specific regulations on TEN-T guidelines were established in 1996, and adjusted in 2004, 2010 and 2013. Regulations on granting financial aid to TEN-T projects were established in 1995 and updated in 1999 and 2007. The current legal framework for the development of TEN-T are shown in Table 3.2.

Table 3.2 Current legal framework for the development of TEN-T

Regulatory Area	Legislation
TEN-T development	Regulation (EU) No 1315/2013 of the European Parliament and of the Council of 11 December 2013 on Union guidelines for the development of the trans-European transport network and repealing Decision No 661/2010/EU (OJ EU L 348, 20.12.2013, p. 1). Commission Delegated Regulation (EU) 2016/758 of 4 February 2016 amending Regulation (EU) No 1315/2013 of the European Parliament and of the Council as regards adapting Annex III thereto (OJ EU L 126, 14.5.2016, p. 3).

Harmonization of national regulations, standards and procedures

The EU actively seeks to improve its transport system by harmonizing regulations between the members. By now, there are over 100 regulations for rail, road, air and waterborne transport. As an example, all the regulations for road transport are shown in Table 3.3.

Table 3.3 European regulations on Road transport

Regulations on road transport		
• Road charging infrastructure; • Admission to the occupation of road operator; • Social provisions – driving time and rest periods; • Tachograph; • Enforcement of social legislation; • Form of attestation of activities; • Working time; • Roadworthiness; • Mirrors.	• Registration documents; • Training of drivers; • Driving license; • Cross-border exchange of information; • Inland transport of dangerous goods; • Checks on transport of dangerous goods; • Tunnels; • Transportable pressure equipment.	• Roads infrastructure safety management; • Dimension and weight of vehicles; • Passenger rights; • Clean vehicles; • ITS; • Road toll systems; • Type approval; • Roadside Inspection; • Speed limitation devices; • Safety belts.

Source: consortium.

3.1.3 Institutional framework

Organization and characteristics

As the EU deals with many more policy terrains besides transport, the governance structure is complex. On an EU-wide level, the decision-making body consists of:

- European Parliament: EU's directly elected law-making body;
- European Council: in which government ministries meet and discuss policies. The European Council is equivalent to the ministerial meetings of other corridors.

Policy making starts with the European Commission, which implements policy based on decisions made by European Parliament and European Council. Within the European Commission, DG MOVE (Directorate-General for Mobility and Transport) is responsible for transport within the EU, and:

- Develops and carries out the Commission's policies on transport;
- Manages the Connecting Europe Facility Funding programme, a funding instrument available for infrastructure investments;

- DG MOVE publishes: commission work programmes, strategic plans, management plans and annual activity reports.

Corridor Secretariat established

As most governance institutions were already in place before TEN-T, there was initially little need for the establishment of an institution specifically designed to manage the transport policy. In 2006, the EC took the first step from being a mere funder of projects towards monitoring the implementation by establishing a new executive agency: the TEN-T Executive Agency (TEN-T EA). Its goal was to manage technical and financial management of the TEN-T program on behalf of the EC. TEN-T EA was received well, its initial budget was extended, and eventually became financially, legally and operationally autonomous in April 2008. In 2014 TEN-T EA was renamed to the Innovation and Networks Executive Agency (INEA).

Alongside the establishment of the nine corridors in 2013 came the appointment of a corridor coordinators to each corridor, which is responsible for the development of the corridor. The goal of the coordinator is to lead the implementation of corridor, report on problems, and consult stakeholders. The Coordinator holds no coercive power, but improves coordination, consultation and cooperation. Moreover, the coordinator is responsible for setting up a Corridor Forum, establishing a corridor development plan and monitoring the implementation.

Responsibilities and working principles of transport corridor governance bodies

The responsibilities and working principles of the various EU bodies involved with the development of TEN-T are laid down in various EU regulations. Specifically, for INEA, following legal documents apply for INEA, as illustrated in Table 3.4.

Table 3.4 Legal basis for TEN-T management agency

General legal basis	
Council Regulation 58/2003 of 19 December 2002	Laying down the statute for executive agencies to be entrusted with certain tasks in the management of Community programmes.
Commission Decision 2013/801/EU of 23 December 2013	Establishing the Innovation and Networks Executive Agency.
Financial operations	
Council Regulation 966/2002 of 25 October 2012	On the financial rules applicable to the general budget of the Union.
Commission Delegated Regulation 1268/2012 of 29 October 2012	On the rules of application of Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union.
Commission Regulation 1653/2004 of 21 September 2004	Standard financial regulation for the executive agencies pursuant to Council Regulation 58/2003 laying down the Statute for executive agencies to be entrusted with certain tasks in the management of Community programs amended by Commission Regulation No 1821/2005 and by Commission Regulation No 651/2008.

Source: https://ec.europa.eu/inea/en/mission-objectives/history-legal-framework.

Other regulations for the actions of INEA are laid down in the TEN-T guidelines (2013) and the rules regarding the implementation of the various financing programs (HORIZON 2020, CEF program, previous TEN-T program and the Marco Polo program). The functioning of INEA is evaluated every three years (according to the statute for executive agencies to be entrusted with certain tasks in the management of Community programs).

Participation of local authorities

Local authorities are actively encouraged to participate in Corridor Working Groups and through investments in the TEN-T. For example, local authorities in the territory of the Rhine-Alpine Corridor have established the European Grouping for Territorial Cooperation (EGTC), "a group representing the local and regional level as a stakeholder contributing to the joint development of the Rhine-Alpine Corridor."[13] Regional authorities can apply directly for EU funds for transportation investments. On top of that, many regional authorities use TEN-T as a method to receive additional funds from national governments for transportation projects in their region (Aparicio, 2017).

Participation of the private sector

The private sector is encouraged to participate through investments in the CEF based on co-funding. Specific funding mechanisms are set up by the EU to stimulate participation and reduce private sector risks. The participation of the private sector (and for social parties) in the knowledge exchange phase of transport policy happens during consultation procedures and a variety of formal and informal meetings. The barrier to participate is relatively high compared to participation opportunities in national legislative procedures in most European countries (Aparicio, 2017).

3.1.4 Infrastructure: financing, planning and programming

Sources of financing available to effectively ensure governance of transport corridors

The EU is funded in four ways:

- Import duties and levies;
- Percentage based on a members' value added tax (VAT) rate;
- Percentage based on members' gross national income (GNI);
- Other sources: donors, fines, deductions, bank interest.

INEA and corridor coordinators are financed through the general budget of the EU, according to financial rules applicable to the general budget of the EU.

Financing by government(s)

The national governments provide the funds for the general budget. The lion's share of the TEN-T projects is financed by national governments. For the period of 2007 – 2013, this was 73%.

Financing by international organisations/international banks

Many projects are financed through EU grant funding: TEN-T; Horizon 2020; Connecting Europe Facility; Cohesion Fund; ERDF. Not all of these are specifically designed for infrastructure investments, e.g. the Cohesion Fund can be used for infrastructure investments. Next to the EU grant funding, "further EU funds will be assigned to innovative financial instruments such as loans, guarantees and other risk bearing mechanisms. These instruments are specifically designed to draw private investment into commercially viable TEN-T projects by lowering project risk profiles and engendering confidence among private investors. It is anticipated that the credibility offered by these risk bearing schemes will create a leverage affect, thereby mobilising investments far in excess of that which could be achieved by an entirely grant-funded approach."[14] These are:

1. Bank Financing: EIB; SFF/SA; EBRD;
2. Public-private partnerships;
3. Innovative financing instruments: LGTT; EU project bonds; Marguerite funds.

[13] See: http://egtc-rhine-alpine.eu.
[14] https://ec.europa.eu.

The variety of funding instruments available emphasize the maturity of TEN-T.

Prioritizing investments

The nine corridors (including the two horizontal corridors) are TEN-T's priority projects. The corridors are a redefinition of the 30 priority projects from earlier TEN-T policy and based on extensive research. In TEN-T revision of 2013, the priority projects received a higher urgency status. The corridors are:

1. Atlantic corridor;
2. Orient – East Med corridor;
3. Baltic Adriatic corridor;
4. Rhine-Alpine corridor;
5. Mediterranean corridor;
6. Rhine-Danube corridor;
7. North Sea-Baltic corridor;
8. Scandinavian-Mediterranean corridor;
9. North Sea-Mediterranean corridor.

With the additional priority projects:

- Motorway of the Sea;
- European Rail Traffic management system.

Advocating for and coordinating the maintenance and upgrading of corridor infrastructure and facilities

Corridor coordinators publish corridor working programmes, in which they elaborate on a vision for the development of a specific corridor.

3.1.5 Corridor performance monitoring and dissemination

Monitoring system of implementation of agreements and activities

INEA as well as the corridor coordinators keep track of the implementation of the specific projects. The corridor working plans published for each corridor is the main monitoring instrument for supervising the corridors (as laid down in article 47 of the TEN-T regulations). On top of that, the coordinators publish a Common Progress Report each year in which they reflect on last years' progress and look at critical issues to overcome for the next year. On a higher level, the European Parliament monitors the general direction of TEN-T.

Monitoring of performance of corridors

Corridor performance is monitored in the annual working plans as well. This has led to the development of Key Performance Indicators (KPI), which allow performance monitoring of corridors along a list of objective criteria. KPIs are being used to assess and monitor the evolution of the corridors and the potential effects of projects upon infrastructure performance. A common or 'generic' KPI framework has been developed for the railway network, inland waterway network, road network, airports, seaports, inland ports and rail-road terminals, which permits comparability across the whole network. An example of KPIs for the rail network is shown in Table 3.5 (Balász, 2016).

Table 3.5 KPIs for de Rail Network of the corridors

Mode	KPI
Rail Network	Electrification Track gauge 1435mm ERTMS implementation Line speed >=100km/h in accordance with Article 39.2a)(ii) of Regulation 1315/2013 Axle load >=22.5t Train length (740m)

Source: EU Regulation 1315.

Data collection mechanisms and methods

Two data storage systems are relevant for TEN-T: Eurostat, an institution of the EC that provides statistical data to all other European institutions; and TENtec, the EC's information system established to provide technical support to TEN-T policy. Both systems are used by the governance institutions to formulate TEN-T policy.

Eurostat collects and disseminates statistical data on a variety of themes such as international trade, agriculture, demographics, environment and energy, transport, economy and finance and so on. Its goal is to not only provide data for all European Institutions, but also for national and local governments for policy making purposes, to businesses for strategic decision making, and to the public and media to evaluate societal developments. Eurostat was originally founded in 1953 and has become an important source for policy making on a European level. Next to managing public databases and publishing reports on trends in a variety of sectors, Eurostat advocates the harmonisation of data collection methods between the member states. Manuals, reports and working papers on the usage of statistics and methodologies are published regularly. Eurostat operates according to Regulation (EC) No 223/2009.

Established in the 2000s, *TENtec* is an information system that is designed to monitor and support the TEN-T programme. TENtec has two main tasks, i.e. (i) facilitate TEN-T policy making; and (ii) supporting INEA: According to the Commission, "The first pillar focuses on policy-related information by storing and managing technical, geographical and financial data for the analysis, management and political decision-making related to TEN-T and the underlying funding programme, the Connecting Europe Facility (CEF). The second pillar is related to grant management activities, managed by the INEA, to support the necessary workflows for issuing grant agreements after completion of the selection cycle for new projects - including proposal submission and reception and the required web interfaces."[15]

TENtec supports member states and other institutions in the decision-making process by increasing visibility through (interactive) maps, mapping of ongoing or finished projects, keeping track of the allocation of funds, transport modelling, developing future scenarios and more. EC's TENtec team has played a role in developing the TEN-T guidelines and the corridor working plans. The information system is used to effectively channel information between the member states and stakeholders involved with TEN-T policy making.

Dissemination and making statistics publicly available

Both data systems, Eurostat and TENtec, are focused on publishing information where possible. It is laid down in TEN-T regulations that "The Commission shall ensure that TENtec is publicly and easily

[15] http://ec.europa.eu/transport/infrastructure/tentec/tentec-portal/site/en/tentec.html.

accessible and that it contains project-specific and updated information on the forms and amounts of Union co-funding, as well as on the progress of each project."[16]

To achieve this, the TENtec team set up the TENtec Public Portal[17] in 2012, an interactive map viewer with adjustable layers for the public and businesses to see the work being done under TEN-T. The viewer allows to select the data on various themes related to transport and transport projects on various levels (national, corridor and European).

3.1.6 Promotion and stakeholder consultation

Promotion of the corridor

INEA, TENtec and the corridor coordinators contribute to the promotion of the corridors. TENtec visualizes data to be used for promotion purposes by the other institutions. A major task for the corridor coordinators is to promote and create awareness for the corridors. This is done through publishing working programs for each corridor or joint publications such as the Joint Declaration of the European Coordinators.

Involvement of stakeholders

Most capacity building is done by the corridor coordinators. Interacting with relevant stakeholders and build consensus and public acceptance is their main goal. "Meeting ministers, CEOs of major ports operators or infrastructure managers, regional authorities and other stakeholders, the European Coordinators were pursuing on their path as Ambassadors of the Commissioner. They proved once again to be instrumental for the coordination of most of the actors – at political and operational level – to deliver the corridors. Their main assets remained their ability to be present on the post and their availability to attend key operational meetings on a regular basis" (Balász, 2016).

Although TEN-T aims to involve stakeholders as much as possible in the planning process, observers note that TEN-T still lacks collaborative planning, i.e. stakeholders are rarely consulted in the governance process – at least not as much as what could be beneficial for the governance process (Aparicio, 2017). One of the causes for this is that the barrier to participate is relatively high compared to participation opportunities in national legislative procedures in most European countries (Aparicio, 2017).

3.1.7 Capacity building: technical assistance and studies

Carry out studies and provide technical support

The performance of corridors is monitored on a variety of scales (Europe-wide, corridor level) and for different timeframes (yearly, every ten years). Fundamental to the direction of TEN-T are the so-called Green – and White Papers[18]. These are document released by the Commission in which the fundamental developments in the transport sector and the desired future directions are laid out. The White Paper titled "Completing the internal market" issued in 1985 made a specific reference to the transport sector as being crucial for further development of the European market, and sparked a discussion for a common transport policy, which ultimately led to establishment of TEN-T in 1992. The most recent White Paper; "Roadmap to a Single European Transport Area", was published in 2011 and listed the main challenges that are still to be overcome to complete the internal market.

16 Regulation (EU) No 1315/2013 on Union guidelines for the development of the trans-European transport network.

17 To be accessed here: http://ec.europa.eu/transport/infrastructure/tentec/tentec-portal/map/mobile.html.

18 Green Papers are documents published by the European Commission intended to start a debate on a particular topic. Green Papers may be followed by White papers, official documents in which concrete proposals are made for the direction of a law.

The corridor working plans function as the performance indicator of each corridor. These reports are keeping track of whether the corridor meets the technical standards and wider transport goals as defined in the TEN-T guidelines. They are updated regularly by the coordinators based on working groups, the corridor fora or studies conducted by external consultants. As elaborated in the previous section, technical assistance is provided by TENtec, and to a lesser extent by Eurostat.

Provide training and other capacity building

INEA, the executive agency of TEN-T, is the most important institution for capacity building. Among its other management oriented tasks, INEA also supports government authorities, private parties and other stakeholders with the management of projects carried out under TEN-T such as financial planning, public procurement and meeting environmental goals, training them to initiate and carry through infrastructure measure conform TEN-T plans. In 2014-2020, INEA will manage transport projects worth €23,4 billion, spread across approximately 900 projects[19]. For other forms of training, European Institutions like INEA and DG MOVE regularly organize workshops or seminars related to transport. Similarly, knowledge networks can draw on European funds to support research and knowledge exchange in transport fields (like SKILLFUL or ELTIS). European Institutions provide training for their own staff as well, as INEA does according to a multiannual Learning and Development plan[20].

3.1.8 Assessment of transport governance level

The seven corridor governance domains of the TEN-T corridor, as presented in this section, are ranked against the four defined corridor governance levels (information exchange; coordination; cooperation; integration), as introduced in Table 2.9. Results are presented in Table 3.6.

Table 3.6 TEN-T corridor governance levels

Governance domains	Infor-mation	Coordi-nation	Coopera-tion	Inte-gration
Corridor objectives and political support				✓
Legal framework				✓
Institutional framework				✓
Infrastructure: financing, planning and programming				✓
Corridor performance monitoring and dissemination				✓
Corridor promotion and stakeholder consultation				✓
Capacity building: technical assistance and studies				✓

Source: consortium.

3.1.9 Conclusions

TEN-T, EU's common transport infrastructure policy, is the world's most advanced system of corridors in terms of the integration of governance institutions. TEN-T consists of two different layers, which are developed alongside each other, i.e. (i) a transport network covering all of Europe and referred to as the *comprehensive network*; and (ii) individual corridors to which priority is given, referred to as the *core network*. At the same time, TEN-T is a unique case, since a legal framework for the development of TEN-T and its institutions was already in place before a common transport policy was agreed upon by the member states. From the willingness of the member states for joint development of transport

[19] INEA leaflet, November 2017.
[20] Annual Work Program INEA (2017).

infrastructure towards establishing governance institutions was a relatively small step. Although the objectives of TEN-T were established in the knowledge exchange phase between 1985 and 1992, talks on the governance and its legal basis were largely skipped.

Aparicio (2017) notes that TEN-T as a policy instrument is best described as a story of ambition and power with a weak technical logic, and insufficient economic and environmental assessment of impacts. He notes that the development of TEN-T is justified by the statement that 'transport development leads to economic growth', however, this relationship is less casual in reality than it is in the minds of policy makers. To address this issue, Aparicio (2007) suggests to first focus more on improving the transport infrastructure rather than developing the infrastructure assuming it will lead to economic development; and secondly towards including more stakeholder in the governance process to prevent wrongly targeted infrastructure development. Another point made by Aparicio (2017) is that TEN-T provides biased incentives to some member states to overspend on infrastructure, in which European added value of many projects are exaggerated. Especially for local governments, they have been using the TEN-T label to bargain funds from national governments for projects with dubious benefits. This has led to the situation that, up until 2008, TEN-T was more to be regarded as a patch of projects rather than an integrated whole. The following years saw some improvement, most notably in that the priority projects were redefined from 30 individual projects into nine corridors, with higher priority given to the development of the corridors, rather than the EU wide network. Nevertheless, Aparacio (2017) states there is still a lack of access by stakeholders to the deliberative process and a lack of formalization of consultation and isolation with respect to other policy fields.

The lessons learned can be summarized as:

- Treat narrative 'better transport equals economic growth' with care, both for developed and less-developed regions. There is little evidence that investment in new transport infrastructure leads to cohesion;
- Focus on transport efficiency and multimodality;
- Focus on the planning process by including theme's such as deliberative planning, include stakeholders, transparency, and integrated planning;
- Promote governance on an international level to prevent national oriented focusses. Develop the transport system as an integrated whole and avoid isolated developments. The rule 'the system is only as good as its weakest link' applies here.

Good practice of corridor governance

With TEN-T being the corridor with the highest level of integration in terms of governance, there are a number of aspects that have evolved over time to become best practice, as illustrated below.

- TEN-T consist of a clear system based on two pillars that separates ordinary transport investments (the comprehensive network) from priority investments (the core network);
- Priority investments are developed according of an underlying rationale, the nine corridors, which represent the most crucial transport routes in Europe;
- As laid down in the legal framework of TEN-T, TEN-T's governance institutions have high influence over its member states. This facilitates transport development for the 'common European good' rather than national oriented investments;

- To ensure effective development of the nine corridors, a dedicated corridor coordinator is appointed to each one of them. This shows how each level of transport policy may require an institution to coordinate all the actors involved and to ensure plans are transformed into action;
- There is an advanced system of monitoring the performance of TEN-T. Regularly published White Papers, annual published corridor action plans, the KPIs, the geographical information system TENtec and the statistical body EUROSTAT contribute to keeping TEN-T's objectives up-to-date. This self-monitoring system has led to a complete revision and more efficient TEN-T in 2013;
- The EU itself is an extremely sophisticated political system, governing its member states in many more domains other than transport. Before developing TEN-T, many governance institutions, such as decision making procedures, financing rules or the working principles of management bodies (like INEA) were already in place or could be based on previously established procedures;
- With the EU Parliament having indirect influence in TEN-T policy, there is a certain degree of democracy involved in TEN-T, making the content of TEN-T not merely the outcome of decisions made by high level politicians;
- TEN-T's transport projects are established based on the principle of co-funding, meaning there is a high incentive to incorporate all relevant stakeholders (national- and local governments, and private parties) as early in the governance process as possible.

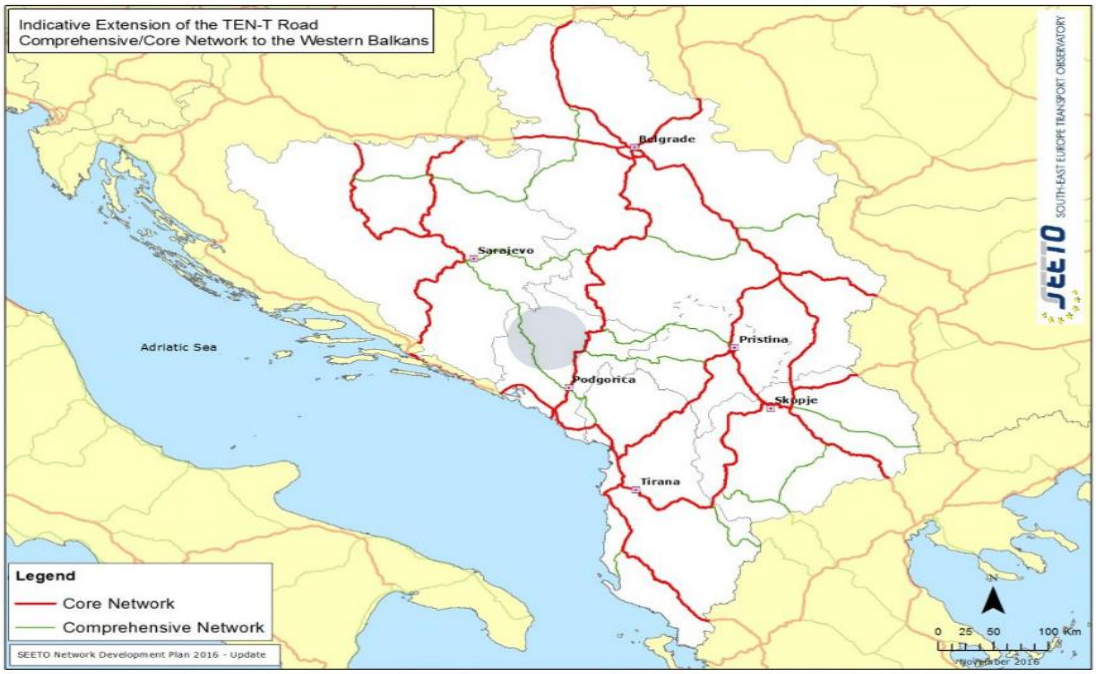
3.2 South East Europe Transport Observatory (SEETO)

3.2.1 Introduction

The South East Europe Transport Observatory (SEETO) is a regional transport organization established in 2004 by the Memorandum of Understanding signed by the Governments of Albania, Bosnia and Herzegovina, Croatia, Macedonia, Montenegro, Serbia and Kosovo as well as the European Commission. Like EU's TEN-T, SEETO is not a set of corridors, but rather a way of organizing rail, road, maritime and airborne transport within the region. The transport network was originally called the South East Europe Core Regional Network, and has since then more and more been integrated with the TEN-T network. Since 2013, the SEETO network is referred to as the Indicative Extension of TEN-T Core and Comprehensive Network, covering 6,554 km of roads, 4,807 km of rails, 17 airports, 4 rivers, 8 inland waterway ports and 10 seaports. The SEETO network is shown in Figure 3.2[21].

[21] http://www.seetoint.org.

Figure 3.2 SEETO as indicative extension of TEN-T



Source: SEETO.

Cooperation between the SEETO members intensified in 2017 with the signing of the Transport Community Treaty between the Western Balkan nations and the EU. The core principle behind the treaty is to bring SEETO closer to TEN-T. The new legal framework demands more political commitment by the member states and foresees a new governance institution, the Transport Community Secretariat, as the successor of the current SEETO secretariat. With this recent development, the MoU of 2004 is replaced and SEETO enters the next phase of corridor development. SEETO is a particularly interesting case to observe as it followed a different track than TEN-T. Whereas for TEN-T, a governance platform and a legal foundation was already available upon which a common transport organisation could be developed, SEETO was built from the ground up. In the remainder of this section, the various governance domains of SEETO are elaborated upon.

3.2.2 Corridor objectives and political support

Objectives of transport corridors and main drivers

The core objective of SEETO is twofold: improving the connection between the Western Balkan transport system and EU's TEN-T transport network and increasing the connectivity between the member states. More specifically, SEETO defines its goals as follows[22]:

- Promote cooperation for the development of the SEETO network;
- Improve the capacity to implement infrastructure investment programmes;
- Improve and harmonise regional transport policies and technical standards for the network;
- Integrate the network in the framework of EU's TEN-T.

How SEETO realized its goals has changed over time. A common transport policy for the Western Balkans dates back to the Stability Pact for South-Eastern Europe established in 1999. The EU encouraged the Western Balkan countries to develop an intra-regional cooperation platform to

[22] http://www.seetoint.org/.

facilitate political dialogue, with the aim to strengthen peace, economy and democracy. In the following years, negotiations started on the development of an infrastructure plan for the Western Balkans. This led to the development of a working document on transport and energy infrastructure in South East Europe by the European Commission in 2001, technical studies by TIRS and REBIS in 2002 and 2003, and high-level meetings in Luxembourg, Skopje and London in 2003.

SEETO was established in 2004 by the Memorandum of Understanding by the Governments of Albania, Bosnia and Herzegovina, Croatia, Macedonia, Montenegro, Serbia and Kosovo as well as the European Commission. An addendum to the MoU on railways was signed by the participants in 2007. In 2008, the EC started drafting a treaty on establishing a Transport Community in the western Balkans. The new treaty should replace the MoU and accelerate the development of Western Balkan transport systems as well as its integration with the EU. SEETO was integrated with the TEN-T network in 2013, renaming the SEETO network to: "Indicative Extension of TEN-T Comprehensive Network to the Western Balkans". On the ninth of October 2017, the Western Balkan nations signed the Treaty of establishing a Transport Community:

> "The aim of this Treaty is the creation of a Transport Community in the field of road, rail, inland waterway and maritime transport as well as the development of the transport network between the European Union and the South East European Parties […]. The Transport Community shall be based on the progressive integration of transport markets of the South East European Parties into the European Union transport market on the basis of the relevant acquis, including in the areas of technical standards, interoperability, safety, security, traffic management, social policy, public procurement and environment, for all modes of transport excluding air transport. "[23]

Alongside the development of the Treaty was the establishment of the *Connectivity Agenda* by the EU. The Connectivity Agenda is a €1 billion fund set up by the EU in cooperation with the Western Balkan states to finance transport infrastructure and to provide technical assistance to the Western Balkan states. Hard infrastructure investments are directed to 10 infrastructure projects, compromising of 4 energy-, 2 road-, 3 rail- and 1 terminal related project. Soft infrastructure investments are focussed on three topics: opening the transport market by implementing a rail reform strategy; establishing a reliable, safe and competitive transport system through deploying an Intelligent Transport System and a maintenance plan for all member states; and establishing more cross border agreements and setting up an Integrated Border Management strategy. The Connectivity Agenda is based on extensive research and forms the basis of the Action Plans that were published by SEETO in the last years. The integration process of SEETO over time is presented in Table 3.7.

Table 3.7 Evolvement of SEETO over time

Knowledge Exchange	Cooperation and collaboration	Collaboration	Integration
1990s – 2004	2004-2013	2013+	
1999: Stability Pact for South-Eastern Europe 2004: MoU	2007: Addendum to MoU on rail transport 2012: SEETO priority rating system	2013: integration with TEN-T 2014: Connectivity Agenda 2017: Transport Community Treaty	

Source: consortium.

[23] Treaty on establishing the Transport Community.

Corridor founders

The corridor was founded in 2004 by the MoU signed by Albania, Bosnia and Herzegovina, Croatia, Macedonia, Montenegro, Serbia and Kosovo as well as the European Commission. Croatia withdrew from the MoU after joining the EU in 2013.

Transport plans are incorporated in national strategies and plans

SEETO secretariat encourages and supports members with establishing national transport plans. Generally speaking, hard- and soft infrastructure measures are proposed by the members to the SEETO secretariat and evaluated according to the SEETO priority projects methodology[24]. If a project is incorporated in national strategies, there is a higher chance for it to be accepted as a priority project. An extra incentive relates to the fact that most Western Balkan nations are applying for EU membership. For accession, they require to implements EU transport policies. Hence, the members incorporate EU plans in their plans to accelerate the accession process. After signing the Transport Community Treaty in 2017, the member states are more obliged to carry through the reforms as set out in multi-annual action plans by SEETO.

Memorandum of understanding/agreements signed by countries

A Memorandum of Understanding was signed by the participants in 2004 for the development of the South Eastern Europe (SEE) Core Regional Transport Network. The Annexes contain the scope of the network as well as the working principles of the secretariat. In 2005, a Memorandum between Serbia and Montenegro and SEETO was signed on the establishment of the SEETO headquarters in Serbia. An addendum to the MoU was signed in 2007 between the participants specifically for the railway sector. The aim of the addendum was to implement institutional changes to gradually open-up the market of railway transport. The Transport Community Treaty was signed by five members in June 2017 at the Trieste summit in Italy, after which Bosnia-Herzegovina signed the treaty in September 2017.

3.2.3 Legal framework

Legal basis

Objectives of SEETO are laid down in the MoU of 2004 and 2005 and the addendum of 2007. The legal basis of SEETO secretariat is in accordance to the national law of the country in which it is situated, Serbia. With the recent adoption of the Treaty on establishing a Transport Community, the participants are encouraged implement a variety of European acts applicable to road transport, rail transport, maritime transport, inland waterway transport and the transport sector listed in annex I the treaty.

Harmonization of national regulations, standards and procedures

The regional or national transport policy measurements to be carried out by the member states are set out in the Multi-Annual Action Plan published by the SEETO secretariat. The plans contain a set of soft infrastructure measures which are eligible for financing and implementation. Since recently, the member states put extra attention into address soft infrastructure measurements. Upon recognizing that non-physical barriers at border crossings and along the corridors significantly hinders further development of the corridor, the members adopted a *soft measure management plan* established by SEETO in 2015 at the summit in Vienna. The list was updated in the 2018 Multi-Annual Action Plan, and includes the following topics:

- Rail Market opening;

[24] http://www.seetoint.org/wp-content/uploads/downloads/2013/03/SEETO-Priority-Projects-rating-methodology.pdf also see http://www.seetoint.org/wp-content/uploads/downloads/2015/10/Deliverable-2_Analysis_Prioritisation_FINAL_ed0b.pdf for updated version.

- Develop a rail freight corridor;
- Adopt Road Safety Inspection guidelines and training;
- Facilitation of trade and road border crossing;
- Developing framework for implementing intelligent transport system;
- Adopting maintenance plan 2019-2023;
- Transport network resilience;
- Bilateral agreements regarding rail border crossing.

All measurements are to be implemented regionally, except for the last. Bilateral agreements regarding border crossing procedures for rail transport between Macedonia and Serbia, and between Montenegro and Albania are in place, while agreements of other members are ongoing or in early development stages. The SEETO secretariat uses the SEETO Soft Measures Monitoring mechanism, a list of predefined criteria, to assess and compare progress made on soft infrastructure measures. The degree to which each measurement is implemented in the member states varies by member and by measure.

Mutual recognition of each other's inspections, certificates, etc.
Various topics of the soft measures management plan relate specifically to the mutual recognition of official documents issued by different countries.

3.2.4 Institutional framework

Organisation and characteristics
Currently, the following governance institutions as foreseen in the Memorandum of Understanding to foster the development process of SEETO are in place:[25]

The Annual Meeting of Ministers (AMM) is the highest political forum where the progress of the corridor in respect to the MoU is confirmed, Multi-Annual Plan is accepted and future strategies are agreed upon. It is attended by the Ministers of Transport of each of the Regional Participants and by the European Commission.

The Steering Committee (SC) ensures co-ordination of the joint work of Signatories of the Memorandum of Understanding. It is composed by one representative and one deputy representative of each Participant at Junior Ministers or senior civil servants' level. It is co-chaired by a Chairman from the South-East Europe region and the European Commission. The Steering Committee is the main responsible structure for guiding SEETO's activities and coordinating the transport infrastructure planning, as well as promoting and conducting national reforms in line with the agreed EU and regional driven approach.

The SEETO Secretariat provides technical support to the steering committee and facilitates the coordination of the regional participants, EC and IFIs. It also liaises with other actors directly involved in the implementation of the MoU, such as working groups and national co-ordinators, and with IFIs, regional bodies and donors active in the region. The SEETO Secretariat analyses the performance of the network, registering the progress made in the achievement of the MoU's provisions, is responsible for producing and updating the Indicative Extension of TEN-T Comprehensive Network to the Western Balkans's Multi-Annual Plan and assists the steering committee in promoting policy reforms and harmonisation in the transport sector.

[25] This section is based on http://www.seetoint.org/about/.

National Co-ordinators (NC) are appointed by each regional participant with the role to act as technical support to SEETO cooperation and as interface between the respective regional participant and the SEETO Secretariat.

Working Groups (WG) are formed by experts delegated by the respective national authorities; they include representatives of each regional participant and of the European Commission, (DG MOVE) and they report to the Steering Committee. A Working Group on Railways and Inter-modality is established in 2006 and Road Safety Working Group is established by the SC in 2009. Apart from best practice exchange, Working Groups contribute to promotion of harmonization in transport sector and monitor implementation of soft measures.

The governance institutions laid down in the Transport Community Treaty are built upon the existing structure and include a Ministerial Council, Regional Steering Committee, Permanent Secretariat, and Technical Committee. The Treaty also introduces a new institution, the Social Forum, aimed at incorporating social partners in the governance process in order to include social themes such as labour laws, worker rights, health and safety of workers and equal opportunities between men and women.

Corridor secretariat established

SEETO was established in 2004, upon signing the MoU. An agreement on the location of the secretariat was signed in 2005. The recently signed Transport Community Treaty foresees to replacement of the SEETO secretariat by a Transport Community Secretariat. The location of the new secretariat is yet to be determined.

Responsibilities and working principles

The SEET Secretariat's overall task is to assist in the implementation of the MoU. It has no executive powers, but its work underpins the entire SEETO network. Responsibilities are:

1. Duties directly and indirectly relating to the development and maintenance of the SEETO comprehensive network;
2. Public related/ 'Soft' issues: duties related to supporting RPs in developing and implementing policies in areas such as interoperability, regulatory reforms, safety aspects, public participation, institutional capacity building etc.;
3. Information exchange and dissemination, public visibility: collection, exchange and distribution of information covering the regional transport sector. The tasks also contribute towards public visibility and awareness of SEETO, it main role and responsibilities and its structures;
4. Management and Back Office: preparing meetings, update website, prepare Annual Action Plan (SEETO, 2011).

Participation of local authorities and the private sector

Local authorities do not have a direct influence in the governance of SEETO. Local authorities may participate in working groups. According to the MoU, SEETO aims to involve the private sector in the following way:

- The Participants intend to provide for maximum private sector involvement in the development, operation and use of the Network;
- Dialogue with the private sector and the international financial institutions should take place during the planning and implementation stages of project studies. The private sector should be kept

informed of actions planned or undertaken under this Memorandum of Understanding and its comments should be taken into account as far as possible, either by granting active observer status to representatives of the private sector in the steering committee or by way of regular meetings between the private sector and the secretariat;

- The Participants jointly aim to create the legal and financial conditions necessary for private sector participation in the development and operation of the Network;
- Participants will examine the possibility of setting up common bodies or regional companies to carry out actions necessary to develop the Network;
- Taking into account the constraints of national law, they agree to investigate possibilities of entrusting achievement of the relevant goals of this Memorandum of Understanding at least in part to private enterprises.

One-stop shop concept in the corridor governance

No one-stop shop system is in place in the region. As of January 2018, The SEETO secretariat is currently drafting a ToR with *Connecta* in the framework of the fourth pillar of EU's Connectivity Agenda on border crossing procedures. The project concerns investigating the possibilities of introducing a one-stop-shop governance concept and the implementation of a border management system.

3.2.5 Infrastructure: financing, planning and programming

Sources of financing available for governance

As laid down in the MoU, the secretariat is entirely funded by financial contributions from its members, dependent upon the size of the economy. The budget only covers execution of MCA tasks, while the implementation of project tasks heavily depends on external financing and requires additional sources of funding. According to the MoU: "the annual budget of SEETO may include though not be limited to expenses arising from personnel remuneration, office running costs, the information system and communication, overheads, operational expenses, regional studies and the annual meeting of ministers, other meetings and workshops."

Financing by governments and international organisations

Governments fund the secretariat. As of 2015, 29% of the funding for projects comes from governments. 39% (as of 2015) is financed through IFI loans; 2% by EU Funds; Other sources cover 27%, mostly consisting of China's Exim Bank, Russian Loans, Abu Dhabi fund, IDB, Italian Government, Kuwait Fund, OPEC, etc. – these sources show the sharpest rise in the last couple of years (SEETO, 2015).

Planning

There are various levels of planning: broad plans are agreed upon by the respective ministries of each countries, which are narrowed down multi-annual plans. Yearly action plans are published (short-term actions), which can target:

- Reforms to make the transport network & system more competitive, reliable and safe:
  - Implementing a rail reform action;
  - Introducing and implementing EU best practices for improvement of road safety in the region;
  - Develop maintenance programme for the entire core network.
- Introducing new technologies for optimizing operations and better use of intermodal transport:

- Development and Implementation of IT tools for the cross-border exchange of data and simplification of inspections;
- ITS Deployment on the Core Network (all transport modes) for achieving increased inter-modality and sustainable transport development.

- Improving Border Crossing Points coordination:
  - Implement the Border Crossing Agreements;
  - Improve border crossing infrastructure (joint border crossing stations, parking spaces, IT systems).

Priority investments

Projects eligible for priority are laid down in Multi-Annual Development plan. Priority accounts for a 67% share of total investments between 2004 and 2015 (source: *SEETO investment report 2004-2015*). SEETO priority projects rating methodology was adopted by the SEETO Steering Committee in July 2012 in order to provide Regional Participants and potential external financiers with an objective and consistent view on the quality of the projects nominated as relevant for the implementation of the SEETO Comprehensive Network. The criteria and their weighting are shown in Table 3.8[26].

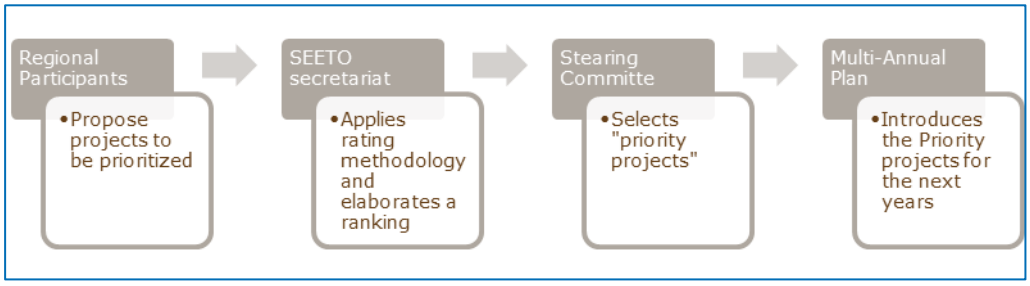
Table 3.8 Criteria for determining priority projects

Criteria	Weighting
• Economic Sustainability.	40%
• Regional Sustainability; • Regional participant priority; • Coordination between regional participants; • International user benefits.	40%
• Regulatory/technical sustainability; • Maintenance; • Operation.	10%
• Environmental sustainability.	10%

Source: SEETO website.

The planning process for appointing priority projects is presented in Figure 3.3[27]:

Figure 3.3 Planning process priority projects SEETO



Source: SEETO.

Advocating for and coordinating the maintenance and upgrading of corridor infrastructure and facilities

It was stated in the 2016 Multi-Annual Plan that maintenance of the transport infrastructure forms a major challenge for further development of the network. The maintenance prices vary greatly between the member states and there is no common methodology to assess the maintenance costs based on the

[26] http://www.seetoint.org/wp-content/uploads/downloads/2013/03/SEETO-Priority-Projects-rating-methodology.pdf, p 9.
[27] http://www.seetoint.org/wp-content/uploads/downloads/2015/10/Deliverable-2_Analysis_Prioritisation_FINAL_ed0b.pdf.

current state of the transport infrastructure. The SEETO secretariat is in the process of adopting a Maintenance plan for 2019-2023, which concerns a common strategy for the maintenance of the infrastructure network. It is a five-year maintenance plan for the member states regarding the rail and road networks. For the current state of the road and rail networks, in 2016, two reports were published on the status of road and rail maintenance to assess the performance of these transport systems.

3.2.6 Corridor performance monitoring and dissemination

Monitoring corridor performance

The performance of the SEETO network is assessed by data that is entered into SEETIS 3, the information system of SEETO. The data is then analysed by the secretariat, working groups, or other relevant parties for further development of the corridor. If through analysis and discussion it turns out that certain aspects of the corridor are underperforming, further research is conducted on its performance. For example, it was concluded from previous research that developing a maintenance plan for the member states is one of the major topics to be developed to smoothen transport along the corridor. Hence, two studies were conducted in 2016 to assess the performance of road and rail maintenance on the SEETO network, which will be used as input for the development of the Maintenance Plan 2019-2023.

The SEETO secretariat uses the SEETO Soft Measures Monitoring mechanism, a list of predefined criteria, to assess and compare progress made on a list of eight soft infrastructure measures. Likewise, SEETO developed a Priority Projects Rating Methodology, to track data on the implementation of the priority projects.

Data collection mechanisms and methods

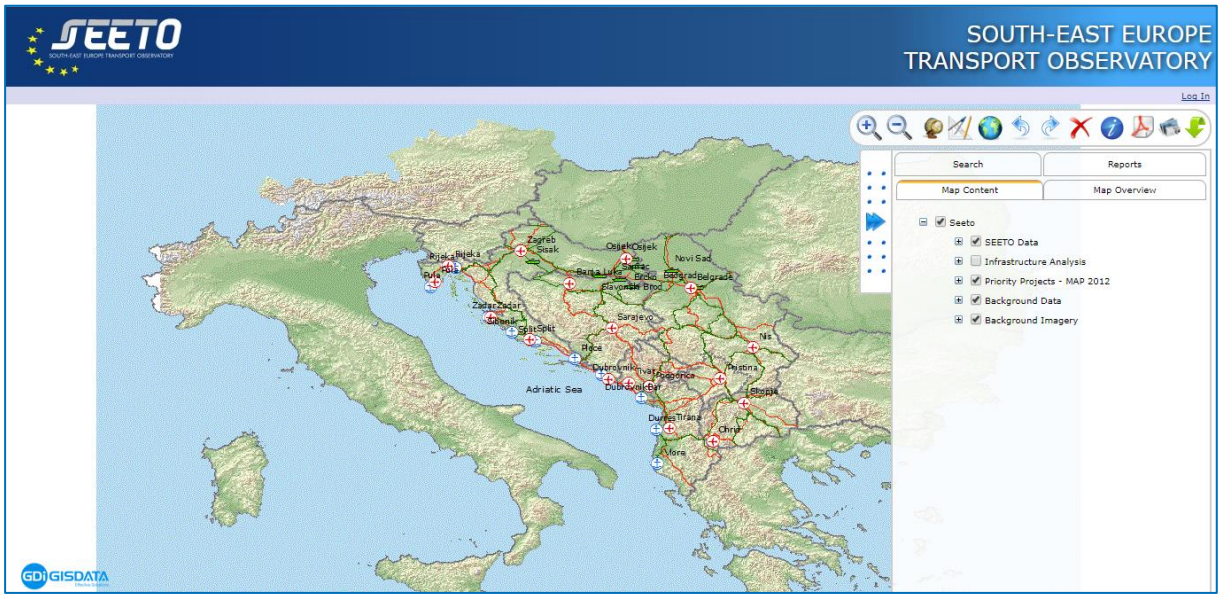
Since 2006, this data is collected annually by questionnaires carried out by the national coordinators. SEETIS 3 includes data on the quality of the network, such as road network condition, road traffic density, number of tracks, rail freight trains and rail passenger traffic; and data on the priority projects, such as its organizer, localisation, strategic importance, economic and financial justification, project maturity, financial analysis and technical description.

Dissemination and making statistics publicly available

It is laid down in the MoU that the SEETO secretariat is responsible for information exchange and dissemination and public visibility – i.e. the collection, exchange and distribution of information covering the regional transport sector. SEETO uses two main tools to provide data to the public: SEETIS 3 and the yearly published Multi-Annual Action plans.

Data is made available to the public through *SEETIS 3*, an internet based GIS application (see Figure 3.4). The portal was established in 2012 and can be used to gain information on the status of the infrastructure, as well as information on priority projects. SEETIS includes data on the quality of the network, such as road network condition, road traffic density, number of tracks, rail freight trains and rail passenger traffic; and data on the priority projects, such as its organizer, localisation, strategic importance, economic and financial justification, project maturity, financial analysis and technical description.

Figure 3.4 SEETIS 3: SEETO's information system



Source: SEETO.

The data on the performance of the corridor is published in the Multi-Annual plan, which is issued every year. The plans provide an overview on the status of the network as well as recent developments and future perspectives. The information is based on an analysis of the data available in SEETIS 3, as well as recent studies that are conducted on specific aspects of the corridor.

3.2.7 Promotion and stakeholder consultation

Promotion of the corridor

As laid down in the MoU, the SEETO secretariat tasks include contributing towards public visibility and awareness of SEETO, its main role and responsibilities and its structures. This is achieved in two ways: online through SEETO's website and SEETIS 3, and in official documents published by SEETO:

- Website: contains a multitude of work and presentations of any of its institutions, most notably the secretariat and working groups;
- SEETIS 3: an online available GIS application to access data on the performance of the corridor;
- Multi-Annual Plans contain three main topics: the current state of the network in terms of condition and traffic, the status of plans being implemented, and the policy interventions that are being planned or recommended for the future;
- Investment report: overview of the investments in the SEETO network since 2014 in terms of the size and origin of disbursed and committed investments.

The dissemination and public presentation of SEETO has recently been evaluated by a study issued by the European Commission (European Commission, 2014). The study recommends that SEETO publishes three more official documents, related to sustainability, status of projects and the status of SEETO infrastructure, as well as using more appealing graphic representation of the information. Moreover, the SEETO has been using a Priority Projects Rating Methodology since 2012, with the goal in mind to provide transparency to external financiers with an objective and consistent view on the quality of the projects nominated for implementation of the SEETO network.

Involvement of the stakeholders

Working groups are organized regularly on specific topics to bring together stakeholders from local authorities, international organisations or the private sector. Most important is the Transport Facilitation Working group, responsible for implementing a series of soft measures established by an EU technical assistance team in 2015 called the Flagship Axes Action Plan. The working group is attended by national representatives, custom authorities, transport industry representatives and individuals from relevant international organisations such as CEFTA and the World Bank. SEETO is also encouraging the private sector to participate in infrastructure investment projects through Public Private Partnerships (PPP). In 2007, a workshop was given on PPP on such themes as the legal framework for PPP systems, the government's role, and project managements.

3.2.8 Capacity building: technical assistance and studies

Technical assistance

The SEETO secretariat is responsible for providing technical assistance to the Steering committee. The SEETIS information system is used for this purpose. The EU is also a key partner for technical assistance. Currently, the EU provides assistance through *Connecta*, to help the Western Balkan nations with setting up the right institutional framework to ensure an effective allocation of the funds. Connecta is helping SEETO to set op four specific plans related to road safety, Intelligent Transport Systems, maintenance and smoothening border crossings. A plan for the last topic is still under development.

Studies

Studies are commissioned by the steering committee, secretariat or international organisations, most notably the EU and the World Bank. Studies are crucial for assessing corridor performance and determining the future direction of SEETO. The current vision for SEETO as set out in the 2018 Multi-Annual Plan is based on two extensive studies. The first is the Regional Balkans Study (REBIS) by the World Bank, which was conducted before the establishment of SEETO in 2003, and repeated in 2015. The second is the 2015 Flagship Action Plan, commissioned by the EU. Studies relate to the status of the corridor as whole, such as the previously mentioned, to specific topic, such as the road and rail maintenance performance studies from 2016, or to the performance of the governance, like the three reports on improvement regarding the data collection and analysis, the projects analysis and prioritisation, and dissemination and presentation of the results, published in 2014 and commissioned by the EU.

3.2.9 Assessment of transport governance level

The seven corridor governance domains of the SEETO corridor, as presented in this section, are ranked against the four defined corridor governance levels (information exchange; coordination; cooperation; integration), as introduced in Table 2.9. Results are presented in Table 3.9.

Table 3.9 SEETO corridor governance levels

Governance domains	Information	Coordination	Cooperation	Integration
Corridor objectives and political support		✓		
Legal framework			✓	
Institutional framework			✓	
Infrastructure: financing, planning and programming			✓	
Corridor performance monitoring and dissemination		✓		
Corridor promotion and stakeholder consultation		✓		
Capacity building: technical assistance and studies		✓		

Source: consortium.

3.2.10 Conclusion

Some lessons can be learned by the OIC member countries from SEETO. The first relates to how countries that share a history of internal disputes can successfully collaborate at a regional level. The common transport (corridor) agenda, which literally connects countries, provides a strong basis for collaboration.

In addition, certain governance domains are developed at certain points in time in the development of the corridor. After the signing of a MoU in 2004, SEETO developed slowly but steadily. Once the secretariat was established in Serbia, the main topics for transport policy integration focussed on data harmonisation and developing a methodology for priority investments. Once hard infrastructure projects were on its way and detailed data could be collected on the performance of route segments or transport modes, the way was paved to gain more support for demanding, but equally rewarding soft infrastructure measures. After the development of a SEETO Priority Rating system and the release of the third version of SEETO's information system in 2012, SEETIS 3, the focus of the SEETO yearly published Multi-Annual Plans slowly turned towards addressing non-physical barriers, such as developing intelligent transport systems, harmonizing border crossing procedures, implementing road safety guidelines or a common infrastructure maintenance plan. The trend towards harmonisation standards and procedures was propelled forward in 2017 after the member states signed the Transport Community Treaty; the successor of the MoU from 2004. The new treaty requires more political commitment by the members and a redesign of the corridor secretariat, giving it more tasks and responsibilities.

The process of SEETO's development suggests that in the cooperation stage, it is beneficial to focus on systems of data collection to track corridor performance. However, the secretariat requires enough capacity in the first place to achieve these goals. Then, the whole corridor is elevated to the next level by signing a treaty that requires more commitment on all governance domains.

Another key lesson to be drawn from SEETO is that support by an international organisation significantly speeds up the integration process. The knowledge, resources and the role of independent mediator are valuable for consensus building. SEETO cannot be seen separate from the EU. The EU initiated its establishment, takes part in every governance institution, provides technical assistance and the recently established Connectivity Agenda is crucial for the future development of the network. By 2013, the SEETO network was formally acknowledged by the EU as the indicative extension of its

own common transport policy, TEN-T. In this way, SEETO is being integrated more and more with EU's transport network. A key difference with TEN-T remains the insufficient legal framework to demand the member states to carry through reforms. However, the signing of the Transport Community Treaty marks an important point in time for SEETO. The near future will show us how well SEETO will transfer into this next governance stage, from cooperation into full collaboration and integration. The success will be determined by the extent to which the ambition set out in the new legal framework is maintained, monitored and even sanctioned by the member states.

Good practice of corridor governance

SEETO can be regarded as an advanced corridor in terms of its governance. A key difference with TEN-T is that SEETO does not have such a sophisticated political body (i.e. as the EU in case of TEN-T), backing up the development of its transport policy. In this regard, SEETO may be more exemplary for other corridors, as international corridors often lack a starting governance structure, as provided by the EU. SEETO provides valuable good practices, as illustrated below:

- SEETO was established by members that did not have any extensive political cooperation project running between them. In this respect, the MoU from 2004 or the treaty from 2017 can be used by other organisations as a starting point for developing their own corridor. As many corridors operate based on a MoU, in particular the Transport Community Treaty may be useful if corridor organisations wish to elevate their corridor governance to the next level of integration;
- Upon looking at the content of SEETO's annual action plans, a gradual shift can be identified with respect to the nature of the proposed actions. Whereas in the initial stages, the focus was on implementing hard infrastructure investment and harmonized system of data collection, recent years saw the introduction of soft infrastructure oriented measurements, such as common maintenance programs or bilateral border crossing agreements. An explanation of this trend could be that hard infrastructure investments and good data quickly yield measurable results, whereas soft infrastructure effects are usually more indirect and visible in the long term. While quickly observable results are not always the most efficient transport interventions, they are helpful for gaining further support for developing the corridor;
- Support from an international organisation has been essential for SEETO's development. From the start, the EU, in collaboration with other organisations, has been a main driver behind SEETO's development. The EU can not only draw on its own experience with developing a regional transport policy, it also has the legitimacy of an independent partner.

SECTION 2: GOVERNANCE OF TRANSPORT CORRIDORS IN OIC MEMBER COUNTRIES

4 Governance of Transport Corridors from a National Perspective

This Chapter concentrates on governance of transport corridors from a national perspective. To this end, a literature search was carried out focused on transport governance in OIC member countries. In addition, a targeted survey was carried out focused on transport governance in OIC member countries. Relevant aspects of the conceptual framework, with its seven governance domains, have been used to assess corridor governance in OIC member countries. Summarised results of the literature review and the survey are presented in this section, with more elaborate results of the survey and literature review presented in Annex 3 and Annex 4 respectively.

4.1 Objectives and political support

Part of international transport corridors

Most countries included in the literature review indicate that their national transport system are part of an international corridor. An example is Egypt that wants to promote the country as a hub of the international trade between East and West. The country is planning an upgrade of the Mediterranean Corridor by extending the expressway to the border with Libya and Palestine;

The link to the international corridors is confirmed by the results of the survey:

- The vast majority of the respondents (75%) indicate that the transport corridors in their country are part of a larger international corridor.

Political support and international corridors in national transport policy

In many of the reviewed countries, international transport corridors are high on the political agenda. For example, in Mozambique it is stated that the transport sector (and the related corridors) is one of the driving forces of real and sustainable growth and development. In Uganda, the Northern Corridor is a very important part of the overall economic strategy and regional integration is high on the list of policy priorities. This is also reflected by that fact that the biggest part of the national budget is spent on the transport sector.

This link between the international corridors and the transport policy is confirmed by the results of the survey:

- Most respondents (67%) indicate that their national transport policies address international transport corridors. Policy priority is also reflected by the fact that 87% indicated that corridor development is high (25%) or very high (62%) priority.

In general, the transport corridors address a multitude of objectives. Table 4.1 provides an overview of what objectives corridors address, according to the survey.

Table 4.1 Objectives of transport corridors

Objective	Fully address	Partially address	Not relevant
Facilitate trade, the growth of economic activities and the competitiveness of the country or region	75	25	0
Lower transportation costs	62	38	0
Shorten transport and transit times	75	25	0
Increase reliability of transport services	62	38	0
Increase safety and security of transport	50	50	0
Contribute to achieving political goals, such as job creation and/or regional development	50	50	0
Contribute to achieving political goals, such as creating a channel for political dialogue between nations	50	50	0
Facilitate access to social services, such as welfare or healthcare by increasing the mobility of people	50	50	0
Contribute to food security	62	25	12

Source: Survey carried out by the consortium.

Transport corridors and trade and transport facilitation

The transport corridors are often seen as an integral part of broader objectives of trade and transport facilitation and (economic) regional integration. This is confirmed by the following examples:

- Iran seeks to make be "an important hub for international trade and transportation". This should also be seen in the light of the fact that Iran's trade within the region has been increasing for some years. In order to further stimulate this, Iran has plans for improving the railways extensively in the coming decade;
- In Indonesia, there has been a visible move towards strengthening regional ties and continuing cooperation in the region;
- The Nigerian Government considers trade facilitation to be an important element of economic policy. In 2010 a Task Force on Trade Facilitation was formed by the government. In 2014, the task force was renamed 'the National Committee on Trade Facilitation.' This committee was "reconstituted and re-inaugurated" by the government in 2016;
- Egypt regards transport and logistics as a major contributor to the country's economy. Egypt's priorities are regional and global integration through trade facilitation, with the Middle East and North Africa as the main areas of focus.

The connection to trade and transport facilitation is confirmed by the results of the survey:

- The vast majority of respondents (75%) also indicated the corridors to be linked to a national trade and transport facilitation policy.

4.2 Legal framework

Counties reviewed are often party to an international transport corridor. For example, Uganda is part of the Northern Corridor Transit Transport Coordination Authority (having signed the Northern Corridor Transit Agreement) and The Central Corridor Transit Transport Facilitation Agency. Another example is Iran that in 2009 became a member of TRACECA, signing the 'Basic Multilateral Agreement on International Transport for Development of the Europe-Caucasus-Asia Corridor'.

This is also shown in the response to the survey:

- The majority of the respondents (62%) indicate that their country is party to a legal arrangement related to an international transport corridor.

Countries reviewed have often established an extensive legal framework, consisting of multilateral and bilateral agreement. Indonesia, member of ASEAN, has signed a range of ASEAN specific agreements, including: ASEAN Framework Agreement on the Facilitation of Goods in Transit; ASEAN Framework Agreement on Multimodal Transport; ASEAN Framework Agreement on the Facilitation of Inter-State Transport; Roadmap for Integration of Air Travel Sector; and the Roadmap Towards an Integrated and Competitive Maritime Transport in ASEAN. The same applies for Nigeria, as part of ECOWAS, or Mozambique, as part of SADC. These multilateral agreements are often complemented by bilateral agreements. Egypt, for example, has bilateral agreements with Iraq, Jordan, Lebanon, Libya, Morocco, and West Bank and Gaza.

4.3 Institutional framework

A variety of originations are involved in managing the transport corridors in the countries involved in the survey. This is in most instances the national ministry of transport. In a number of instances, also National Committees for Transport Facilitation are mentioned. This is also the finding in the literature review, as reflected below:

- Egypt has established a national transport and trade facilitation committee (NTTFC). The coordinators of this committee come from the Ministry of Trade and Industry;
- In Nigeria, the 'National Committee on Trade Facilitation' has many members, both from the government and the private sector. The Nigerian Federal Ministry of Industry, Trade & Investment is the chairman and secretariat, the co-chairman is the Nigeria Customs Service;

A substantial share (43% of respondents) indicate the presence of a leading, dedicated body for managing the transport corridors. In those cases these leading bodies are fully responsible for the following tasks:

- Planning and programming of infrastructure: 33%;
- Initiating and supporting legislative and regulatory reform: 67%;
- Harmonising technical standards and interoperability: 67%;
- Aligning border crossings and operational procedures: 33%;
- Monitoring corridor performance: 100%;
- Communicating results and exchanging information: 67%;
- Consultation with stakeholders and promoting corridor use: 100%;
- Building capacity though technical assistance and studies: 100%.

The vast majority of survey respondents (86%) indicate that local authorities and the private sector participate in the management of the transport corridors.

Many countries indicate a strong involvement of development partners involved in transport corridor development. In Uganda, for example a range of development partners are active, including the World Bank, EAC, COMESA, AfDB, TMEA, TTFA, JICA, and the EU (EDF).

4.4 Infrastructure: finance, planning and programming

In most countries reviewed, substantial investments in infrastructure are made. The public sector is the main source of funding, although the role of development partners or donors, remains significant in many countries. There is increasing emphasis on involving the private sector in infrastructure investment. In Indonesia, for example, although the national government remains to be the main source of funding, cooperation between the government and private sector under public-private partnership schemes is actively pursued. The various funding sources are also reflected in the response to the survey, indicating that transport corridor funding is provided by the following sources: public sector (86%); donors (75%); private sector (29%) and user levies (14%).

A dedicated, earmarked budget for development of transport corridors is often not available. The survey indicates that this is only so in the minority of cases (29%). Transport corridor projects are prioritised in planning and programming of infrastructure, although only at a rate of 57%, according to respondents of the survey.

4.5 Corridor performance monitoring and dissemination

Transport corridor performance monitoring is done on a structural basis in most cases, i.e. in 71% of the respondents of the survey. Sometimes, this is done by a national organisation. For example, in Egypt, the Ministry of Transport is responsible for performance monitoring, supported through the TRANSTRAC project. Sometimes, corridor specific information is also monitored through the (international) corridor organisations, as in the case of Nigeria, where the Abidjan-Lagos Corridor Organisation (ALCO, see Section 5.3) deals with monitoring of corridor performance.

The following data is being monitored:

- Freight flows: 100%;
- Time of transportation and waiting times: 100%;
- Transport costs: 100%;
- Reliability performance: 50%;
- Safety performance: 100%.

All respondents indicated that a dedicated transport corridor data management and storage system is in place.

4.6 Promotion and stakeholder consultation

Stakeholder are actively involved in the management of the transport corridors, according to the survey. Survey respondents indicate that the following stakeholders are involved in the governance of the corridors:

- Ministries/policy makers: 100%;
- Shipping companies: 57%;
- Transport operators: 86%;
- Customs authorities: 100%;
- Port authorities: 100%;
- Road authorities: 100%;
- Rail infrastructure providers: 71%;
- Inland navigation authorities: 57%;
- Development partners: 57%.

4.7 Capacity building: technical assistance and studies

Capacity building and specifically technical assistance and studies are in general not seen as key elements of corridor governance, as reflected by the survey response:

- Technical assistance is only in 14% provided to support the governance and management of the transport corridor;
- 42% of respondents indicate that studies are carried out to support the functioning of the transport corridor.

Literate review reveals that notably development partners play an active role in capacity building in corridor management and governance, or transport corridor development in general. This is especially the case if the topic is stretched to also covering trade facilitation and logistics. In Egypt, for example. A variety of donors has been involved, including the World Bank, EIB, ADB, EU, and USAID.

5 Results Case Studies: Africa Group

This chapter presents the three selected case studies of the Africa group, including the results of the Maputo Corridor Logistics Initiative (Section 5.1), the Northern Corridor (Section 5.2), and the Abidjan-Lagos Corridor (Section 5.3).

5.1 Case study Maputo Corridor Logistics Initiative

5.1.1 Introduction

The governance and management of the Maputo Corridor has undergone substantial changes over the years. It started as a joint initiative of the Ministers of Transport of South Africa and Mozambique and was initially more focused on strengthening of the infrastructure links between the Port of Maputo and the South African industrial area around Johannesburg in Gauteng under the Spatial Development Initiative (SDI). With the construction of the toll road N4 there was a shift of the governance and management of the corridor towards the users of corridor. In 2004, the Maputo Corridor Logistics Initiative (MCLI) was established as a non-profit organisation with the industry, transport and logistics service operators – the users of the corridor – as founding members. At a later stage, the public sector of the countries also joined.

5.1.2 Objectives and political support

Objectives of transport corridors and main drivers

MCLI is the formation of a group of infrastructure investors, service providers and users focused on the promotion and further development of the Maputo Corridor, as a contribution to the aims and objectives of the Maputo Development Corridor, namely:

- To rehabilitate, in partnership with the private sector, the primary infrastructure network along the Corridor, including road and rail links between South Africa and Maputo, the border post between the two neighbours, and the Port of Maputo;
- To maximise investment in the potential of the Corridor area and in added opportunities that infrastructure rehabilitation would create;
- To maximise social development and employment opportunities, and increase participation of historically disadvantaged communities;
- To ensure sustainability by developing policy, strategies and frameworks that ensure holistic, participatory and environmentally sustainable approached to development.

The strategic objectives of MCLI are:

- To coordinate the views of the investors, service providers and the users of the Maputo Development Corridor to promote development and change to make the Maputo Development Corridor the first choice for the Maputo Corridor Region's Stakeholders;
- To inform the market about the Corridor and to market the strategic benefits and opportunities offered by the Corridor.

Corridor founders

MCLI was founded in 2004 by eight parties: MPDC (Maputo Port Development Company), MIPS (Mozambique International Port Services), TCM (Coal Terminal Matola), TRAC (Trans-Africa Concessions), MMC (Manganese Metal Company), TSB (sugar), TAL (Trans Africa Logistics), and later also the Department of Transport of South Africa, which joined MCLI in 2006. The majority of the founders were private sector investors, service providers and cargo owners operating on the corridor.

Presently, MCLI consists of the following 'founding' members: DOT - Department of Transport (May 2006); DPW - Dubai Ports World Maputo; MMC - Manganese Metal Company Pty Ltd; MPDC - Maputo Port Development Company; FPT - Maputo Fresh Produce Terminal; TAL – Transafrica Logistics; Grindrod Terminals; TRAC - Trans African Concessions; Kudumba Investments Lda. TFR – Transnet Freight Rail;SR – Swaziland Railway; CFM – Ports and Railways Authority of Mozambique.

Transport corridors are incorporated in national strategies and plans

The development of the Maputo Corridor has always been incorporated in national strategies and plans. This incorporation was not only limited to the transport infrastructure – in this case mainly the construction of the toll road N4 (see Figure 5.1) on South African and Mozambican territory under a Built Operate Transfer contract granted to TRAC – Trans African Concessions – and the Port of Maputo, but also in national plans to harmonize regulations between the countries of the Maputo Corridor related with operations (Customs, inspection regimes, etc.).

Figure 5.1 Toll road N4

Source: consortium.

Memorandum of Understanding/agreements signed by countries

Although there are hardly any formal international agreements regarding the operation of the Maputo Corridor in particular, there is the Maputo Corridor Logistics Initiative since 2004 in which important and relevant public and private sectors from South Africa, Mozambique and Swaziland participate as (founding) Members.

5.1.3 Legal framework

Legal basis

MCLI is a voluntary association, non-profit, with legal personality and is incorporated in South Africa as a membership organisation, with private and public sector members drawn from South Africa, Mozambique and Swaziland. MCLI co-operates closely with organised business to engage with relevant authorities in order to coordinate and represent the combined views of all stakeholders involved in the investment, utilisation and provision of the infrastructure and services of the Corridor.

Harmonization of national regulations, standards and procedures

Since 2004, MCLI is advocating for harmonization of national regulations, standards and procedures, which would contribute to the optimized use of the Maputo Corridor. It must be said that within the framework of regional organisations like the Southern Africa Development Community (SADC) and the Common Market for Eastern and Southern Africa (COMESA) many initiatives have been undertaken to harmonize national regulations, standards and procedures related with transport, communication, trade, inspection regimes, etc. The transposition of these international agreements and protocols into national legislation however often faced too many challenges, and implementation and enforcement did not always take place.

Mutual recognition

The aforementioned harmonization of national regulations, standards and procedures, which would contribute to the optimized use of the Maputo Corridor, also includes the mutual recognition of each other's standards, inspections, certificates, etc.

5.1.4 Institutional framework

Organization and characteristics

The Maputo Corridor Logistics Initiative is a voluntary non-profit association, with legal personality and perpetual succession. MCLI is the formation of a grouping of infrastructure investors, service providers and users focused on the promotion and further development of the Maputo Corridor, as a contribution to the aims and objectives of the Maputo Development Corridor.

MCLI is incorporated in South Africa as a membership organisation, with private and public sector members drawn from South Africa, Mozambique and Swaziland. MCLI co-operates closely with organised business to engage with relevant authorities in order to coordinate and represent the combined views of all stakeholders involved in the investment, utilisation and provision of the infrastructure and services on the Corridor.[28]

MCLI shall have the following powers to enable it to realise its objectives, provided the exercise of these powers shall not result in jeopardizing MCLI's status as a section 21 company and shall not result in MCLI becoming engaged as a principal in logistics trading activities or would put it in any way in competition with its members.

MCLI is a membership organization intended to be funded partly by membership fees by key members; general members; and affiliate/cooperation partner members as per the articles of the Constitution. Participation will be open to the wider range of stakeholders with membership fees based on affordability in terms of the size of organisations.

The Key Members of the Company according to the Constitution from 2010 were the following founding organisations with their nominated representatives representing them on the board of directors:

- DOT - Department of Transport (May 2006);
- DPW - Dubai Ports World Maputo;
- MMC - Manganese Metal Company Pty Ltd;
- MPDC - Maputo Port Development Company;
- FPT - Maputo Fresh Produce Terminal;

[28] CONSTITUTION OF THE MAPUTO CORRIDOR LOGISTICS INITIATIVE Revision 3 (September 2010) Incorporated as a Section 21 Company on 17 March 2004 (Reg. No. 2004/007466/08).

- TAL - Transafrica Logistics;
- Grindrod Terminals;
- TRAC - Trans African Concessions;
- Kudumba Investments Lda;
- TFR – Transnet Freight Rail;
- SR – Swaziland Railway;
- CFM – Ports and Railways Authority of Mozambique.

MCLI does have a Board of Directors. According to the revised Constitution in 2010, the Board is composed of:

- Executive Directors: The Key Members of MCLI;
- Non-Executive Directors: Six (6-10) invited from organised business in South Africa and Mozambique to represent their members on MCLI Board and to encourage the individual members to subscribe to membership of MCLI:
  - One representative each from senior management of both CPI & CTA in Mozambique;
  - One representative each from AHI, NAFCOC, FABCOS and SACOB; nominated by the provincial body;
  - One representative, each from MEGA in Mpumalanga and TIL in Limpopo Province;
  - The Department of Transport and Communications in Mozambique.

The MCLI Board of Directors is vested with the powers and functions assigned to it under this Constitution include the following:

- To take such action and do such things deemed necessary to further defend the interests and to promote the objectives of MCLI;
- To provide policy direction by setting and reviewing specific directives and priorities for MCLI;
- To monitor implementation;
- To monitor the operating structure, finances and administration of MCLI and for this purpose to appoint an audit committee;
- To determine from time to time new categories of membership and representation;
- To determine and approve the operating and capital budgets of MCLI;
- To appoint the CEO;
- To amend the Constitution;
- To make and amend rules;
- To do all things for the more effective achievement of the objectives of MCLI.

According to the website of MCLI, the Board of Directors consists of six (6) Key Funding Members drawn from both Mozambique, Swaziland and South Africa, thus reflecting both the tri-national nature of the MDC as well as the spirit in which the Initiative was created of serving all Corridor stakeholders with the Ministry of Transport and Communications represented by a Non-Executive Director:

- CFM - Caminhos de Ferro de Moçambique;
- Department of Transport of South Africa;
- Grindrod Mozambique Limitada;
- Kudumba Investments;
- Ministry of Transport and Communications of Mozambique;
- Swaziland Railways;
- TransnetFreightRail.

Corridor Secretariat established

The Maputo Corridor Logistics Initiative (MCLI) acts as the de facto Secretariat for the Maputo Corridor and is as such also recognized by both the public and the private sector in South Africa, Mozambique and Swaziland.

Responsibilities and working principles of transport corridor governance bodies

As mentioned earlier, MCLI does have a Board of Directors. The powers and functions of the Board of Directors are described in the Constitution of MCLI and include the following: to take such action and do such things deemed necessary to further defend the interests and to promote the objectives of MCLI; to provide policy direction by setting and reviewing specific directives and priorities for MCLI; to monitor implementation; to monitor the operating structure, finances and administration of MCLI and for this purpose to appoint an audit committee; to determine from time to time new categories of membership and representation; to determine and approve the operating and capital budgets of MCLI; to appoint the CEO; to amend the Constitution; to make and amend rules; to do all things for the more effective achievement of the objectives of MCLI.

MCLI has also an Executive Committee consisting of the Key Member companies of MCLI. The CEO of MCLI shall attend meetings of the Executive Committee but shall have no right to vote. Meetings of the Executive Committee shall be held at least four (4) times per year, and at such other times as the Executive Committee may determine. Any decision taken or act performed by or on the authority of the Executive Committee shall be of full force and effect, unless it is set aside or amended by the full Board of MCLI. Each member of the Executive Committee shall have one vote at meetings of the Executive Committee. In case of deadlock in voting, the chairperson shall not have a casting vote and dispute should be taken to the vote of the board of directors.

The powers and functions of the Executive Committee include the following:

- To make recommendations to the MCLI regarding the fee of the annual subscriptions by members as well as the dates upon which such fees shall become due and payable;
- To make recommendations to the MCLI regarding the rate of interest this will accrue on overdue subscriptions;
- To guide, direct and monitor the CEO;
- To authorise the CEO of MCLI to act on behalf of MCLI for the purpose of entering into any contract;
- To authorise the CEO to invest monies on behalf of MCLI;
- To authorise the CEO to open bank accounts on behalf of MCLI;
- To recommend to MCLI the budget as presented by the CEO on an annual basis;
- To determine the conditions of employment and emoluments of the CEO, this shall be reviewed annually;
- To appoint persons as representatives of MCLI to serve on other organisations;
- To review the monthly management accounts of MCLI.

Participation of the local authorities and the private sector

As we have seen, in the early days of the governance and management of the Maputo corridor (in particular in the period until 2004), local and provincial authorities had been hardly involved in the development of the corridor. It was mainly driven by the national public sector, which wanted to build more efficient infrastructural links between the industrial area in Gauteng and the Port of Maputo in Mozambique. Local and provincial governments seemed to see no benefit in developing such a corridor and did not show any interest to participate. After 2004, local and provincial authorities showed more

interest in the corridor concept as they were looking for opportunities to connect local and provincial economic growth and development with national and international trade using the Maputo Corridor.

This is an important lesson in corridor development in general: many local and regional authorities do not see any benefit in transit traffic, but see only the negative aspects in terms of traffic accidents, noise, etc. until they see opportunities to use the corridor for their own economic development by linking their ancillary local infrastructure feeder network to the main corridor.

The participation of the private sector is very strong in the governance and management of the Maputo Corridor. MCLI is a non-governmental organisation.

One-stop shop concept in the corridor governance
The one-stop shop concept in the governance and management of the Maputo Corridor is an objective that MCLI always strives to achieve: coordination of all components related with planning, expansion and operation of the corridor.

5.1.5 Infrastructure: financing, planning and programming

Sources of finance available to effectively ensure governance of transport corridors
The financing, planning and programming of the infrastructure of the Maputo Corridor is carried out by the Ministries of Transport of the three countries. They are presented in MCLI as (founding) members and in the Board of Directors. As such, coordination of the planning and programming can be guaranteed.

Financing by government(s)
The governments of the respective member countries are responsible for the financing of the infrastructure, although the private sector is also heavily involved in this through concession agreements. Construction, maintenance and operation of the toll road N4 is integrated into a BOT concession, which is given to TRAC. The rehabilitation of the railways is also financed by the ministries and/or railway corporations, while the private sector finances most of the investments in the Port of Maputo.

Financing by international organisations/international banks
International organisations or international banks are not heavily involved in the financing of infrastructure related with the corridor. The World Bank is supporting MCLI and its stakeholders to formulate a strategy for the further development of the Maputo Corridor.

Prioritizing investments
The MCLI and its members, including local and provincial governments, are engaged in prioritizing investments in the corridor.

Advocating for and coordinating the maintenance and upgrading of corridor infrastructure and facilities
The maintenance and upgrading of corridor infrastructure and facilities is taken care of by TRAC according to its concession contract; the railways are maintained and upgraded by the railways corporations; the Port of Maputo has its obligations for maintenance and upgrading of port infrastructure and port facilities.

5.1.6 Corridor performance monitoring and dissemination

Monitoring system of implementation of agreements and activities

The Constitution of MCLI stipulates that the Board of Directors of MCLI is responsible for the monitoring of the implementation of agreements and activities carried out within the framework of the Maputo Corridor Logistics Initiative.

Monitoring of performance of corridors

The monitoring of the performance of the Maputo Corridor remains one of the major challenges for MCLI. It is always very useful to monitor the performance of the corridor in terms of traffic, trade, cargo volumes, length of time it takes to travel along the corridor, fluctuation in waiting times at the borders, transports costs and transport tariffs, etc. One of the problems is that one would need resources to carry out regular surveys and establish a type of Corridor Performance Measuring and Monitoring (CPMM) system. It may provide possible justification for investing in new infrastructure. The tricky thing for the private sector is that as there are relatively few operators on the Maputo Corridor the statistics may be easily allocated to a specific operator. MCLI has the ambition to design and implement such a system, but presently lacks the funds for this.

Data collection mechanisms, methods and dissemination

Data collection only takes place at company level. Companies are still not eager to share this type of information as they consider it confidential because of competition motives. Moreover, there is no institutionalized system of data collection related with the performance of the Maputo Corridor. Because of this, MCLI is not in the position to disseminate reliable statistics. It therefore depends on the willingness of its members.

5.1.7 Promotion and stakeholder consultation

The promotion of the Maputo Corridor and regular stakeholder consultation can be considered as one of the strongest assets of MCLI since it started its operation in 2004. MCLI is present on many national and international conferences, workshops, seminars and meetings which are related to corridor development in general and the development of the Maputo Corridor in particular.

The mission of MCLI is to involve stakeholders to a maximum. It has therefore created many different platforms, but also maintains regular bilateral contacts with the stakeholders. This contact with stakeholders also takes place when a specific problem is addressed that is in need of a solution.

5.1.8 Capacity building: technical assistance and studies

Carry out studies and provide technical support

The ambition of MCLI is to carry out more studies and provide technical support to the stakeholders related to the Maputo Corridor. Therefore, it needs more financial resources, which it does not have at the moment.

The alternative is to maintain good contacts with national and international organisations and request support to carry out such studies. A good example of this is the study carried out in 2014: Sequeira, S., Hartmann, O., Kunaka, C. (2014). *Reviving Trade Routes; Evidence from the Maputo Corridor.* SSATP, Discussion Paper No. 14.

Provide training and other capacity building

The Constitution stipulates that MCLI should facilitate capacity building and training opportunities, which will include industry training across public and private stakeholders to ensure full understanding of the supply chain with regard to the Maputo Development Corridor. But also in the

case of training and capacity building, MCLI lacks funds. However, in a way, MCLI is contributing to training and capacity building by disseminating experiences in the development of the Maputo corridor by delivering presentations and organising workshops and seminars.

5.1.9 Assessment of transport governance level

The seven corridor governance domains of the Maputo Corridor, as presented in this section, are ranked against the four defined corridor governance levels (information exchange; coordination; cooperation; integration), as introduced in Table 2.9. The Maputo Corridor governance levels are presented in Table 5.1.

Table 5.1 MCLI governance levels

Governance domains	Information	Coordination	Cooperation	Integration
Corridor objectives and political support			✓	
Legal framework		✓		
Institutional framework			✓	
Infrastructure: financing, planning and programming		✓		
Corridor performance monitoring and dissemination	✓			
Corridor promotion and stakeholder consultation			✓	
Capacity building: technical assistance and studies		✓		

Source: consortium.

5.1.10 Conclusions

The concept behind the Maputo Development Corridor, as envisaged in 1995, was an integrated approach towards the development of the geographical area covering the Maputo Corridor. This integrated approach comprised of the following components:

- Construction of Toll Road N4 linking South Africa and the Port of Maputo in Mozambique;
- Commercialization of the Port of Maputo;
- Commercialization of railway connections Maputo–South Africa and Maputo–Swaziland;
- Attraction of major industries and establishment of Free Industrial Zones along the corridor;
- Improvement of Customs facilities;
- Upgrading telecommunications and electricity networks;
- Improvement of business climate by facilitating customs procedures and reducing red tape, bureaucracy, excessive administrative procedures.

One of the major concrete successes was the construction of a toll road of 503 km (N4) between Maputo and Witbank, which was opened in 2000 and is operating successfully. It has been given in concession to Trans African Concessions (Pty) Ltd. (TRAC), which aim it was to develop the N4 route to such an extent that it would facilitate the stimulation of trade and investment in the region and provide access to global markets through the Port of Maputo. In 2003, the major investments on the corridor were already showing results: the toll road N4 and MOZAL, Mozambique Aluminium, a smelter in Maputo with a capacity of 550,000 ton of aluminium per year was fully functioning. In addition, the port concession in the Port of Maputo turned out to be effective. The basic infrastructural

layers of the foundation had been realized and it was now time for improving the operational performance of the corridor.

A variety of stakeholders joined MCLI:

- Representatives from the public sector in South Africa and Mozambique, which saw in this platform an opportunity to coordinate and finance investments in infrastructure, coordinate procedures and regulations (Customs, for instance), harmonize standards and exchange information;
- Representatives from the business sector like shippers, road transport companies, railways, intermodal transport operators, freight forwarders, logistics service providers, shipping lines, port agents, shipping brokers, financial institutions which considered MCLI as a useful source of information as well as an excellent network for developing new business contacts.

The funding of MCLI is guaranteed via annual contributions from its members: around 75 percent from its founding partners and 25 percent from 170 general members. The financial sustainability of MCLI is a serious issue as the organization solely depends on membership fees. This puts a limit to the activities that MCLI can undertake in the present situation. There are, of course, different ways to increase the revenues of MCLI, for instance, by expanding the member base and introducing user-pay models, as, for instance, the Northern Corridor in Kenya, Uganda, Rwanda and D.R. Congo is doing. Some stakeholders seem still not to be at that stage that they will agree with this. One solution to overcome this problem is that MCLI will expand its activities and set-up a transport corridor observatory monitoring traffic, time and costs of certain transport operations along the corridor, measuring border crossing performance, etc. Both government and private funding would subsidize these new activities. This is, however, a very delicate issue as the private operators are often not be willing to share this type of information, as they consider this confidential business information; even on an anonymous base. The reason is that, as there are not that many operators, one could easily deduce which operator it concerns. MCLI still believes it should create a research division to monitor logistics costs along the corridor for every type of cargo and every type of transport. Another problem is the perceived idea that MCLI is mainly driven by South African interests, despite efforts from MCLI to establish permanent presence in Mozambique.

The management of MCLI confirms that there is a need for a multilateral legal instrument to establish a sustainable corridor management institution that prescribes each of the parties' responsibilities and secure Government funding to sustain the functioning of MCLI: Based on this, MCLI has taken the following initiatives:

- MCLI is currently working on a project funded by the World Bank's Africa Transport Policy Programme, which has two elements. The first is to revise the current Memorandum of Understanding, which applies to South Africa and Mozambique to include the Kingdom of Swaziland, and to propose a formal working partnership between the three countries and MCLI so that the organisation can fully support the development of the Maputo Corridor in an institutional framework, which will give its capacity to resource the organisation more effectively to carry outs its work;
- MCLI is in the process of drafting a strategy for the organization to 2021, which provides the structure, and impetus for improving the operational, research and analytical capacity of MCLI. Both these elements will enable MCLI to improve its lobbying and advocacy activities.

Good practice of corridor governance

Based on the information provided above, the following good practices can be identified:

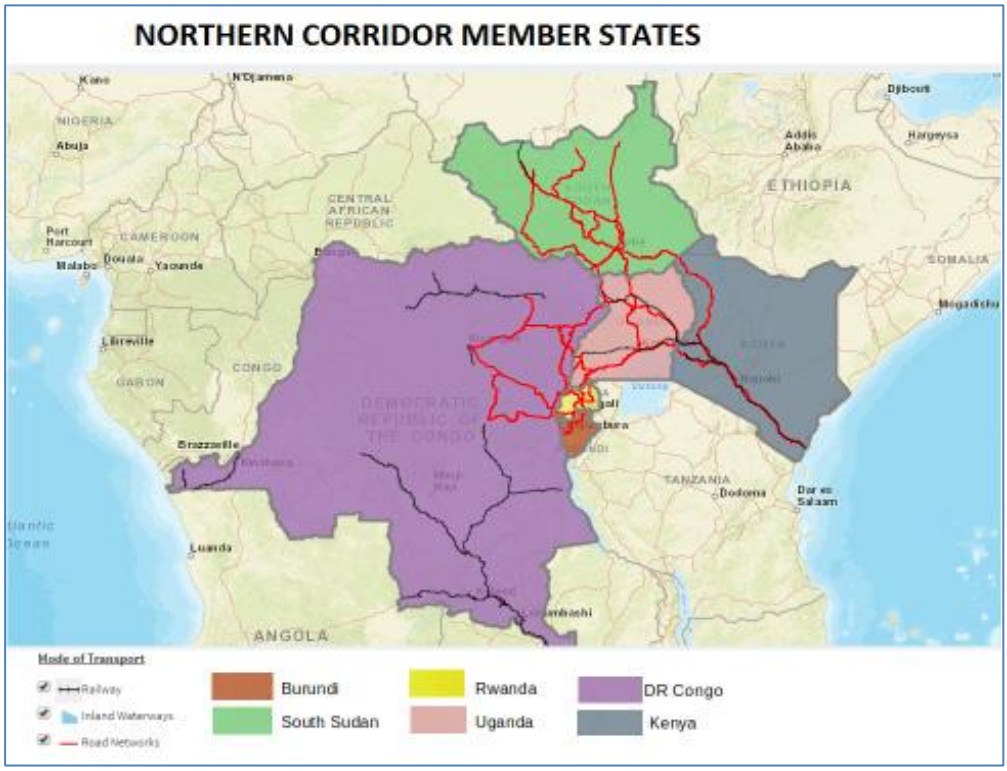
- The MCLI is based on a collaboration between public and private partners; with infrastructure investors, service providers and users included, all focused on the promotion and further development of the Maputo Corridor;
- The MCLI provides a strong example where a number of corridor founders, which were predominantly representatives from the private sector, have created a successful initiative towards developing a transport corridor, with obvious broader socio-economic impact, and is based on strong international collaboration, including Mozambique, Swaziland and South Africa.

5.2 Case Study Northern Corridor

5.2.1 Introduction

The Northern Corridor is a multimodal transport corridor in Africa consisting of various transport modes including road, railways, inland waterways and oil pipelines. The corridor, as presented in Figure 5.2, links the landlocked countries of Rwanda, Burundi and Uganda with the Port of Mombasa in Kenya and also serves the eastern part of the Democratic Republic of Congo, Southern Sudan and Northern Tanzania.

Figure 5.2 Northern Corridor



Source: Transport Observatory, Northern Corridor Transit and Transport Authority. 2016. Northern Corridor Transport Observatory Report. Towards Efficient Corridor Performance. Issue No. 8.

5.2.2 Corridor objectives and political support

The Northern Corridor is governed by the Northern Corridor Transit and Transport Agreement (NCTTA), which also established a Transit Transport Coordination Authority of the Northern Corridor (TTCANC).

By signing this Agreement, the Contracting Parties have agreed to collaborate in matters related to transportation of goods and people in the Northern Corridor, including but not confined to the following:

- Maritime Port facilities;
- Routes and facilities;
- Customs Control and Operations;
- Documentation and Procedures;
- Transport of Goods by Rail;
- Transport of Goods by Road;
- Inland Waterways Transport of Goods;
- Transport by Pipeline;
- Multimodal Transport of Goods;
- Handling of Dangerous Goods;
- Measures of Facilitation for Transit Agencies, Traders and employees;
- Development of an Economic Corridor.

The objectives of the NCTTA according to Article 3 of the Agreement are:

1. To facilitate trade, the movement of persons, vehicles and goods in domestic, regional and international transport;
2. To stimulate economic and social development in the territories of the contracting parties;
3. To transform the Corridor into a Development Corridor which, in addition to offering safe, fast and competitive transport and transit services that secure regional trade, will stimulate investment, encourage sustainable development and poverty reduction;
4. To implement strategies for accelerating economic and social growth along the corridor while ensuring environmental sustainability.

Corridor founders

The founders of the Northern Corridor are Burundi, Kenya, Rwanda and Uganda (1985). Later also the Democratic Republic of Congo (1987) and South Sudan (2012) acceded to the Agreement.

Transport corridors are incorporated in national strategies and plans

The Northern Corridor strategy and plans are embedded in national plans of the Contracting Parties. The Contracting Parties are obliged by Article 4 of the Agreement to cooperate in investment planning, development of transport and transit facilities and to jointly seek financing for project execution and to harmonize their standards and procedures for design, construction, operation and maintenance of transport and transit facilities and equipment.

Memorandum of Understanding/agreements signed by countries

The countries Burundi, Democratic Republic of Congo, Kenya, Rwanda, South Sudan and Uganda have signed the Northern Corridor Transit and Transport Agreement from 2007. The Contracting Parties of the Northern Corridor Transit and Transport Agreement have also agreed in 2007 that the existing Northern Corridor Transit Transport Coordination Authority (NCTTCA) established in accordance

with the 1985 Northern Corridor Agreement would be renamed the Northern Corridor Coordination Authority (NCCA). This authority has been established as an international organisation with legal personality with the capacity and power to enter into contracts, acquire and dispose of immovable and movable property, to sue and be sued, and all other legal powers necessary for the proper exercise of its functions.

5.2.3 Legal framework

The legal basis is the Northern Corridor Transit and Transport Agreement. All of the following is taken from said agreement.

Harmonization of national regulations, standards and procedures

Member states of the Northern Corridor should facilitate the smooth and rapid movement of persons and goods between their territories and in transit, through the simplification and harmonisation of documentation and procedures relevant to the movement of persons and goods between their territories and in transit through their territories. There is a legal obligation for the Member States of the Northern Corridor to harmonize their national regulations, standards and procedures related with design, construction, operation and maintenance of transport and transit facilities and equipment with each other. This is also the case for the harmonisation of privatisation policies relating to the management of transport facilities and services.

Mutual recognition of each other's inspections, certificates, etc.

The mutual recognition of each other's certificates and inspections has been covered by the Agreement and its Protocols. Some examples are the mutual recognition of registration and licensing of means of transport; driving permits; and road transport licenses.

5.2.4 Institutional framework

Organization and characteristics

The Articles 7 and 8 from the Agreement (2007) present the institutional framework and the organization with its characteristics. The main organs of authority are the Council of Ministers; the Executive Committee; specialized committees; Public Private Partnership Committee; and the Permanent Secretariat.

The Council of Ministers is composed of the Ministers responsible for transport matters in each of the contracting parties. One of its functions is the joint resource mobilisation and the allocation of funds for regional projects under the Northern Corridor transport system aimed at improving the conditions of interstate traffic and transit within the territories of the contracting parties.

The Executive Committee is composed of the Permanent Secretaries or their equivalent who are responsible for transport matters in each of the contracting parties. The Executive Committee initiates the formulation of general principles and policies governing the Authority and ensures that the Agreement and its protocols are uniformly applied among the contracting parties. The Committee also approves the financial and administrative rules and regulations of the Authority.

Specialized Committees have been established by the Council of Ministers such as 'Infrastructure Development and Management', 'Customs and Transit Facilitation' and 'Public Private Partnership Committee'. These specialised Committees are composed of organisations and persons from the Member States dealing with specialised areas of transport and transit and shall be responsible for implementation of aspects of transit transport operations in their specialized areas. prepare implementation strategies for corridor operations; report their activities in periodic reports to the

Executive Committee through the Permanent Secretariat and advise the Executive Committee on required amendments to this Agreement.

Corridor Secretariat established

A Permanent Secretariat has been established, which is the Authority's Administrative and Management Organ headed by the Executive Secretary.

The status of the Permanent Secretariat is established under a Headquarters Agreement between the Host Country and the Permanent Secretariat by which agreement the Permanent secretariat and its senior expatriate staff are accorded diplomatic immunities and privileges.

Responsibilities and working principles of transport corridor governance bodies

The functions of the Permanent Secretariat are described as follows:

- Provide technical and analytical support to the Authority's organs in the form of strategy formulation, project identification, analysis of national standards and practices, collection and storage of data and statistics, and of any other task and study that may be assigned to it by the appropriate organs of the Authority in technical, economic, institutional and legal matters;
- Set performance indicators and monitors their implementation, including implementation of the Agreement, and make periodic reports;
- Provide secretarial services to the meetings of the different organs of the Authority including the preparation and distribution of agendas, keep minutes of the meetings, maintain archives, prepare work plans and budgets, keep accounts and prepare financial statements for audit;
- Perform all such tasks as shall be assigned to it by the organs of the Authority;
- In exercising its functions the Permanent Secretariat shall be responsible to the Executive Committee.

The responsibilities of the Executive Secretary are:

- Monitor the implementation of the decisions taken by the policy organs of the Authority;
- Ensure the function of the Authority as far as the procedures for amendment and for consultation and settlement of disputes are concerned;
- Prepare working papers and reports for all meetings of the Authority and Executive Board;
- Provide secretarial services to all meetings of the Authority and the Executive Board and any other meetings held in accordance with the provisions of the agreement and the protocols;
- Take follow-up action on reports emanating from meetings held in accordance with the provisions of the agreement and the protocols;
- Prepare rules and regulations governing financial, administrative and other activities of the Authority and submit them to the Executive Board;
- Prepare annual budget, accounts and programmes of Activities of the Authority and submit them to the Executive Board;
- Propose the terms and conditions of service, including remunerations, and submit them to the Executive Board for approval;
- Recruit staff for the Secretariat (other than those referred to under Section (b) – vii of this Article; and
- Perform any other functions that the Executive Board may delegate or assign to the Executive Secretary.

Meetings of the organs of the Authority

The organs of the Authority shall hold meetings as follows:

- The Council of Ministers shall meet once a year;
- The Executive Committee shall meet twice a year one meeting of which shall be held immediately preceding the meeting of the Council of Ministers;
- The Technical/Specialised Committee and the Private Public Private Partnership Committee shall meet at least once a year;
- Both the Council of Ministers and the Executive Committee may hold extraordinary meetings;
- All meetings ordinary or extraordinary shall be held, as may be agreed, in the territory of any of the contracting parties;
- Chairpersons of the Council of Ministers, the Executive Committee and the other Committees shall retain their functions during inter-session periods, until the next chairpersons assume their functions;
- Each contracting party shall bear the cost for the participation of its delegation at regular and extraordinary meetings of the organs of the Authority;
- The Council of Ministers, the Executive Committee and the other committees shall determine their own rules of procedure for conducting business during meetings, including the election of office bearers.

Participation of the local authorities and the private sector

The local authorities are presented in the various committees. The private sector is represented in the Public-Private Partnership Committees.

One-stop shop concept in the corridor governance

The establishment of the Northern Corridor Coordination Authority (NCCA) is the implementation of a one-stop shop concept in the governance of the Northern Corridor.

5.2.5 Infrastructure: financing, planning and programming

Sources of finance available to effectively ensure governance of transport corridors

According to article 10 of the Agreement, the resources of the Authority shall come from the following sources:

- Contributions of contracting parties;
- Funding of specific activities by donor agencies;
- Exert a levy on goods loaded or unloaded at Mombasa Port or on goods leaving or entering any customs post using the corridor itineraries as defined in this agreement and its protocols. Provided that the levy shall be charged once only on a specified load of goods for one single entry or exit transport operation taking place in the corridor. The levy shall be remitted to the Permanent Secretariat on a monthly basis.

The accounts of the Authority shall be audited annually, in accordance with the Financial Rules and Regulations by external auditors duly appointed for this purpose who shall submit their report to the Executive Committee.

The levy on goods in particular is an interesting solution for the problem of financing the activities to enhance the performance of the corridor. Obviously, the operators, and thus also the shippers, should be convinced about the usefulness and efficiency of the Transit Transport Coordination Authority of the Northern Corridor. It also puts pressure on the TTCANC to monitor performance of the corridor

and disseminate the results to show that the activities undertaken by the Authority contribute in reducing trade and transport costs on the corridor.

Financing by government(s) and international organisations/international banks

The governments through the Contracting Parties of the Agreement contribute to the resources of the TTCANC. Donor agencies like the World Bank are also contributing to TTCANC.

Prioritizing investments

Investments along the corridor are, in principle, prioritized in the meetings of the Council of Ministers of the Authority, as being the policy making body of the Authority, which decisions shall be binding on all Contracting Parties.

Advocating for and coordinating the maintenance and upgrading of corridor infrastructure and facilities

Advocating for and coordinating the maintenance and upgrading of corridor infrastructure and facilities also takes place in the meetings of the Council of Ministers of the Authority, as they are the policy making body of the Authority. These decisions are binding to all Contracting Parties.

5.2.6 Corridor performance monitoring and dissemination

Monitoring system of implementation of agreements and activities

It belongs to the tasks of the Permanent Secretariat to:

- Provide technical and analytical support to the Authority's organs in the form of strategy formulation, project identification, analysis of national standards and practices, collection and storage of data and statistics, and of any other tasks and study that may be assigned to it by the appropriate organs of the Authority in technical, economic, institutional and legal matters;
- Set performance indicators and monitors their implementation, including implementation of the Agreement, and make periodic reports.

As the users of the Northern Corridor are being charged for its use, the Authority has the obligation to report about its performance.

Monitoring of performance of corridors

In 2012, the *Northern Transport Observatory* was launched, which monitors and reports regularly on the performance of the Northern Corridor (http://top.ttcanc.org/index.php). The NCTTA publishes weekly on-line reports on three categories of performance indicators: port, corridor and maritime indicators through the Port Mombasa Community Charter (http://kandalakaskazini.or.ke/).

These indicators are:

- Port:
  - Cargo Dwell Time at the Port; average time between landing & exit of container from the port;
  - Customs DPC; average time between customs entry registration and passing of customs entry registration;
  - One Stop Centre; average time between passing of customs entry registration and issuance of release order;
  - Delay after Release; average time between entry of Release Order and removal of container.
- Corridor:
  - Weigh Bridge Compliance (Mariakani); percentage number of weighed trucks that comply to truck weight regulations;

- Weigh Bridge Traffic (Mariakani); average number of weighed trucks per day;
- Weigh Bridge Compliance (Athi River); percentage number of weighed trucks that comply to truck weight regulations;
- Weigh Bridge Traffic (Athi River); average number of weighed trucks per day;
- Kenya Transit Time (Malaba); average time between issuance of release order and issuance of certificate of export at border crossing.

- Maritime:
  - Waiting before berth; average of the time difference in hours from the entry in port area to the berthing time;
  - Ship Turn Around; average time difference between ship entering port area and exiting.

Data collection mechanisms and methods

The data are collected from both the public and the private sector on a very regular basis (monthly, quarterly, annually, etc.).

Dissemination and making statistics publicly available

The TTCANC has good experience in disseminating the results of the monitoring of the Northern Corridor and does this on very regular basis through its website (http://www.ttcanc.org/), which is very accessible and contains much useful information.

5.2.7 Promotion and stakeholder consultation

The website of TTCANC, the accessibility and transparency of its information and the regular institutionalized stakeholder consultation promote the use of the Northern Corridor. Stakeholders are institutionally involved in the governance and management of the Northern Corridor, in particular through the Public-Private Partnership Committee.

5.2.8 Capacity building: technical assistance and studies

The good experience of the Transit Transport Coordination Authority of the Northern Corridor (TTCANC) has invited many agencies to evaluate its development and to learn from their experience. Moreover, TTCANC is active in presenting its experience worldwide. Stakeholders are being informed on a regular basis, which can be considered as an important component of capacity development. An example of good practice is presented in the box below.

The institutionalisation of Joint Border Committees along the Northern Corridor: four years down the line

Following a mission led by the NCTTCA Secretariat to Malaba and Elegu/Nimule to evaluate the implementation of the Northern Corridor Council of Ministers' resolution, it emerged that constraints in functioning of JBC's still exist. These include communication gap between members of the Joint Border Committees and Policy makers, lack of lead agencies, composition of JBCs membership that leaves out the Private Sector representatives, lack of regular meetings, etc.

The rationale behind the institutionalisation of the JBCs was to formalize the multisector collaboration between the public and private sector stakeholders involved in the handling and clearance of goods at the border stations for the purpose of addressing operational challenges which may arise at the border stations. At some border stations, Joint Border Committees do exist. However, their performance needed to be evaluated and measures taken to strengthen them whereas at some borders there are no JBCs and they need to be formed. Furthermore, there is need for formation of Cross Joint Border Committees where the public and private sector stakeholders operating in the adjoining States come together to discuss issues affecting their operations.

After the formalization of the JBCs at the Kenya/Uganda Malaba border stations, members and stakeholders of the JBCs agreed that each side of the border will hold a JBC meeting on a monthly basis, the two JBCs to hold Cross Joint Border Committee meetings on a quarterly basis and minutes/reports to be shared with higher authorities and the Northern Corridor Transit and Transport Coordination Authority (NCTTCA) Secretariat.

At the Uganda/South Sudan Elegu-Nimule Border Station, it was observed that the current focus of the Border Management Committees at either side of the border is security. The Private Sector is also not part of these Committees. Joint Border Management Committee meetings at Elegu are held monthly whereas the meetings at Nimule are held when the need arises. Elegu Joint Border Management Committee meets regularly and chaired by the Border Internal Security Officer. The Committee comprises of government agencies. On the other hand Nimule also has and holds Border Management Meetings with membership drawn from Government agencies.

During the workshop for stakeholders from South Sudan and Uganda held at Elegu to strengthen the functioning of Joint Border Committees it was agreed that Joint Border Management Committees at Elegu-Nimule formally evolve into Joint Border Committees as per the guidelines approved by the Northern Corridor Council of Ministers, the committees shall include the Private Sector and have working groups to address issues which are particularly for exclusive concern of the agencies such as security concerns. The two Joint Border Committees formed at either side of the border will form the Cross Joint Border Committee and will meet on a quarterly basis. The first meeting of the constituted Cross Joint Border Committee for Elegu/Nimule is expected to be held by the end of December 2017.

In putting the operationalisation of the JBCs at another level, the Revenue Authorities will collaborate with NCTTCA Secretariat to come up with Key Performance indicators to be reported periodically and also a mechanism for exchange of data needed to generate the performance indicators.

Source: http://www.ttcanc.org/news.php?newsid=80.

5.2.9 Assessment of transport governance level

The seven corridor governance domains of the Northern Corridor, as presented in this section, are ranked against the four defined corridor governance levels (information exchange; coordination; cooperation; integration), as introduced in Table 2.9. The Northern Corridor governance levels are presented below.

Table 5.2 Northern Corridor governance levels

Governance domains	Information	Coordination	Cooperation	Integration
Corridor objectives and political support			✓	
Legal framework				✓
Institutional framework			✓	
Infrastructure: financing, planning and programming			✓	
Corridor performance monitoring and dissemination				✓
Corridor promotion and stakeholder consultation				✓
Capacity building: technical assistance and studies		✓		

Source: consortium.

5.2.10 Conclusions

The Northern Corridor Transit and Transport Agreement (NCTTA) has a very strong legal basis. NCTTA is a treaty coupled with 11 protocols. These 11 Protocols on strategic areas for regional cooperation are relating to: Maritime Port Facilities, Routes and Facilities, Customs Controls and Operations, Documentation and Procedures, Transport of Goods by Rail, Transport of Goods by Road, Inland Waterways Transport of Goods, Transport by Pipeline, Multimodal Transport of Goods, Handling of Dangerous Goods and Measures of Facilitation for Transit Agencies, Traders and Employees. The basis of the treaty is to institutionalize mechanisms to enhance regional cooperation with a view of facilitating interstate and transit trade, between the Member States of Burundi, Democratic Republic of Congo, Kenya, Rwanda, and Uganda. As mentioned earlier, South Sudan acceded to the Agreement in 2012.

The Agreement provides the legal framework for collaboration among these countries on matters to do with transit transport; customs control; documentation and procedures; as well as the development of infrastructure and facilities relating to sea ports, inland ports and waterways, roads, railways, pipelines and border posts. This in order to achieve its objectives, i.e. (i) ensure freedom of transit among the member states; (ii) safeguard right to access to/from the sea for landlocked countries; (iii) develop and integrate the regional transport facilities and services; and (iv) facilitate inter-state and transit trade.

The institution responsible for the management of the Northern Corridor is the Northern Corridor Transit and Transport Coordination Authority (NCTTCA). The NCTTCA has been mandated by the Member States to oversee the implementation of the agreement, to monitor its performance and to transform the Northern trade route into an economic development corridor and making the corridor a seamless, efficient, smart and green corridor.

What makes NCTTA rather unique is that besides obtaining financial contributions from contracting parties and donor agencies, it also exerts a levy on goods loaded or unloaded at Mombasa Port or on goods leaving or entering any customs post using the corridor itineraries as defined in this agreement and its protocols. This makes NCTTA financially more sustainable than most other international corridor governance and management institutions. Therefore, it must account for its activities. In 2012, the Northern Transport Observatory was launched, which monitors and reports regularly on the performance of the Northern Corridor.

Good practice of corridor governance

Based on the information provided above, the following good practices can be identified:

- The Norther Corridor has created a strong legal basis (through the Northern Corridor Transit and Transport Agreement), which established the foundation for regional cooperation among the Member States on matters to do with transit transport. This includes customs control; documentation and procedures; as well as the development of infrastructure and facilities relating to sea ports, inland ports and waterways, roads, railways, pipelines and border posts;
- A organisation (NCTTA) has been mandated by the Member States to oversee the implementation of the agreement and to monitor its performance. The performance monitoring can be seen as a strong asset, notably through the establishment of the Northern Transport Observatory;
- The NCTTA has a strong financial basis, with multiple funding sources, including user levies;

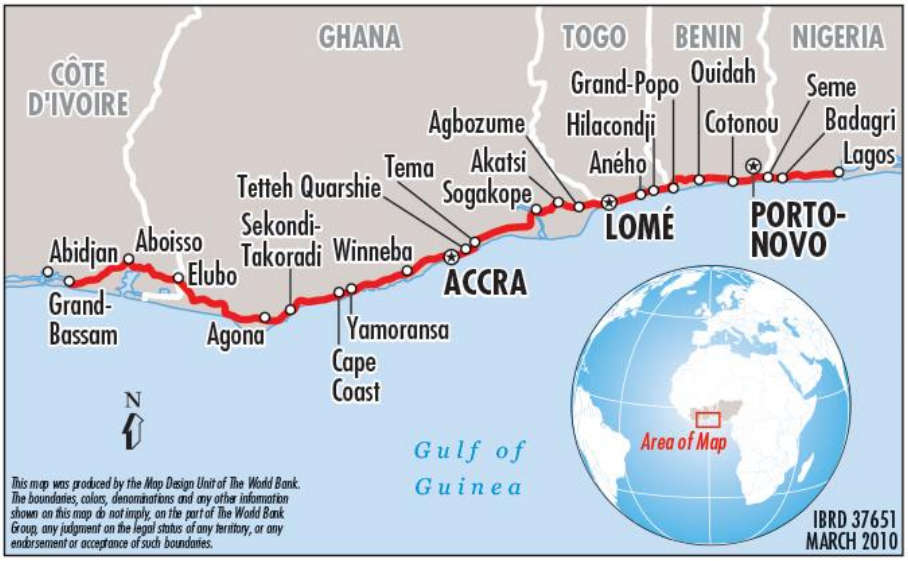
- The way information about the Northern Corridor and NCTTA is disseminated through an accessible website is a good example for other corridor management institutions;
- The institutionalisation of Joint Border Committees along the Northern Corridor.

5.3 Case Study Abidjan-Lagos Corridor

5.3.1 Introduction

The Abidjan-Lagos Corridor (ALC) is one of the most important international corridors in the West of Africa, connecting five coastal countries: Ivory Coast, Ghana, Togo, Benin and Nigeria, as presented in Figure 5.3, with a total population of 300 million inhabitants. ALC has a total length of 1,028 km and includes 8 border crossings. The Abidjan-Lagos Corridor is part of the longer Dakar-Lagos Corridor, which is part of the Trans African Highway Network within the ECOWAS region and its development also falls under the Programme for Infrastructure Development in Africa (PIDA). It connects with other corridors on a north-south axis linking landlocked countries such as Burkina Faso, Mali, Niger and Chad.

Figure 5.3 Abidjan-Lagos Corridor



Source: The World Bank.

In 2002, the Abidjan-Lagos Corridor Organization (ALCO) was founded by a joint statement of the Heads of State of Ivory Coast, Ghana, Togo, Benin and Nigeria with support from the World Bank and UNAIDS. ALCO was initially meant to address the problem of the spread of sexually transmitted infections (STIs) and HIV infection in the five countries and in particular along the Abidjan-Lagos Corridor. At a later stage, trade facilitation and road safety were added to the working agenda of ALCO. ALCO is governed by a Steering Committee and has its Executive Secretariat based in Cotonou, Benin. It closely cooperates with ECOWAS, the Economic Community of West African States. Presently, the Abidjan-Lagos Corridor Management Authority (ALCoMA) is in the process of being established as part of the 'Study of the Abidjan-Lagos Corridor Highway Development Project' financed by the African Development Bank. The basic idea is to create a corridor management governance structure with more authority and resources than ALCO.

The establishment of the ALC is based on a *project-based corridor management arrangement* in 2002, which initially had little to do with the development of transport. The World Bank funded the establishment of the Abidjan-Lagos Corridor Organisation (ALCO) with the aim to support victims of HIV/AIDS and to prevent its spread, because the transport sector was seen as a major contributor to the spread of HIV/AIDS. The policy of ECOWAS on the free movement of people amongst its member countries had contributed to an increase of mobility and migration along the main transport routes, facilitating the uncontrolled spread of STIs and HIV infections. The corridor was chosen as a suitable working platform to address this issue. The approach resulted in a widening of the scope of ALCO as it found many challenges in transport infrastructure and cross border trade and transport and trade facilitation become gradually an important component in regional cooperation. The initial funding period was from 2003 to 2007 and was followed up by the Abidjan-Lagos Trade and Transport Facilitation Project (ALTTFP), running from 2010 to 2017 for Benin, Togo and Ghana, and from 2012 until 2018 for Côte d'Ivoire. For the period of 2016 till 2018 ALCO also received a grant from The Global Fund. Since then, major improvements have been achieved not only regarding the spread of HIV/AIDS, but also concerning the waiting times at ports and border crossings[29]. Nevertheless, many challenges for corridor improvements still exist, especially with respect to harmonizing technical standards and simplification of border procedures[30].

With the World Bank funding ending, a weak legal basis and lacking institutional instruments, there was little infrastructure in place to ensure further progress in the development of the ACL. At the same time, there was enough support for further development of the ACL among the five nations, with support from international institutions like the African Union, African Development Bank and ECOWAS. Since the 2010s, new steps are taken under leadership of ECOWAS towards the establishment of a dedicated governance institution for the ACL. This was supported by transport ministries of the five nations, plus institutions like ALCO, AfDB, EU, GTZ and JICA. Initial studies were conducted by all these parties to explore five areas: trade facilitation; improvement of the road corridor's infrastructure; project management and coordination; HIV/AIDS programs; and corridor performance monitoring. ALC is also incorporated as a flagship project in the Programme for Infrastructure Development in Africa (PIDA), further indicating the importance of ACL for the region. In 2014, the five nations signed a treaty on developing an implementation plan for a proposed highway between Abidjan and Lagos. In 2016, a detailed study for the Abidjan-Lagos highway by the AfDB was finished and meetings took place on the content of a Memorandum of Understanding between the nations.

Presently, the Abidjan-Lagos Corridor Management Authority (ALCoMA) is in the process of being established as part of the 'Study of the Abidjan-Lagos Corridor Highway Development Project' financed by the African Development Bank. The basic idea is to create a corridor management governance structure with more authority and resources than ALCO. In November 2017, a treaty regarding the Realisation of the Abidjan-Lagos Highway was ratified by all five nations, kick-starting the development of a 6-lane super highway along the corridor[31]. The treaty includes the final institutional design, legal framework and the communication materials for the Abidjan – Lagos Corridor Management Authority (ALCoMA)[32]. It was agreed that ALCoMA will play a 'full managerial role' in the

[29] http://documents.worldbank.org/curated/en/998591510266049423/pdf/Disclosable-Version-of-the-ISR-Abidjan-Lagos-Trade-and-Transport-Facilitation-Program-APL-2-P116323-Sequence-No-10.pdf.

[30] https://www.afdb.org/en/news-and-events/the-abidjan-lagos-corridor-a-pida-flagship-programme-and-catalyst-for-economic-growth-in-west-africa-16078/.

[31] http://www.ecowas.int/ecowas-inches-towards-the-realisation-of-the-abidjan-lagos-highway/.

[32] http://www.ecowas.int/experts-finalise-the-draft-design-legal-framework-of-abidjan-lagos-corridor/.

development of the corridor. Legal documents include 'Intergovernmental Agreement for the creation of ALCoMA, International Project Agreement, Rules of Procedure for ALCoMA and sample Enabling Legislation to help Member States undertake ratification of the Intergovernmental Agreement and other related Documents'[33]. The establishment of ALCoMA is now paving the way for a legal and institutional basis for governance on a corridor wide level.

5.3.2 Corridor objectives and political support

The original objective of the organisation of the Abidjan-Lagos Corridor was achieving a corridor with no infections, no discrimination, no deaths related to HIV and without hindrance to the free movement of people and goods. At a later stage the facilitation of the free movement of people and goods as well improving road safety along the corridor were added to this original objective.

5.3.3 Legal framework

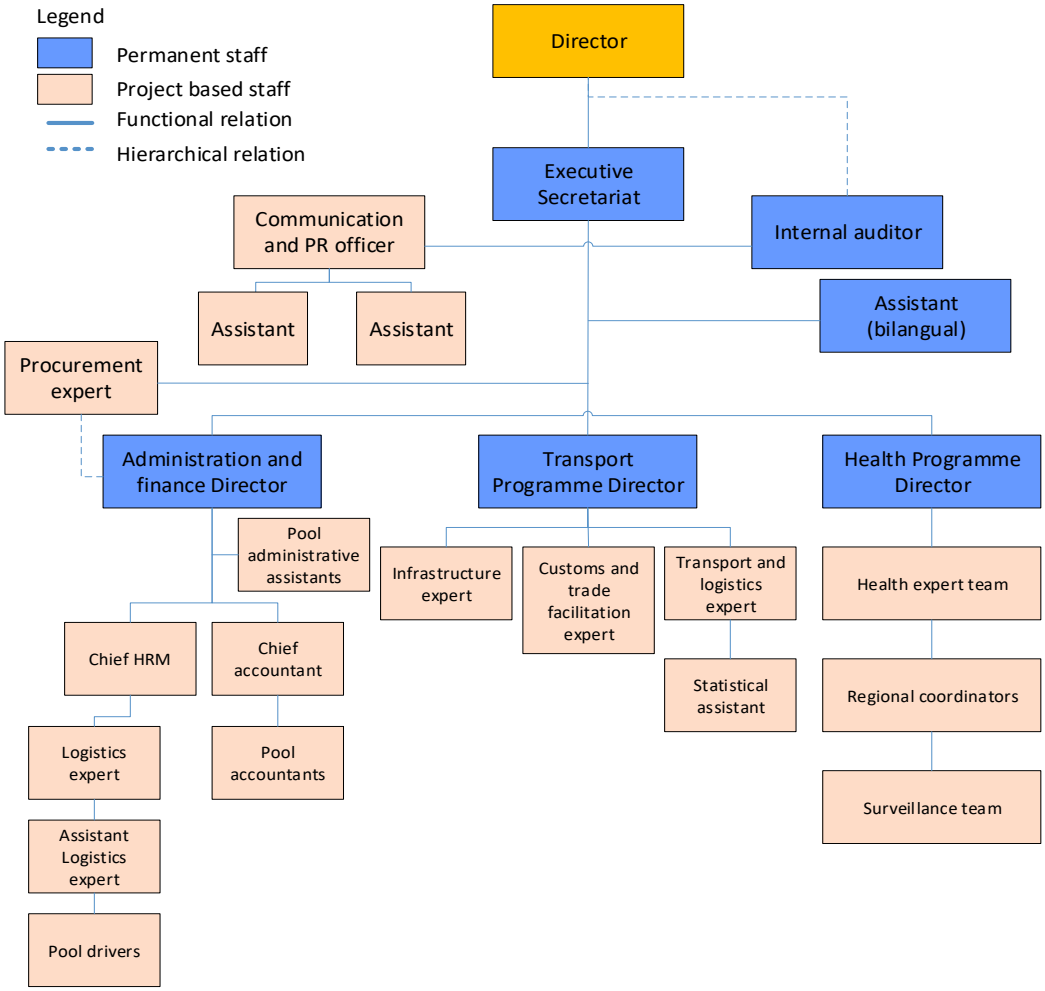
A Memorandum of Understanding for the development of the Abidjan-Lagos Highway has been ratified by all five countries. It is expected that in 2018 the establishment of the Abidjan-Lagos corridor Management Authority (ALCoMA) will be realized with its own legal and regulatory framework.

5.3.4 Institutional framework

The Abidjan-Lagos Corridor Organization (ALCO) was established in 2002. Its main task was to address the HIV/AIDS issue in the region with relatively little legal power. The organisational structure of ALCO is presented in Figure 5.4.

[33] http://www.ecowas.int/experts-finalise-the-draft-design-legal-framework-of-abidjan-lagos-corridor/.

Figure 5.4 Abidjan-Lagos Corridor Organization (ALCO) structure



Source: ALCO[34].

Presently, the Abidjan-Lagos Corridor Management Authority (ALCoMA) is being established as part of the project 'Study of the Abidjan-Lagos Corridor Highway Development' financed by the African Development Bank. The basic idea is to create a corridor management governance structure with more authority and resources than ALCO.

5.3.5 Infrastructure: financing, planning and programming

The establishment of ALCoMA foresees that after the end of the support of the African Development Bank, which includes financing of one-year of operations of ALCoMA, the Participating Member Countries (PMC) through ECOWAS will take full responsibility for the long-term financing of its operations from other resources.

5.3.6 Corridor performance monitoring and dissemination

Corridor performance monitoring and dissemination mainly takes place at project level. There is still no uniform observatory system which collects, processes, publishes and disseminates performance on a regular basis.

[34] http://www.corridor-wa.org/eng/index.php/the-organisation/organizational-chart.

5.3.7 Promotion and stakeholder consultation

ALCO is regularly organizing stakeholder consultations on issues related to operations of the Abidjan-Lagos Corridor, in particular related to the combat of STIs and HIV infections, trade and transport facilitation including harmonization of rules and regulations concerning international transport, and road safety. The 2017 MoU on the development of the Abidjan-Lagos Highway signed by the Participating Member Countries of the Abidjan-Lagos Corridor includes: "The Communications and Public Relations' tools including a video documentary, a corridor logo, brochures and flyers, were also endorsed as an instrument of creating awareness and the generation support of the ECOWAS authorities and community citizens for a successful implementation of the Project"[35].

5.3.8 Capacity building: technical assistance and studies

The major part of capacity development, technical assistance and studies has been provided by international development cooperation agencies (World Bank, European Commission, African Development Bank, bilateral organisations, etc.), and sometimes through regional organisations as ECOWAS and the West Africa Economic and Monetary Union (WAEMU)/UEMOA).

5.3.9 Assessment of transport governance level

The seven corridor governance domains of the ALC, as presented in this section, are ranked against the four defined corridor governance levels (information exchange; coordination; cooperation; integration), as introduced in Table 2.9. The ALC governance levels are presented below.

Table 5.3 ALC governance levels

Governance domains	Information	Coordination	Cooperation	Integration
Corridor objectives and political support			✓	
Legal framework			✓	
Institutional framework			✓	
Infrastructure: financing, planning and programming		✓		
Corridor performance monitoring and dissemination	✓			
Corridor promotion and stakeholder consultation		✓		
Capacity building: technical assistance and studies		✓		

Source: consortium.

5.3.10 Conclusions

ALC and ACLO were established in 2002 on a project basis funded by the World Bank. Its main goal was to prevent the spread of HIV/AIDS in the field of transport. Later, other objectives had been defined such as cross border trade facilitation and reducing waiting times at border crossings as well as improving road safety along the corridor. Increasingly, ACLO facilitated the implementation of transport measurements, often within the framework of ECOWAS, however the weak legal and institutional basis and the lack of resources made its impact limited. Some major developments have been made in de last years when the five Participating Member States (PMSs) started to work together on a large scale infrastructure project, the Abidjan-Lagos Highway financed through the African

[35] http://www.ecowas.int/experts-finalise-the-draft-design-legal-framework-of-abidjan-lagos-corridor/.

Development Bank. Although only one major project is planned, this development is a major step forward as the Member States agreed upon a legal basis and the establishment of a dedicated corridor secretariat (ALCoMA), which paves the way for many more projects the come. The establishment of ALCoMA foresees that after the end of the support of the African Development Bank, which includes financing of one-year of operations of ALCoMA, the PMSs through ECOWAS will take full responsibility for the long-term financing of its operations from other resources. One of the main operational challenges for ALC in the coming years is to harmonize technical standards[36].

Some lessons learned are:

- Without a proper binding legal or institutional framework, one cannot expect the formulation and implementation of effective measures to achieve the formulated objectives;
- international cooperation, primarily with support from ECOWAS and AfDB, significantly accelerated the developments in the Abidjan-Lagos Corridor;
- Foreign donors are often needed to start-up processes of significant changes.

Good practice of corridor governance

The Abidjan-Lagos Corridor management organisation is established around one specific project, the development of a highway along the whole length of the corridor. A corridor secretariat is established to facilitate the development of more projects in the future. The following good practices can be noted:

- Similar to SEETO and TRACECA, international organisations played a decisive role in the establishment of the corridor. This once more showcases the importance of having an international organisation facilitating the development process.
- Moreover, the project-based approach of ALC is an example of how to develop a corridor from the bottom up rather than the top-down approach used in, for example, the UNESCAP corridors, TEN-T, TRACECA and SEETO. Instead of defining a broad range of objectives, ALC starts bottom up, creating institutions that facilitate one specific project, leaving open the possibility of expending the institutions in the future. In particular for the initial stages of corridor development, it should be kept in mind that establishing the right governance is not only about creating governance institutions for the sake of creating institutions. The governance model should fit with the objectives and ambition of the members.

[36] https://www.afdb.org/en/news-and-events/the-abidjan-lagos-corridor-a-pida-flagship-programme-and-catalyst-for-economic-growth-in-west-africa-16078/.

6 Results Case Studies – Arab Group

This section presents the selected case study of the Arab group, i.e. the combined UN ESCWA-M40 and Jordan Transit Corridor.

6.1 Case study UN ESCWA-M40 and Jordan Transit Corridor

6.1.1 Introduction

This case study concentrates on two corridors, i.e. the United Nations Economic and Social Commission for Western Asia (UN ESCWA) East-West corridor (M40) and the Transit Corridor in Jordan, connecting Aqaba to neighbouring countries (Syria, Lebanon, Iraq, Saudi Arabia). It should be noted that due to regional conflicts, the borders between Jordan and its neighbouring countries are mostly closed. Therefore, the international transport corridors in the region are currently not functioning. As a result, the corridor governance aspects can hardly be analysed at an international level. However, it is possible to look at corridor governance aspects from a national perspective. Hence the choice to visit Jordan and to consider corridor governance both at an international scale, as well as from a national perspective. This also explains why we have opted for a joint assessment of a transport corridor from an international perspective (the UN ESCWA East-West corridor) and a national perspective (the Jordan Transit Corridor). Emphasis in this combined case study is placed on the national perspective, i.e. the Jordan Transit Corridor and the created governance structure related to Trade and Transport Facilitation (TTF). Jordan was visited by Geert Smit in the period 5-8 November.

6.1.2 Objectives and political support

Objectives of transport corridors and main drivers
Developing transport corridors in Jordan is embedded in the national policy related to TTF. Opening up the Jordanian economy to foreign trade and attracting Arab and foreign investment capital and thereby making the country's economy stronger are the objectives of TTF, according to the Government of Jordan"[37]. The Government of Jordan has adopted TTF as a cornerstone of its policies to expand trade and modernize the transport sector in continuous efforts to grow the economy."[38] The Government of Jordan has found a partner in the form of the European Union, which has invested money and designed policies and procedures to further this development.[39]

The following statements are made by the Government of Jordan related to its TTF policy"[40]:

- Lying at the crossroads of the major trade corridors in the Mashreq region, Jordan has a significant potential to *increase its level of trade*. In order to face the myriad of complex issues involved in achieving this goal, from to the discordance of rules and regulations across every border to adopting the right mix of economic liberalization needed, Jordan has embarked on and been implementing an ambitious but highly essential programme to *modernize its transport system and enhance the country's trade competiveness*;
- *Extensive logistic networks, clear trade procedures and protocols, and support from public service industries* are required for trading operations to thrive, improving in the process the performance of various sectors of the economy;

37 http://www.ttf.gov.jo/ttf/Default.aspx.
38 http://www.ttf.gov.jo/ttf/Default.aspx.
39 http://www.ttf.gov.jo/ttf/lang/en/Overview.aspx.
40 http://www.ttf.gov.jo/ttf/lang/en/Overview.aspx.

- The overall objective of TTF is to contribute to Jordan's integration into the global economy by *reducing trade-related costs* and *developing a multi-modal transport sector* that maximizes *efficiency* and is, at the same time, *environmentally sustainable*;
- Full implementation of TTF will bring about *more efficient movement across borders* and *expanded trade through regional cooperation*, both by *clarifying the rules and regulations, trading procedures and protocols*, that make up the country's trade policy to potential trading partners and by consolidating them from the various documents and departments into *one procedure from one location*. Further, TTF will mean greater *harmonization of trade agreements, information flows, and documentation related to the trade and transport sectors,* as well as greater *improvement of its infrastructure, building capacity* in it, and augmenting *fruitful exchange and cooperation among all stakeholders*.

In conclusion, it can be stated that the Jordanian TTF policy incorporates a broad range of objectives and instruments towards delivering these objectives, which are closely related to the transport governance conceptual framework and its defined domains.

Corridor founders

The TTF programme was initiated by the Government of Jordan in partnership with the EU. The broader concept of regional cooperation and the role of transport corridors is also supported by regional organisations, such as UN ESCWA and LAS.

Transport are incorporated in national strategies and plans

In Jordan the transport corridors, notably though the broader subject TTF, is strongly incorporated in national policy.

According to the Government of Jordan, the strategy for TTF was initially laid out in the *National Transport Strategy 2009-2011* developed by the Ministry of Transport and updated in the *2012-2014 strategy*. The following main policies and activities for TTF in Jordan are included:

- Improve the domestic capacity for TTF;
- Strengthen the initiatives of the NCTFF;
- Augment capacity building of Jordanian forwarders and trucking companies for TTF;
- Enhance regional cooperation to support trade and ease border crossing traffic;
- Establish and consolidate regional cooperation on TTF;
- View transport development and infrastructure investments in a regional perspective;
- Upgrade customs services and border crossing facilities;
- Ease custom procedures and border crossings;
- Develop multi-modal and inter-modal transport systems;
- Provide public and private sector investments for establishing connections and interchange points between road and rail networks;
- Pursue complementary modes of transport;
- Develop equal opportunities and advantages for freight transport by rail and by road.

Although the emphasis is on national policies and activities, the list clearly indicates regional cooperation aspects.

Memorandum of Understanding/agreements signed by countries

Jordan has created an extensive list of Memorandum of Understanding (MoU) with other countries, including its neighbouring countries. An extensive overview is presented by the Government of Jordan[41]; we have selected a number of agreements that are relevant to our case, as presented below.

With Lebanon:

- An Economic Cooperation and Free Trade Agreement was signed on 31 October 2002;
- A Cooperation Agreement in the field of Maritime Transport was signed on 9 March 1997 An Agreement on International Road Transport was signed on 19 April 1995;
- An Agreement on Air Transport was signed on 3 February 1961;
- A Cooperation Agreement between Jordan Investment Board and the Lebanese Trade Information Centre was signed on 22 January 2006;
- A Free Trade Area Agreement was signed on 1 October 1992.

With Syria:

- A Free Trade Area Agreement was signed on 8 October 2001;
- An Agreement of Mutual Administrative Cooperation for Application of Custom Legislation, Avoidance, Detection and Control of Custom Violation was signed on 8 October 2001;
- A Cooperation Agreement on Standardization was signed on 18 August 2000;
- An Agreement on International Road Transport was signed on 3 August 1999;
- An Agreement on Air Services was signed on 21 April 1976;
- An Agreement on Economic Cooperation and Commercial Exchange was signed on 6 April 1975;
- An Amending Agreement of the Economic Exchange and Transport and Transit Regulation Agreement was signed on 26 April 1965;
- An Agreement to Regulate the Economic Exchange, Transportation and Transit was signed on 18 February 1953.

With Iraq:

- An Agreement on International Road Transport and Goods was signed on 23 November 1989;
- An Agreement of Technical and Economic Cooperation was signed on 1 May 1980;
- An Agreement on Transport, Movement and Trade was signed on 10 November 1960;
- An Agreement on Air Transport was signed on 4 November 1953;
- A Trade Agreement was signed on 30 September 1953;
- An Agreement on Free Trade Zone was singed on 6 February 2003;
- An Agreement on International Road Transport was signed on 30 March 2000;
- An Agreement on Sea Trade and Seaport was signed on 19 February 1995.

With Saudi Arabia:

- An Agreement on International Road Transport was signed on 26 November 2001;
- An Amendment to the Agreement on the Economic Cooperation was signed on 22 November 1966;
- An Agreement for the establishment of Scheduled Air Services was signed on 20 November 1963;
- An Economic Cooperation Agreement was signed on 30 October 1962.

With Egypt:

- A Memorandum of Understanding between the Jordan Information Centre and the Egypt State Information Service was signed on 16 November 2006;

[41] http://www.mop.gov.jo/EchoBusV3.0/SystemAssets/pdf/Bilateral%20Agreements%20Signed%20with%20Countries%20in%20North%20Africa%20and%20Middle%20East%20_2_.pdf.

- A Memorandum of Understanding between the Ministry of Industry and Trade in Jordan and the Egyptian Ministry of Trade and Industry was signed on 16 of November 2006;
- A Memorandum of Understanding between Jordan Export Development Corporation and the Egyptian Export Promotion Centre was signed on 16 November 2006;
- Agadir Agreement for an Arab-Mediterranean Free Trade was signed between Jordan and Egypt was signed on 25 February 2004;
- An Agreement for the Formation of Joint Jordan-Egypt Economic Chamber was signed on 28 October 2002;
- An Agreement in the field of Transport was signed on 28 October 2002;
- An Agreement on Reciprocal Administrative Cooperation for the Purposes of the Optimum Application of Customs law and Combating Customs Violations was signed on 10 December 1998;
- A Free Trade Area Agreement was signed on 10 December 1998.

6.1.3 Legal framework

Legal basis

Transport corridors are integrated in the Jordanian TTF programme, which has been adopted by the Government of Jordan. This is also the basis for the institutional framework, as described in Section 6.1.4. At a regional level, a range of bilateral agreements has been established, as indicated in Section 6.1.3.

Harmonization of national regulations, standards and procedures

Against the ambition to enhance regional cooperation to support trade and ease border crossing traffic, there is a clear need to harmonise regulations, standards and procedures. This is recognised by the Government of Jordan, stating that "different trading policies and regulations need to be harmonized in order to ease the flow of trade. The national and technical committees for TTF in Jordan are in the process of drafting a regulatory framework which encompasses a regional context and that is approved and supported by all stakeholders and that is either enforced or abided to by regulatory measures."[42]

In conclusion, a positive development can be noted as the issue of harmonisation is addressed. However, the harmonisation process eventually needs to be carried out at regional level, including Jordan's neighbouring countries.

Mutual recognition of each other's inspections, certificates, etc.

In Jordan the concept of a single window (SW) is under development to unify references and harmonize procedures at centres and border crossings, which would facilitate and ensure work flow. According to The Government of Jordan's TTF website, the idea of the SW project has come from a compilation of selective risk management standards for departments that have a direct relationship with the Jordanian Customs Department in order to exchange information on customs data electronically between the department and other parties.[43]

Again, at national level there is a tendency towards unifying references and harmonising procedures. However, this is not yet extended to a regional corridor level.

[42] http://www.ttf.gov.jo/ttf/lang/en/Legal_Regulatory.aspx.
[43] http://www.ttf.gov.jo/ttf/lang/en/FAQs.aspx.

6.1.4 Institutional framework

Organization and characteristics

In Jordan, the scope of TTF related organizations and plans all focus on the *national level*. However, by nature, the transport corridors have an international character, which is reflected in the regional approach.

The key players in the governance of transport corridors and TTF in Jordan are the National Committee for Trade and Transport Facilitation (NCTTF), chaired by the Ministry of Transport (MoT), and closely cooperating with the Executive Secretariat for Trade and Transport Facilitation (ESTTF) and the Technical Committee for Trade and Transport Facilitation (TCTTF). A short description on these governance bodies is provided below.

National Committee for Trade and Transport Facilitation (NCTTF)

The NCTTF was established in accordance with UN Economic and Social Commission for Western Asia (ESCWA) guidelines on regional trade. The committee is entrusted with carrying out its mandate by making recommendations and proposals, which will simplify procedures, organize logistics, facilitate administrative reform and law, reduce time and costs of operations and reinforce security. The committee aims to not only increase the level of trade between Jordan and the rest of the world but also encourage the spread of TTF policies and procedures to all countries in the region[44].

Technical Committee for Trade and Transport Facilitation (TCTTF)

The TCTTF was formed two years after the NCTTF, in 2005. Members of this committee represent a wider spectrum of stakeholders from the private and public sectors: transport authorities, government ministries, transport users and suppliers, Jordanian chambers of commerce, chambers of industry, international transport operations, port authorities and transport terminal operators. The TCTTF reports to the National Committee on issues raised and obstacles faced by different sectors, both public and private, relating to the TTF so that proper action can be taken[45].

Executive Secretariat for Trade and Transport Facilitation (ESTTF)

In 2011, the Ministry of Transport established the ESTTF to support the work of the national and technical committees by conducting research to collect data, organizing and reporting on meetings of the two committees, as well as assisting in the implementation of their decisions and resolutions[46].

In addition to the above-mentioned governance bodies a broad range of stakeholders is involved, which can be categorised as ministries, private sector and departments and commissions. These three groups are presented in Table 6.1.

Table 6.1 Stakeholders in TTF in Jordan

Ministries	Private sector	Departments / Commissions
• Ministry of Transport (MoT); • Ministry of Public Works and Housing (MPWH); • Ministry of Planning and International Cooperation (MoPIC); • Ministry of Agriculture (MoA);	• Nafith Company for Logistics Services; • Association of Clearing Agents; • Syndicate of Jordanian Truck Owners; • Chambers of Commerce; • Chambers of Industry;	• Land Transport Regulatory Commission; • Public Security Directorate\ Borders & Residence Department; • Aqaba Development Corporation; • Aqaba Port Corporation;

44 http://www.ttf.gov.jo/ttf/lang/en/_TTF_National_Committee.aspx.
45 http://www.ttf.gov.jo/ttf/lang/en/TTF_Technical_Committee.aspx.
46 http://www.ttf.gov.jo/ttf/lang/en/Executive_Secretariat_for_TTF.aspx.

Ministries	Private sector	Departments / Commissions
• Ministry of Industry and Trade (MIT); • Ministry of Interior (MoI).	• Jordanian Exporters Association; • Jordanian Logistics Association (JLA); • Jordan Shipping Association; • Aqaba Container Terminal (ACT).	• Aqaba Special Economic Zone Authority (ASEZA); • Civil Aviation Regulatory Commission; • Jordan Customs; • Jordan Enterprise Development Corporation (JEDCO); • Jordan Food and Drug Administration (JFDA); • Jordan Maritime Authority (JMA); • Jordan Institution for Standards and Metrology (JISM).

Source: Government of Jordan[47].

Corridor Secretariat established

The National Committee for Trade and Transport Facilitation, together with the Technical Committee and the Secretariat, form the corridor governance body at the national level. The three corridor governance bodies and their principal roles are described above.

In the absence of a functioning international corridor, no structural corridor governance is carried out at international or regional level.

Participation of the local authorities and private sector

Local authorities are involved, as indicated in Table 6.1 (Departments / Commissions), notably the Aqaba related bodies, including Aqaba Development Corporation; Aqaba Port Corporation and Aqaba Special Economic Zone Authority (ASEZA).

The private sector is involved, as indicated in Table 6.1 (private sector), notably through associations. The NCTTF is a partnership with members from both the private and public sectors. Furthermore, they represent stakeholders from the private and public sectors.

6.1.5 Infrastructure: financing, planning and programming

Sources of finance available to effectively ensure governance of transport corridors

TTF funding is available through the Government of Jordan, supported by the EU, which has provided the TTF programme with a €33 million grant. According to the Government of Jordan, the bulk of the grant (€27 million) has been directed to support the national budget. The remaining funds have been devoted to providing Technical Assistance (TA) to the MoT with the aim of addressing issues and needs associated with restructuring and strengthening MoT, to modernize the transport sector, to assist in formulating a national strategy for the transport sector, to enhance capacity building and establish an ESTTF to support the two committees that were created to implement the TTF programme, i.e. the NCTTF and TCTTF. In addition, the EU has designed and approved policies and procedures related to the TTF programme with particular emphasis on efforts to remove any obstacles facing Jordanian foreign trade and improving transport systems[48].

[47] http://www.ttf.gov.jo/ttf/lang/en/Stakeholders_brand_Partners.aspx.
[48] http://www.ttf.gov.jo/ttf/lang/en/Overview.aspx.

Financing sources

The national TTF programme is financed by the Government of Jordan and supported by the EU (see above). No regional transport governance body is active; hence no funding is provided by governments for international or regional governance.

The EU has provided the TTF programme with a €33 million grant, as presented above. The allocation of the EU support is illustrated above. The defined governance structure, with the NCTTF and the supporting TCTTF and ESTTF may have an advising role in investments at national level, but prioritisation of investments is not its mandate.

Advocating for and coordinating the maintenance and upgrading of corridor infrastructure and facilities

Coordinating the maintenance and upgrading of corridor infrastructure and facilities is outside the scope of the defined corridor governance structure.

6.1.6 Corridor performance monitoring and dissemination

Monitoring: corridor performance and management performance

The ESTTF is conducting research to collect data, organizing and reporting on meetings of the two committees (NCTTF, TCTTF). The collected data can be used for monitoring purposes at a national level. Studies are carried out on an ad hoc basis, contributing to a better understanding of TTF and corridor performance in Jordan. No formalised system is available for monitoring the performance if the transport corridor.

Dissemination and making statistics publicly available

No insight is available on how relevant statistics are made available. It should be noted though that on a periodic basis regional workshops are organised on the topic of TTF, as illustrated below. At such events, information is made available and trends and developments are discussed extensively.

6.1.7 Promotion and stakeholder consultation

Promotion of the corridor

The use of the corridor is actively promoted through the created corridor governance structure. Efforts are made to focus more on the performance of the logistical chain as a whole (or part of it), instead of concentrating only on a single part of the chain. Supporting studies are carried out, for example Trade and Transport Facilitation in Jordan (2014), including a range of aspects, such as logistics performance, time release studies by Jordan Customs and dwelling in Aqaba Port. Such studies are not carried out on a regular basis.

Involvement of stakeholders

Given the complexity of governance of corridors, stakeholders' involvement is critical for improving the performance of the transport corridors. Stakeholders are actively involved in the TTF programme in Jordan, as illustrated in Section 6.1.4. This is reflected in the composition of the committees (NCTTF and TCTTF) and the broad group of private sector and Departments and Commissions involved.

Stakeholders are also invited to participate in regional workshops that are organised on the subject of TTF. Recently, the Second Regional Workshop on Trade and Transport Facilitation in Strengthening Arab Economic Integration and Connectivity (6-7 November 2017) was organised (see Figure 6.1). This following a first regional TTF workshop in Amman in 2015. The workshops provide an excellent platform for regional debate on improving TTF in the region.

Figure 6.1 Second regional workshop in Amman

Source: Government of Jordan.

6.1.8 Capacity building: technical assistance and studies

Technical Assistance has been carried out as part of the EU support provided to Jordan, as described above. Moreover, the Government of Jordan has formulated a capacity building and training programme to enhance expertise in TTF with the related corridor governance bodies, as mentioned above. The objective of the training programme is to strengthen competencies in the field of trade and transport based on best practice as identified by the EU, the UN and the World Bank Group. The specific purposes are to enable Jordanian manpower to render expert services in public administrations and in private companies, and to enable job seekers to find employment[49].

The training programme was developed at three levels[50]:

- An Initial Training Program (ITP) was developed for the MoT and participants from TCTTF member organisations. The understanding over launching the ITP was to execute training for the target groups identified within the MoT and among the stakeholders of the TCTTF. This training was implemented in 2011;
- A Bridge Training Program (BTP) was developed to cover the time between the end of the ITP and the start of a Long-Term Comprehensive Training Program (LTCTP), see below. Under the BTP, training sessions were prepared and executed addressing specific TTF-related problems and best practice recommendations of international agencies and groups. Specific training sessions addressed relevant topics and attended by participants from various public sector departments;
- After completion of the Bridge Training the LTCTP was expected to resume. To the understanding of the consultant the LTCTP has not yet been carried out.

It should be noted that besides the implantation of the training programme, also study visits have been carried out.

[49] http://www.ttf.gov.jo/ttf/lang/en/Training.aspx.
[50] http://www.ttf.gov.jo/ttf/lang/en/Training.aspx.

6.1.9 Assessment of transport governance level

The seven corridor governance domains of the UN ESCWA-M40 and Jordan Transit Corridor, as presented in this section, are ranked against the four defined corridor governance levels (information exchange; coordination; cooperation; integration), as introduced in Table 2.9. The governance levels are presented in Table 6.2.

Table 6.2 UN ESCWA-M40 and Jordan Transit Corridor governance levels

Governance domains	Infor-mation	Coordi-nation	Coopera-tion	Inte-gration
Corridor objectives and political support	✓			
Legal framework	✓			
Institutional framework	✓			
Infrastructure: financing, planning and programming	✓			
Corridor performance monitoring and dissemination	✓			
Corridor promotion and stakeholder consultation		✓		
Capacity building: technical assistance and studies	✓			

Source: consortium.

6.1.10 Conclusions

In the absence of a regional corridor governance body, Jordan has actively pursued corridor governance aspects at a national level, notably through an institutional set-up, which was created with support of an EU TTF support programme. This institutional structure includes the national committee (NCTTF), the secretariat (ESTTF) and the technical committee (TCTTF). Supported by the combined efforts of these bodies, a number of corridor governance domains have effectively been implemented. Crucial in this process is political support, coming from the Government of Jordan that has made TTF a priority. This is reflected in the National Transport Strategy, which incorporates a great number of relevant TTF elements.

The void of regional legal arrangements has resulted in an extensive series of MoUs signed with neighbouring countries, contributing to harmonisation of regulations, standards and procedures. It should be noted, however, that making such arrangements on a sustainable basis is a challenging process.

In the institutional structure, there is ample opportunity for broad stakeholder involvement, including the relevant ministries and departments/commissions, local authorities and private sector. The use of the corridors in relation to all these stakeholders is actively promoted. It should be noted that on a regular basis (2015, 2017), regional conferences are organised to which countries from the region are invited, facilitating regional collaboration where possible. Dedicated studies and capacity building activities have been organised to improve TTF capacity in Jordan.

The Jordan example of creating an institutional structure, supported by a national policy, with specific TTF targets, could be seen as an example for other countries to improve corridor governance. This also in the light of many Trade (and Transport) Facilitation Committees being developed all over the world.

Notwithstanding the positive corridor governance results at national level, a regional operating organisation could help further improve corridor performance at a regional level. There could be a potential role for UN ESCWA or LAS to support this process.

Good practices corridor governance

Based on the information provided above, the following good practices can be identified:

- The Government of Jordan has actively pursued the development of trade and transport facilitation and development of its transport corridors. In the absence of a regional corridor governance body, a national institutional structure has been developed with a broader regional development ambition, connecting Jordan to its neighbouring countries. This process is supported by a series of multilateral and bilateral agreements;
- Corridor promotion and stakeholder consultation is actively promoting by organising a series of events, including periodic regional workshops, also including neighbouring countries.

7 Results Case Studies: Asia Group

This section presents the three selected case studies of the Asia group, including the UN-ESCAP – Central Corridor (Section 7.1), the ASEAN maritime corridor (Section 7.2), and the TRACECA corridor (Section 7.3).

7.1 Case Study UN-ESCAP – Central Corridor

7.1.1 Introduction

The Eurasian Central Corridor has only recently been established as one of the three Eurasian Transport Corridors being developed under initiative of the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), i,e, Northern, Central and Southern Corridor. The Central Corridor stretches from Western China through Kazakhstan and branches out to Moscow in Russia and Istanbul in Turkey, see Figure 7.1. As the corridor is still relatively new, the member states are still in the knowledge exchange phase and no MoU is in force yet.

UNESCAP itself is an UN institution responsible for the regional development of the ASIA-Pacific Region. It has 53 members and nine associate members, encompassing a region from Russia to New Zealand and from Turkey to Japan. Its major tasks are conducting studies, developing projects, and providing technical assistance and capacity building to its members in all fields relevant to society. Of its nine committees, the Transport Committee deals specifically with transport infrastructure and policy related issues. The Eurasian Corridors are the result of a series of strategic documents published by UNESCAP, including:

- Regional Intergovernmental Agreement on the Asian Highway Network (2004);
- Intergovernmental Agreement on the Trans-Asian Railway Network (2006);
- Intergovernmental Agreement on Dry Ports (2013);
- Regional Strategic Framework on the Facilitation of International Road Transport (2012);
- Regional Cooperation Framework for the Facilitation of International Railway Transport (2015).

Together, these documents are the groundwork for the development of transport in the region in terms of the technical standards for transport infrastructure and facilities, priority investments, network interoperability and identification of transport routes. Recently, UNESCAP published the Comprehensive planning of Eurasian Transport corridors study report (2017), the first strategic document specifically dedicated to the three corridors. In this report, an inventory is made on the existing infrastructure routes and their status, as well as providing an overview of other transport agreements in place in the region. This section is based on these documents. Further information was acquired from a field visit to Kazakhstan between the 22nd and 24th of January.

Figure 7.1 Eurasian Central Corridor

Source: Comprehensive planning of Eurasian Transport corridors (2017, p. 29).

7.1.2 Corridor objectives and political support

Objectives of transport corridors and main drivers

The major goal of the Central Corridor is to increase the connectivity between Asia and Europe and to improve the access of landlocked countries in central Asia (UN-ESCAP, 2017). Enhancing the transport systems of participating countries is achieved by addressing issues related to the connectivity and interoperability of transport by rail, road, dry ports and their ancillary installations.

The Central Corridor consists of nine routes which are mostly built on existing international transport cooperation projects, including the China – Pakistan Economic Corridor (CPEC), Central Asia Regional Economic Cooperation (CAREC), Euro-Asian Transport Linkages (EATL), Economic Cooperation Organization (ECO), International North-South Transport Corridor (INSTC), Organization for Cooperation between Railways (OSJD), Intergovernmental Organization for International Carriage by Rail (OTIF) and the Trans-Caspian Corridor. Table 7.1 shows the extent to which branches of the Northern Corridor coincide with other corridor projects. While many sub regional transport agreements exist, governance on the scale of the Eurasian continent is still missing.

Table 7.1 Eurasian Central Corridor Routes and their overlap with existsing cooperation projects

Northern Corridor Routes	Existing international cooperation initiatives
C1: Urumqi – Kashi – Sary-Tash – Dushanbe – Termez – Bukhara – Atyrau – Astrakhan – Volgograd – Moscow – Europe;	CAREC, EATL, ECO, INSTC, OSJD, TRACECA
C1A: Kashi – Islamabad – Lahore – Rohri;	CAREC, CPEC, ECO
C1B: Dushanbe – Shirkhan – Kabul – Kandahar – Quetta – Panjgur – Gwadar;	CAREC, CPEC, EATL, ECO
C1C: Astrakhan – Baku – Qazvin	EATL, ECO, CAREC, INSTC, OSJD
C1D/C2B: Beyneu – Aktau – Baku/Alat.	CAREC, EATL, ECO, OSJD, TRACECA, Trans-Caspian Corridor

Northern Corridor Routes	Existing international cooperation initiatives
C2: Bukhara – Mary – Ashgabat – Turkemenbashi – Baku – Ganja – Tbilisi – Batumi – Samsun – Gerede – Istanbul – Kapikule;	CAREC, EATL, ECO, OSJD, TRACECA, Trans-Caspian Corridor
C2A: Mary – Sarakhs – Mashhad – Sabzevar – Kerman – Anar – Bandar Abbas;	CAREC, EATL, ECO, INSTC
C1D/C2B: Tbilisi – Akhalkalaki – Kars – Erzurum.	EATL, ECO, TRACECA, Trans-Caspian Corridor
C3: Karachi – Rohri – Quetta – Taftan – Kerman – Yazd – Qom – Tehran – Qazvin – Tabriz – Askale – Ankara – Istanbul – Europe.	CAREC, CPEC, EATL, ECO, INSTC, OSJD, OTIF

Source: Comprehensive planning of Eurasian Transport corridors (2017, p. 27).

Corridor Founders and MoU

The Central Corridor is initiated by UNESCAP and crosses through Afghanistan, Azerbaijan, China, Georgia, Iran, Kazakhstan, Kyrgyzstan, Pakistan, Russia, Tajikistan, Turkey, Turkmenistan and Uzbekistan. Currently no MoU is signed by the participating parties. A draft MoU is included in the Eurasian Transport corridors study report (2017).

7.1.3 Legal framework

Legal basis

A draft MoU is published in the Comprehensive planning of Eurasian Transport corridors study report (2017), covering themes such as harmonisation of regulations, studies and information exchange, and the participation of economic and social actors. Key in the draft MoU is the commitment of the members to establish governance institutions such as ministerial meetings, steering committee, corridor transport observatory and a permanent secretariat. Agreeing upon a MoU may be a difficult process as many intergovernmental organisations exist in the region, such as the Eurasian Economic Union[51] or the Commonwealth of Independent States[52], with the latter covering over half of length of the corridor.

Harmonization of national regulations, standards and procedures

Harmonisation of infrastructure systems and standards and regulations along the corridor and at border crossings are aimed for where possible, preferably in line with international standards. Participants are willing to carry through institutional reform when required. The main challenges for the region as identified by UNESCAP are:

- Infrastructure gaps:
  - Regional road and railway networks need to be built or upgraded;
  - Mismatched intercountry connections also prevent effective physical connectivity along land-based corridors;
  - Seamless intermodal connections between air, road, railway and maritime transport are also needed;
  - Inadequate interfaces between different transport modes;
  - Strengthening Asia-Europe connectivity also demands considerable investments in transport assets;
  - Countries have to further coordinate the planning and delivery of their infrastructure projects.
- Rules and regulations:

51 Between Russia, Belarus, Kazakhstan, Armenia and Kyrgyzstan.
52 Between Armenia, Kazakhstan, Kyrgyzstan, Russia, Tadzhikistan, Belarus, Azerbaijan, Moldova and Uzbekistan.

- Non-physical barriers such as those emerging from restrictive and non-harmonized rules and regulations continue to significantly hinder the efficiency of Asia-Europe transport;
- Lack of standardization in transport documents.

- Technical standards:
  - There are no common norms in the road sector throughout the region with regard to vehicle weights and dimensions, and existing registration and inspection certificates are not always mutually recognized;
  - When it comes to technical standards, rail transport may be the one transport mode presenting the greatest disparity;
  - More efficient, predictable and consistent procedures at border crossings are needed.

7.1.4 Institutional framework

Organization and characteristics

With no agreements existing yet between the participants, no formal institutions have been established yet. The initial sessions in which the participants discussed the content of the Central Corridor were organized by UNESCAP and took place in Beijing (July 2017), Istanbul (September 2017) and Bangkok (November 2017). The to be established governance institutions were discussed and laid down in a draft MoU, in which a single management model for all three corridors is proposed, with separate corridor development committees for each corridor. According to the draft MoU, the institutional framework should at least foresee the following topics:

- Planning and financing of infrastructure projects;
- Exchange of information between members;
- Technical standards and interoperability;
- Border crossing and customs operation;
- Framework for participating of economic and social partners;
- Ministerial meetings;
- Steering committee;
- Implementation of corridor development.

In terms of formal institutions, proposed are the following:

- Ministerial Meeting: ministers or other government representatives should meet frequently in order to review the progress made in the development of the corridor and make changes if necessary. The meetings shall be chaired by the steering committee;
- Steering Committee: the establishment of a committee is proposed which is responsible for coordinating the work being undertaken for the development of corridor. The committee should be composed of representatives of each country, and ideally invites social and economic partners, local authorities or other international organisations to their meetings. Moreover, Working Groups may be created by the steering committee for specific projects;
- Corridor Transport Observatory (CTO): The CTO should have a permanent seat and facilitates the communication between member states and other relevant organisations; prepares and updates action plans; and collects data on the corridor network. It is proposed that the CTO is managed by the UNESCAP as a neutral body (UN-ESCAP, 2017).

7.1.5 Infrastructure: financing, planning and programming

Financing

The participants are yet to agree on the financing principles of the corridor institutions. Usually, the lion's share of funding comes from public parties. In Asia, currently 92% of infrastructure investments is financed by the public sector (Comprehensive planning of Eurasian Transport corridors, 2017, p.94). Another major (potential) source for financing is the private sector. UNESCAP's Guidebook on Public-Private Partnership in Infrastructure can be a useful source on the benefits and various structure of PPP's. Multilateral Development Banks (MDBs) may be another source. MDBs active in the region are: World Bank, Asian Development Bank, European Bank for Reconstruction and Development, Islamic Development Bank, Asian Infrastructure Investment Bank, New Development Bank, Eurasian Development Bank and ECO Trade and Development Bank. Other financing options are provided by various investment development funds, official development assistance agencies or direct partnerships of countries that have interest in financing transport infrastructure in the region.

The estimated costs of upgrading the railway (double-tracking, electrification and the construction of new railways) is $85 billion. Priority investments, i.e. extremely low-quality sections, key railway sections or sections requiring minimal investment effort are estimated at $32 billion. Road infrastructure investments aimed at upgrading the roads to at least AH Class II are estimated at $19,6 billion, with priority investments amounting to $15,3 billion. With respect to investments in dry ports, sea ports and border crossing provisions, these are more difficult to estimate. A rough approximation of $20 billion is given for all three corridors.

Planning and programming

So far, UNESCAP has been responsible for the financing, planning and programming of the Eurasian Corridors. In the Regional Action Programme for Sustainable Transport Connectivity in Asia and the Pacific, phase 1 (2017-2021), UNESCAP set out seven areas in which specific objectives for transport improvement are defined. The areas are:

- Regional transport infrastructure connectivity;
- Regional transport operational connectivity;
- Euro-Asian transport connectivity;
- Transport connectivity for least developed countries, landlocked developing countries and small island developing States;
- Sustainable urban transport;
- Rural transport connectivity to wider networks;
- Improving road safety;
- To achieve the objectives formulated for each domain, the parties involved agreed to work together towards establishing an institution responsible for achieving the objectives.

The planning and programming of infrastructure interventions are still to be decided upon. A starting point for developing an action plan is The UNESCAP Eurasian Corridors study (2017), in which an inventory of the road and rail infrastructure is made. Participant may supply relevant national studies if necessary. Guided by Steering Committee and the ministerial meeting, the CTO will be responsible for publishing Action Plans and establishing priority rating or planning mechanisms. UNESCAP will be responsible for providing data for the first action plan, including an inventory of status of network per transport mode; current and forecasted traffic flows; indication of maintenance costs per mode and an identification of main bottlenecks, including a work plan on how to address these bottlenecks

7.1.6 Corridor performance monitoring and dissemination

Without no MoU, it is no surprise that no corridor or governance performance monitoring is in place for the corridor yet. On a national level, UNESCAP notes that

> "very few countries have established their own sustainable mechanism to monitor the effectiveness of trade […] Most trade and transport facilitation monitoring efforts have been ad-hoc, expensive and dependent on external, rather than national, human and financial resources"[53]

To address the issue of a lack of evidence based policy making, UNESCAP, together with the ADB, recently developed the Trade and Transport Facilitation Monitoring Mechanism (TTFMM). The goal of TTFMM is to improve the measurement of trade facilitation to identify accurate trade facilitation interventions. The methods include business process analysis, time-cost-distance survey approach and time release studies. Currently, the effectiveness of the TTFMM framework is being tested in baseline studies, as was recently undertaken for Bangladesh[54], Bhutan[55] and Nepal[56]. Ideally, each member arranges their monitoring mechanism according to the TTFMM system. However, this requires effort by the members in terms of expansion of monitoring, national capacity building, institutional arrangements, resources, continuation and its alignment with other global or regional systems.[57]

Specifically for the Central Corridor, it is noted in the draft MoU for the Eurasian corridors that the Action Plan will be updated annually, based on a close performance monitoring of the corridor. The selected parameters for monitoring are to be agreed upon by the participants. TTFMM provides a specific approach of how to monitor the corridor performance. With respect to governance monitoring, UNESCAP launched a Monitoring and Evaluation - Policy and Guidelines in August 2017. The programme sets out rules for monitoring and evaluating all UNESCAP governance institutions and is based on the rules developed by the United Nation's Evaluation Group

7.1.7 Promotion and stakeholder consultation

Currently the main challenge for UNESCAP is the promotion of the Eurasian corridor to national governments for establishing a MoU. Promotion to other stakeholder for specific projects is a secondary issue. Eventually, the aim is to set up a public website were information is published on the status of the corridor and the progress made so far.

7.1.8 Capacity building: technical assistance and studies

Similarly, there is no specific capacity building programme for the Central Corridor in place yet. But UNESCAP has a long tradition of capacity building in relation to transport in the region. It has various technical assistance and training programmes running for all the UNESCAP members alongside the development of the corridor, all geared towards enhancing the managerial, institutional and technical capacity of its members[58].

One of the training programmes relates to the promotion of the performance monitoring strategy developed by UNESCAP, the TTFMM[59]. The aim of training is to educate the participants on the value

53 http://www.unescap.org/events/national-training-workshops-integrated-and-sustainable-trade-and-transport-facilitation.
54 Trade and Transport Facilitation Monitoring Mechanism in Bangladesh (2017).
55 Trade and Transport Facilitation Monitoring Mechanism in Bhutan (2017).
56 Trade and Transport Facilitation Monitoring Mechanism in Nepal (2017).
57 Trade and Transport Facilitation Monitoring Mechanism in Bangladesh (2017).
58 http://www.unescap.org/partners/capacity-development.
59 http://www.unescap.org/events/national-training-workshops-integrated-and-sustainable-trade-and-transport-facilitation.

and methods of monitoring data on trade and transport facilitation. Business process analysis, time-cost-distance survey approach and time release studies are examples of methodologies taught during the training. The goal is for the participants to be able to conduct a TTFMM in their respective country.

7.1.9 Assessment of transport governance level

The seven corridor governance domains of the UNESCAP Central Corridor, as presented in this section, are ranked against the four defined corridor governance levels (information exchange; coordination; cooperation; integration), as introduced in Table 2.9. The UNESCAP corridor governance levels are presented below, based on the review of documentation.

Table 7.2 UNESCAP Central Corridor governance levels

Governance domains	Information	Coordination	Cooperation	Integration
Corridor objectives and political support		✓		
Legal framework	✓			
Institutional framework	✓			
Infrastructure: financing, planning and programming	✓			
Corridor performance monitoring and dissemination	✓			
Corridor promotion and stakeholder consultation	✓			
Capacity building: technical assistance and studies	✓			

Source: consortium.

7.1.10 Conclusions

The advantage of the Eurasian Corridors is that its objectives are based upon longstanding research on transport infrastructure in the Asian Pacific in the region. Its initiator, UNESCAP, has been established in 1947 and has extensive experience with initiating projects and capacity building activities with respect to transport. There are various ongoing transport projects, such as the development of the Asian Highway (2004), the Trans-Asian Railway (2006), Transport facilitation (2012), and Dry Ports (2011). The Eurasian Corridors is a continuation of the implementation of these initiatives. By establishing a governance platform on the corridor level, strategic transport planning in the Asian Pacific is elevated to the next level of integration. The draft MoU recently published by UNESCAP and which is to be signed by all members proposes the establishment of various governance institutions to facilitate the cooperation in transport development between the nations (UN-ESCAP, 2017).

Moreover, the potential of the Eurasian corridor is in its size. The Eurasian Corridors are the most extensive regional transport cooperation project in the region. The Central Corridor will be developed in relation to the Northern- and Southern corridor, and together, cover the whole of the Asian Pacific region. However, its size may be its greatest challenge. It is no small feat aligning the different views and interests of so many different countries. The Eurasian Corridors covers 23 countries, 46 border crossings, and 36 port cities. The Central Corridor itself crosses through 13 countries, and of the fifteen border crossings, twelve are covered by bilateral agreements (UNESCAP, 2017, p. 125). To make matters more complicated, many (transport) cooperation projects already exists in the region, such as CPEC, CAREC, EATL, ECO, OTIF to name a few.

While there is huge potential for the Central Corridor, it is unclear whether this potential can be translated into concrete action and policy reform. The corridor objectives are based on extensive research and well grounded, but aligning views and actions of nations is a political challenge that is often independent from the validity of the arguments of the goals. Currently the Central Corridor is still in the knowledge exchange phase. Three expert group meetings in 2017 had led to a draft MoU, which is, as of the beginning of 2018, still to be signed by the member states. And even then, the question remains how well the MoU converts into action. Crucial is the capacity and resources which will be made available to the corridor secretariat to facilitate the development of the corridor. Significant effort is required by international institutions, with UNESCAP in the lead, to push the developments for the Central Corridor. A long road is still ahead.

Good practices corridor governance

Despite that the UNESCAP Central Corridor is still in its infancy, it is still possible to identify valuable lessons from this corridor

- With UNESCAP being its main driver, the Central Corridor has support of an international institution that has longstanding experience in interacting with actors in the region. At the same time, UNESCAP has the legitimacy of being an independent partner;
- The Central Corridor is being developed adjacent to UNESCAP's Northern Corridor and UNESCAP's Southern Corridor, with the intention to apply the same MoU and erect the same governance institution to each corridor. This makes corridor development efficient, while also indicating that governance principles are to same extent transferable between corridors;
- The UNESCAP corridor is rooted in extensive transport research. The objectives of each corridor is based on decade long transport analysis undertaken by UNESCAP.

7.2 Case Study ASEAN Maritime Corridor

7.2.1 Introduction

This case study describes three interrelated concepts concerning the development of maritime corridors in South East Asia:

- Indonesia's national *Sea Toll Road project,* which can be considered as a project to develop national maritime corridors in Indonesia;
- The ASEAN regional *maritime connectivity* plan, which sets the outlines for regional maritime corridors;
- The *Maritime Silk Road*, as part of China's Belt and Road Initiative.

The case study shows the need to take into account the complementarity between these three national and regional initiatives on maritime corridor development.

Indonesia's national Sea Toll Road project

In October 2014 the President of Indonesia, Joko Widodo, stated in his inaugural speech as president that Indonesia must develop its vast sea resources to raise its maritime competitiveness. This policy was further elaborated by President Joko Widodo during the 2014 East Asia Summit (EAS) in Myanmar, where he presented the vision of transforming Indonesia into a global maritime fulcrum and develop its maritime potential. Indonesia is the largest archipelagic country in the world, with more than 17,000 islands. Seas are very important for socio-economic development of the country and national cohesion, requiring maritime connectivity. An improved maritime connectivity would

facilitate national and regional integration, enhance productivity, increase trade, reduce the high national logistics costs (which count for 24 per cent of the GDP) and be conducive to economic development.

It is interesting to note that Indonesia considers the development of national maritime connectivity as having multiple policy objectives. It started in 2014 as a revival of the historic maritime identity of the country, which did not play a substantial role in Indonesia's history of the 20th century. Policy objectives include regional safety and security on sea and reducing illegal human trafficking; reducing illegal fishing in Indonesian territorial waters; and addressing climate change and the rise of sea level due to global warming. In 2015, the concept of the maritime fulcrum was enlarged to include also the objective of narrowing the gap between different levels of socio-economic development between the islands. In November 2015, the concept of Sea Toll Roads was relaunched to enhance inter-island connectivity and strengthen the port infrastructure of Indonesia. This concept was introduced earlier in the form of establishing a Pendulum Nusantara (Archipelagic Pendulum) to connect five ports in Indonesia by a regular shipping line: Belawan in North Sumatra, Tanjung Priok in Jakarta in west Java, Tanjung Perak in Surabaya in East Java, Makassar in South Sulawesi, and Sorong in Papua. The new concept of Sea Toll Roads includes these five ports, as well as Pontianak in West Kalimantan and several smaller ports spread all over the country. Figure 7.2 shows Indonesia's Sea Toll Road Network.

The costs of the implementation of the Sea Toll Roads project are estimated by Bappenas, the Ministry of Planning of Indonesia, at US$ 53 billion. The project includes the construction of 24 commercial seaports, 1,481 non-commercial seaports, 15 industrial centres, and purchase of new vessels. These costs cannot be covered from the national budget of the Government of Indonesia. Therefore, Indonesia is trying to attract investments from the national and international private sector and has therefore a strong drive to improve the investment climate in the country. It also explains why the Indonesian Government is very active in its efforts to search for complementarities between the Sea Toll Road Project and regional connectivity initiatives such as ASEAN and the Chinese One Belt One Road (OBOR) initiative.

Figure 7.2 Indonesia's Sea Toll Road Network

No	Pangkalan Distribusi	Kode Trayek	Jaringan Trayek	Jumlah Jarak (Mil)	Kapasitas
1	Tg. Perak	T-1	Tg. Perak -700- Wanci -290- Namlea -526- Fakfak -182- Kaimana -215- Timika -215- Kaimana -182- Fakfak -326- Namlea -290- Wanci -700- Tg. Perak	3426	115 TEUS
2	Tg. Perak	T-2	Tg. Perak -731- Kalabahi -232- Moa -224- Saumlaki -240-Dobo -510- Merauke -510- Dobo -240- Saumlaki -224- Moa -232- Kalabahi -731- Tg. Perak	3874	350 TEUS
3	Tg. Perak	T-3	Tg. Perak -656- Larantuka -32- Lewoleba -152- Rote -80- Sabu -119- Waingapu -119- Sabu -80- Rote -152-Lewoleba -32- Larantuka -656- Tg. Perak	2078	115 TEUS
4	Tg. Priok	T-4	Tg. Priok -794- Makassar -1078- Manokwari -120- Wasior -110- Nabire -100- Serui -120- Biak -120- Serui -100- Nabire -110- Wasior -120- Manokwari -1078- Makassar -794- Tg. Priok	4644	350 TEUS
5	Makassar	T-5	Makassar -780- Tahuna -100- Lirung -152- Morotai -27- Tobelo -150- Ternate -97- Babang -97- Ternate -150- Tobelo -27- Morotai -152- Lirung -100- Tahuna -780- Makassar	2608	350 TEUS
6	Tg. Priok	T-6	Tg. Priok -570- Tarempa -130- Natuna -130- Tarempa -570- Tg. Priok	1400	3000 Ton (GC)

Source: Halaman Tidak Ditemukan [60].

Master Plan on ASEAN Connectivity 2025

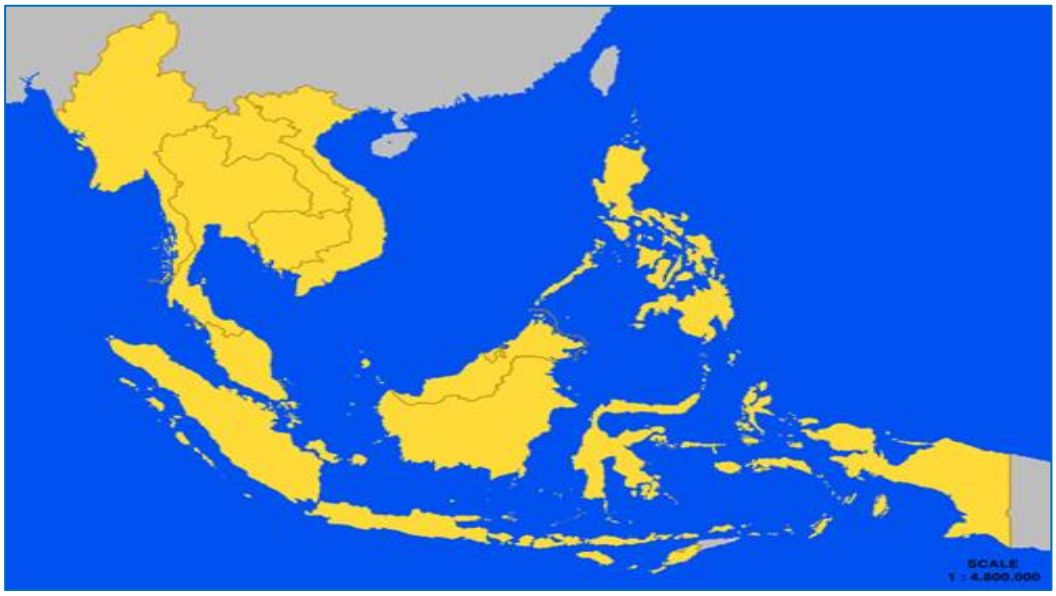
ASEAN, the Association of Southeast Asian Nations, was established on 8 August 1967 in Bangkok, Thailand, with the signing of the ASEAN Declaration (Bangkok Declaration) by the Founding Fathers of ASEAN, namely Indonesia, Malaysia, Philippines, Singapore and Thailand. Brunei Darussalam then joined on 7 January 1984, Viet Nam on 28 July 1995, Lao PDR and Myanmar on 23 July 1997, and Cambodia on 30 April 1999, making up what is today the ten Member States of ASEAN. In 2015, the ASEAN Economic Community (AEC) was established, a further step towards regional economic integration.

On 6 September 2016, the ASEAN Leaders adopted the *Master Plan on ASEAN Connectivity 2025* (MPAC 2025) in Vientiane, Lao PDR. The MPAC 2025, which succeeds the Master Plan on ASEAN Connectivity 2010, focuses on five strategic areas: sustainable infrastructure, digital innovation, seamless logistics, regulatory excellence and people mobility. The focus of the MPAC 2015 is the promotion of maritime connectivity amongst ASEAN Member States.

ASEAN is situated in South-East Asia and consists of ten countries, as illustrated in Figure 7.3: Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand and Viet Nam. The total population of the ASEAN countries in 2016 was more than 634 million. Because of Indonesia and Philippines, ASEAN has many islands and connectivity is a major challenge for economic growth and integration. In this connectivity, maritime connections play a crucial role. The important corridors in ASEAN include mostly a maritime link.

60 https://www.google.co.uk/search?hl=nl&rlz=1T4RVEA_nlNL729NL730&biw=1280&bih=543&tbm=isch&sa=1&ei=R5ZsWpC2LsvdwQKdy62IBg&q=dunkungan+terhadap+tol+laut&oq=dunkungan+terhadap+tol+laut&gs_l=psy-ab.3..52870.56094.0.56301.11.10.1.0.0.0.202.1258.2j7j1.10.0..0..1c.1.64.psy-ab.0.1.179..0i19k1j0i13i30i19k1j0i13i5i30i19k1j0i8i13i30i19k1.0.MzEJ_45UTCM#imgrc=Eu5qt99gNpqQoM:&spf=1517065856419.

Figure 7.3 ASEAN region



Source: ASEAN[61].

In the ASEAN Transport Strategic Plan 2015-2025 the establishment of an ASEAN Single Shipping Market and the promotion of maritime safety, security and strategic economic corridors within ASEAN are defined as strategic goals. It also envisages establishing an integrated, efficient and globally competitive logistics and multimodal transport system, for seamless movement of passengers by road vehicles and cargo within and beyond ASEAN.

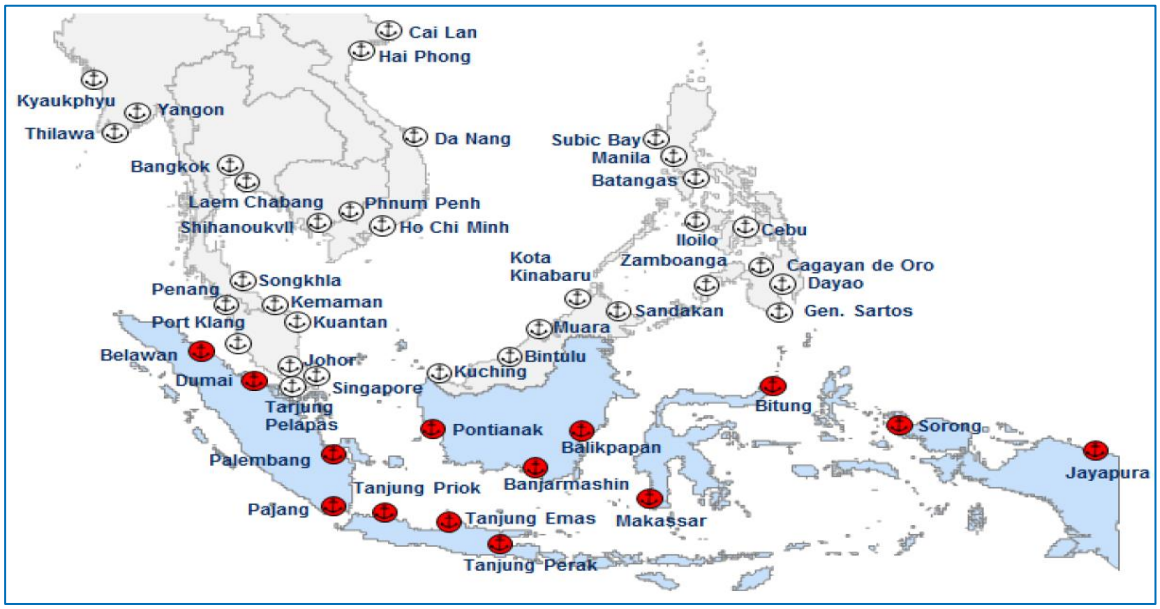
The MPAC 2015 distinguishes three levels of connectivity:

1) *Physical connectivity*. Improving infrastructure critical to transport, communications and energy;
2) *Institutional connectivity*. Providing trade, investment and regulatory framework to enable optimal growth and prosperity;
3) *People-to-People connectivity*. Expanding educational opportunities and promoting human resource development, preserving Asian culture, and promoting increased tourism across the region.

In the MPAC 2015, 47 regional ports are targeted to improve performance and capacity, as illustrated in Figure 7.4. Of these 47 ASEAN ports, 14 are situated in Indonesia and most of them also part of the Sea Toll Road project.

61 http://metricpioneer.com/asean/.

Figure 7.4 47 Regional Ports in ASEAN targeted for improvement of performance and capacity



Source: Negara&Das (2017.)

China's One Belt One Road Initiative (OBOR) and the Maritime Silk Road (MSR)

In 2013-2014 China launched a corridor initiative to connect China with other Asian countries, Africa and Europe, but also with the other continents. This One Belt One Road Initiative (OBOR) was aiming at facilitating industrial, trade and transport relations between China and the countries elsewhere in the world, and promoting Chinese companies to invest and operate industries in emerging economies and source natural resources for the growth of its own economy. OBOR also includes the Maritime Silk Road (MSR), as illustrated in Figure 7.5.

Figure 7.5 China's One Belt One Road Initiative

Source: Negara&Das (2017).

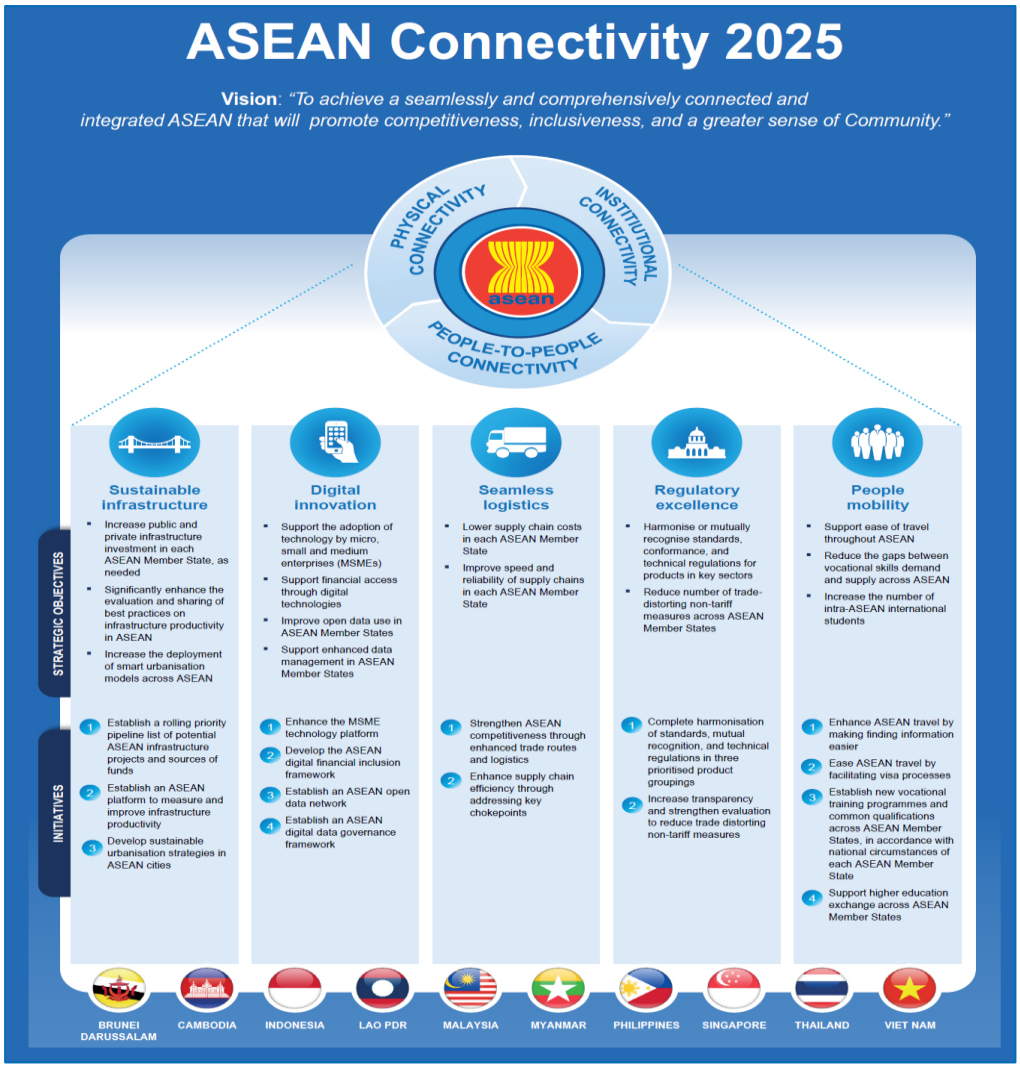
Indonesia is an important business partner for China. The bilateral trade between China and Indonesia was US$44 billion and consisted mainly in coal and other natural resources. Indonesia forms part of the Maritime Silk road under OBOR through its connection Natuna, Pontianak and Tanjung Priok. Although the relationship between China and Indonesia has always been challenging in the past, the Government of Indonesia cannot ignore the funds available by the Chinese funded Asian Infrastructure Investment Bank (AIIB) with an authorized capital of US$ 100 billion and the Silk Road Fund with a potential capital of US$ 40 billion.

The focus in this case study is on the legal and institutional aspects of ASEAN, which are very important in providing the regulatory framework for optimal operations of the transport corridors, which include maritime corridors amongst its Member States. This framework has a strong legal base, although the challenge is to transpose the comprehensive ASEAN Charter into national legislation and to implement this agreement in practice. Full implementation of the Charter, which will be described later on would facilitate the operations of the corridors in ASEAN

7.2.2 Objectives of transport corridors and main drivers

The objectives of the ASEAN Connectivity Strategy 2025 are presented in Figure 7.6.

Figure 7.6 Objectives of ASEAN connectivity strategy



Source: ASEAN.

The specific objectives relating the 'seamless logistics' are:

1. To strengthen ASEAN competitiveness through enhanced trade routes and logistics;
2. To enhance supply chain efficiency to addressing key chokepoints.

Also, the ASEAN Charter (latest version 2016) has amongst the purposes of the ASEAN Charter "to create a single market and production base which is stable, prosperous, highly competitive and economically integrated with effective facilitation tor trade and investment in which there is free flow of goods, services and investment; facilitated movement of business persons, professionals, talents and labour; and freer flow of capital'.

Corridor founders

The founders establishing ASEAN on 8 August 1967 were Indonesia, Malaysia, Philippines, Singapore and Thailand. Brunei Darussalam then joined on 7 January 1984, Viet Nam on 28 July 1995, Lao PDR and Myanmar on 23 July 1997, and Cambodia on 30 April 1999.

Transport corridors are incorporated in national strategies and plans

The transport corridors are not always incorporated in national strategies and plans. This is one of the major challenges of ASEAN. Some Member States are linking the development of their national transport corridors with the implementation of the concept of ASEAN maritime connectivity, as described in the example of Indonesia.

Memorandum of Understanding/agreements signed by countries

The ASEAN Charter, which entered into force in 2008, serves as a foundation in achieving the ASEAN Community by providing legal status and institutional framework for ASEAN. It also codifies ASEAN norms, rules and values; sets clear targets for ASEAN; and presents accountability and compliance.

In effect, the ASEAN Charter has become a legally binding agreement among the ten ASEAN Member States.

7.2.3 Legal and institutional framework

Legal basis

The ASEAN Charter serves as a foundation in achieving the ASEAN Community by providing a legal and institutional framework for ASEAN Member States.

ASEAN strives for harmonization of national regulations, standards and procedures, but has still a long way to go for implementation and enforcement.

Organization and characteristics

The organisation principles are stipulated in the ASEAN Charter[62]. Chapter IV describes the governance structure, consisting of:

- The ASEAN Summit (Article 7);
- The ASEAN Coordinating Council (Article 8);
- The ASEAN Community Councils (Article 9);
- The ASEAN Sectorial Ministerial Bodies (Article 10);
- The Secretary-General of ASEAN and ASEAN Secretariat (Article 11);
- The Committee of Permanent Representatives to ASEAN (Article 12).

[62] See: http://asean.org/wp-content/uploads/images/archive/publications/ASEAN-Charter.pdf.

The ASEAN Secretariat's basic function is to provide for greater efficiency in the coordination of ASEAN organs and for more effective implementation of ASEAN projects and activities. The ASEAN Secretariat could play an important role in the coordination of the development of the maritime corridor.

7.2.4 Infrastructure: financing, planning and programming

There are sources available to contribute to the governance of ASEAN including the development of its corridors. The most important one is the operational budget of the ASEAN Secretariat, which shall be met by ASEAN Member States through equal annual contributions, which shall be remitted in a timely manner. ASEAN does not have budgets for investments in infrastructure, but may collaborate with International Finance Organisations such as the Asian Development Bank to support the development of infrastructure along its main corridors.

7.2.5 Corridor performance monitoring and promotion

ASEAN has its own monitoring system for implementation of agreements and activities. Statistics are collected, processed and published on the ASEAN website on a regular basis[63].

A wealth of information is made available on the ASEAN website, including speeches, statements and other promotion material. There is no structural promotion of the ASEAN maritime corridors.

7.2.6 Assessment of transport governance level

The seven corridor governance domains of the ASEAN Maritime Corridor, as presented in this section, are ranked against the four defined corridor governance levels (information exchange; coordination; cooperation; integration), as introduced in Table 2.9. The ASEAN Maritime Corridor governance levels are presented below.

Table 7.3 ASEAN Maritime Corridor governance levels

Governance domains	Information	Coordination	Cooperation	Integration
Corridor objectives and political support			✓	
Legal framework			✓	
Institutional framework			✓	
Infrastructure: financing, planning and programming			✓	
Corridor performance monitoring and dissemination		✓		
Corridor promotion and stakeholder consultation		✓		
Capacity building: technical assistance and studies			✓	

Source: consortium.

7.2.7 Conclusions

ASEAN has a very strong legal framework and the ASEAN Charter, which entered into force in 2008 and was renewed in 2016, provides binding rules and regulations for the ASEAN Member States. This process was reinforced by the establishment of the ASEAN Economic Community (AEC) in 2015, which was an important further step towards regional economic integration.

[63] See: http://asean.org/resource/.

The major problem of ASEAN, however, is the reality that few Member States of ASEAN have transposed the ASEAN Charter, the constitution of the ASEAN Economic Community, the ASEAN Strategic Plans, and the ASEAN Master Plans into national legislation. National legislation in the Member States of ASEAN is often still in contradiction with ASEAN rules and regulations; and if national legislation is harmonized, enforcement of this legislation is often lacking as well. Therefore, national practices in the ASEAN Member States are often in contradiction with the commonly agreed ASEAN rules and regulations.

The positive aspect is that in ASEAN the legal and regulatory framework is conducive for regional integration, improvement of connectivity and international governance and management of economic and transport corridors, with an emphasis on improving maritime connectivity. This later is an important pillar in the ASEAN community as it addresses not only regional economic development issues, but also international, regional and national safety and security on the oceans, seas and rivers in the ASEAN community.

Interesting is the example of Indonesia, Member State of ASEAN, which tries to coordinate its national Sea Toll Road project with the ASEAN Master Plan on Connectivity, but also with the Chinese Maritime Silk Route initiative. It is important to integrate national and regional interventions as complementary activities, which may reinforce each other.

Good practices corridor governance
Based on the information provided above, the following good practices can be identified:

- The strong foundation for regional cooperation, provided by ASEAN, with a clear policy (ASEAN Connectivity 2025) and legal basis;
- The alignment of national initiatives (Indonesian Sea Toll Road project) and regional interventions (ASEAN Master Plan on Connectivity) as complementary and reinforcing activities. Both initiatives are linked to the Maritime Silk Road, as part of China's Belt and Road Initiative.

7.3 Case study corridor TRACECA

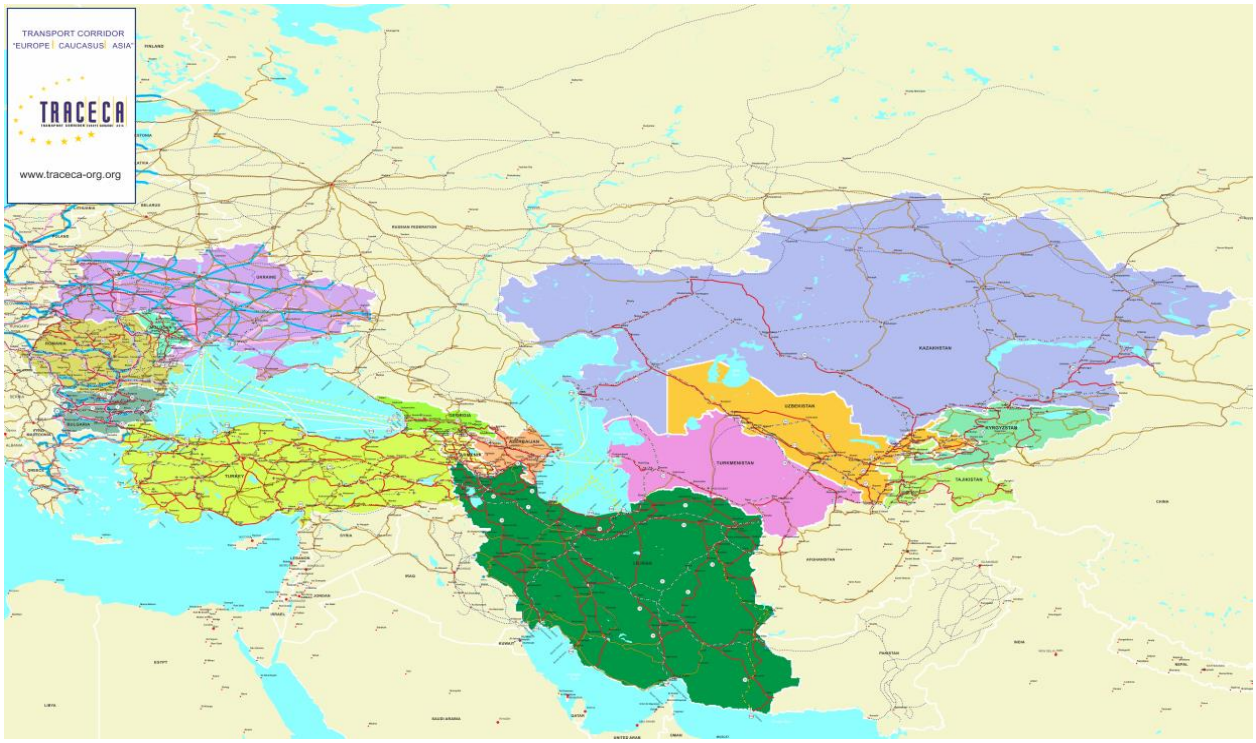
7.3.1 Introduction

With fourteen member states (13 full members and one observer), the International Transport Corridor Europe-the Caucasus-Asia (TRACECA) is one of the largest corridors in the world, spanning across the centre of the Eurasian continent and covering the lion's share of transport routes between China and Europe. Often dubbed the new Silk road (Gorshkov & Bagaturia, 2001; Yildirir, 2015), its location and geographical scope makes the stakes involved with corridor development high. At the same time, its sheer size proves to be a major challenge, as aligning different national priorities and procedures between member states with highly different historical, cultural and political backgrounds has been a challenging exercise.

TRACECA is one of world's first modern transport corridors. In 1993 negotiations started under initiative of the European Union between Armenia, Azerbaijan, Bulgaria, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Romania, Turkey, Tajikistan, Ukraine, and Uzbekistan. The goals of TRACECA were carried forward in 1998 upon the members signing the Basic Multilateral Agreement (MLA), with Iran joining the MLA in 2009 (the final project was completed in 2016). Although the main donor of TRACECA, the EU, has reduced and eventually suspended funding, the member states continued its

development, albeit in a toned-down fashion, but nevertheless indicating that TRACECA remains an active structure.

Figure 7.7 Geographical Scope of TRACECA and main transport routes



Source: www.traceca-org.org.

7.3.2 Corridor objectives and political support

Objectives of transport corridors and main drivers

The driving force behind the establishment of the corridor is found outside the geography of TRACECA: the European Union. Their goal was to improve the connection of the TRACECA region on EU's transport network TEN-T and to support the development of newly independent states (Gorshkov & Bagaturia, 2001). After a series of meetings between 1993 and 1998, the member states agreed upon the following five objectives:

- Giving support to political and economic sustainability of these republics by providing access to European and world markets via alternative transport routes;
- Developing economic relations, trade and transport communications in the regions of Europe, Black Sea, the Caucasus, the Caspian Sea and Asia;
- Improving access to the international market of road, air, railway and maritime transport;
- Facilitating international transport of goods and passengers and international transport of hydrocarbons;
- Ensuring traffic safety, security of goods and environment protection;
- Creating equal conditions of competition between different types of transport (Schoen, 2013).

Corridor Founders

In May 1993 at the conference of Brussels, TRACECA was initiated by the ministries of transport of the following eight countries: Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. During 1996 – 1998 Ukraine and Moldova joined, with Bulgaria,

Romania and Turkey signing the MLA. Iran successfully applied for membership in 2009. Talks to include Turkmenistan and Afghanistan are ongoing[64]. The MLA is open for any state.

Transport are incorporated in national strategies and plans

Member states are encouraged to implement changes proposed by TRACECA, but are not legally required to do so. While the MLA consists of broad guidelines and is signed by all members, other more specific transport measures are laid down in technical annexes to the MLA. Documents, such as the Multilateral Permits User Guide (regarding a permit for road carriers to perform road haulage in countries subscribed to the Permit System), are optional and usually signed and ratified by only a few members. The member states may also decide to implement the technical annexes bilaterally. In any case, when the member states choose to adopt these transport measure, it will impact national transport plans. The MLA was signed by nine Parties in 1998, and Iran joining in 2009.

7.3.3 Legal framework

Legal basis

The foundation of TRACECA is the Basic Multilateral Agreement on International Transport of the Development of the Transport Corridor Europe-Caucasus-Asia (MLA). The MLA is valid for ten years and is extended for 5 years unless the members announce otherwise. The content of the MLA is binding upon signing, unless a reservation is included by a member regarding a certain section. The agreements come into force after domestic ratification. Member may repeal from the MLA with a notice period of six months. Next to the MLA, other agreements exists which are optional, such as technical annexes or agreements relating to the secretariat. All legal documents for TRACECA and their status for each member state are found in Table 7.4.

Table 7.4 Legal documents of TRACECA and their status (as of 1 october 2017)

Legal Documents	Armenia	Azerbaijan	Bulgaria	Georgia	Iran	Kazakhstan	Kyrgyzstan	Moldova	Romania	Tajikistan	Turkey	Uzbekistan	Ukraine
Basic Multilateral agreement (MLA) (1998)		*			*	*			*				
Amendments to the Technical Annex on Customs and Documentation Procedures to the BMA (2007)								*					
Amendments to MLA in respect of the new status of Bulgaria and Romania acceded to the EU on 1 January 2007 (2007)													
Amendments to MLA regarding free issue of visas for pers. transporting and/or accompanying humanitarian goods and reconstruction materials for Afghanistan / 0 VAT on railway transport / Customs Transit Procedures for carriage of goods by rail using "SMGS" railway bill (2003)			*	*					*		*	*	*

64 http://www.traceca-org.org/en/news/single-news/n/new_wave_of_cooperation_development_of_traceca_and_turkmenistan/.

Legal Documents	Armenia	Azerbaijan	Bulgaria	Georgia	Iran	Kazakhstan	Kyrgyzstan	Moldova	Romania	Tajikistan	Turkey	Uzbekistan	Ukraine
Agreement on Joint Financing of the Permanent Secretariat (2005)													
Agreement on the development of Multimodal Transport TRACECA (2009)		*											
Amendments to MLA regarding Technical Annex to the basic Agreement on Fundamental Principles of Railway-Ferry Terminals Operation on the Black Sea and the Caspian Sea (2015)													
TRACECA Multilateral permit. User guide and annexes (2015)													

	Signature and ratification		Kazakhstan, Ukraine, Moldova and Turkey are in the process of acceding this agreement
	Signed, not ratified	*	with reservation
	Not signed		

Source: www.traceca-org.org.

Harmonization of national regulations, standards and procedures

It is well established that progress towards a smooth transport infrastructure is made by addressing soft infrastructure issues. For TRACECA, this was acknowledged in the MLA in 1998, considered one of the main issues to address towards 2015 (TRACECA, 2007), and continues to be a major theme in the latest TRACECA master plan developed in 2014 (LOGMOS Master Plan, 2014). Since the inception of the MLA various technical annexes were added to the MLA, such as agreements regarding customs and documentation processes and international cargo haulage permits. Although progress on this topic was made, there is still much room for improvement on the ease of doing business in the region as well as reducing excessive waiting times at the border (LOGMOS Master Plan, 2014). Such measures require significant effort from all states to find consensus and from national parliament to adapt national legislation.

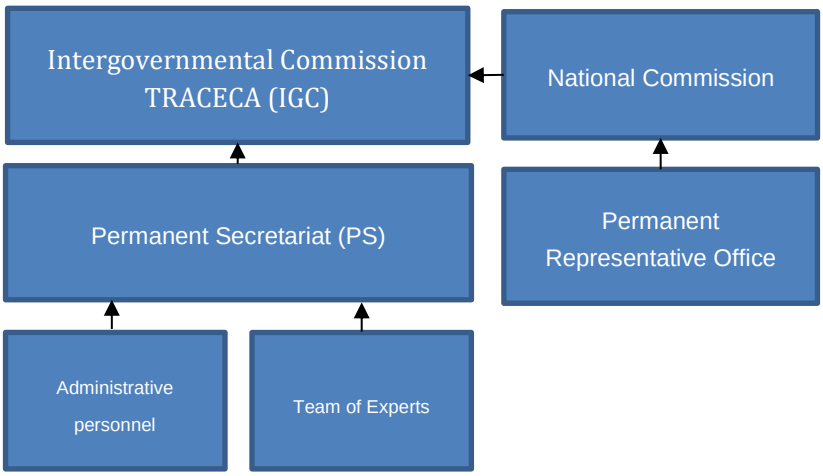
For TRACECA in particular, soft infrastructure measures are challenging as the members are highly diverse in terms of their legal basis (LOGMOS Master Plan, 2014). Some countries, most notably Romania, Bulgaria, Turkey and Georgia, are more in alignment with WTO, EU or other international standards, whereas other countries, mostly those who inherited institutions from the Soviet Union, are still updating primary legislation. Moreover, different customs unions are overlapping the region, such as the Eurasian Customs Unions compromising of Kazakhstan, Armenia and Kyrgyzstan.

7.3.4 Institutional framework

Organization and characteristics

The governance institutions, as foreseen by the MLA, are presented in Figure 7.8:

Figure 7.8 TRACECA governance institutions



Source: consortium.

The *Intergovernmental Commission TRACECA (IGC)* is the highest governance institution of TRACECA and consists of the highest governmental authority of each member state, usually ministers or deputy ministers of transport. The Chairman of the IGC is elected among the member states each year (according to a rotation principle in alphabetic order). The IGC hosts annual conferences and organizes ad hoc sessions when necessary. The main tasks of the IGC are:

- Adopting and implementing decisions of the member states based on consensus;
- Managing and guiding TRACECA action plans, preparing amendments to the MLA and organizing working groups;
- Electing the board of the Permanent Secretary.

The executive body of TRACECA, the *Permanent Secretariat* (PS) was established in 2001 and is based in Baku, Azerbaijan. The PS board consists of a representative from each member state. It provides administrative aid to the IGC, such as facilitating its organisation and coordinating working group meetings. The secretariat maintains the transport and project database and the TRACECA archive. Other tasks include:

- Offering technical advisory services and disseminating information;
- Maintain coordination, programming and project cycle management of TRACECA projects;
- Promote the MLA objectives and IGC decisions.

The secretariat regularly organizes meetings for the IGC, at least twice a year. The meetings are attended by national secretaries, (transport) representatives of the member states, the European Commission, observers and other organisations based on the themes discussed. Typically, the IGC meetings include the following topics[65]:

- Analysing the problems within the competence of the IGC, as well as drafting the recommendations and decisions on these issues;
- Elaboration of the relevant proposals on any amendments and additions to the MLA including new Technical Annexes to the MLA to be discussed by the IGC;
- Elaboration of the PS annual Action Plan;
- Drafting the annual report on the PS activities, to be submitted to the IGC;

[65] www.traceca.org.

- Monitoring the implementation of the Action Plan and assisting in the activities related to elaboration and implementation of the projects and programmes within the scope of the MLA.

The PS is supported by administrative personnel and expert groups. Expert groups are occupied with the development of certain specific topics.

Each member state has a *TRACECA National Commission*. The national commission coordinates communication between the PS and the member state and appoints a national representative for the PS based on internal legislation.

As laid down in the statute of the Permanent Secretariat, its responsibilities are to:

- ensure all-round cooperation and practical support to all relevant TRACECA Projects in their Country, including all-round cooperation with Local Experts;
- provide assistance to the PS in coordination and implementation of the projects financed by the EU and financial institutions;
- cultivate relations with the representatives of International Financial Institutions, Transport Associations, Chambers of Commerce and similar institutions in their countries and where possible include these representatives in the National WGs;
- take part in the PS meetings;
- act as moderators of National WG meetings of the Party;
- ensure that initiatives from WG are forwarded to the appropriate authorities to obtain implementation;
- ensure the best liaison with the PS, including the timely answers to the PS' requests;
- promote higher level of efficiency of the activities of the PS IGC TRACECA;
- hold working meetings with the relevant public authorities and transport companies;
- carry out regular survey of mass media, maintain close contacts with mass media agencies.

Responsibilities and working principles of transport corridor governance bodies

The MLA stipulates that the working principles of the IGC and PS are to be designed by the IGC. The IGC working procedures are laid down in the Rules of Procedures. Working principles and financing of the PS are found in the "Statute of the Permanent Secretariat of the Intergovernmental Commission TRACECA", approved by the IGC in 2010. The statute includes topics such as the purpose, tasks, functions of the secretariat, the structure, the role of the secretary general and its financing structure.

Participation of the local authorities and the private sector

Local authorities such as national maritime administrations or national railways are participating in working group meetings, in which they are consulted for drafting agreements. The lack of involvement of the private sector is listed as one of the weaknesses of TRACECA, both regarding the governance process and the project implementation process (LOGMOS Master Plan 2014). Currently the private sector is not included in the decision making, but it may be a valuable partner in making market-oriented decisions, introducing new managerial practices or providing services or maintenance work.

One-stop shop concept in the corridor governance

Currently there is no one-stop shop governance in the TRACECA area (not applied in all countries, but practiced between some TRACECA countries). The agreement on the development of Multimodal Transport TRACECA (MTA) proposes the usage for a single internationally accepted multi-modal transport document on liability and insurance – a first step towards the single window concept. As shown in Table 7.4, the MTA is not yet ratified by all nations (accession of new members continues).

7.3.5 Infrastructure: financing, planning and programming

Sources of finance available to effectively ensure governance of transport corridors
The rules on financing the IGC and PS are laid down in the Agreement on Joint Financing of the Permanent Secretariat of the IGC TRACECA. All members contribute to the IGC and PS on an equal basis.

Financing by government(s) and international organisations/international banks
Since its inception in 1993, TRACECA was mostly funded by the EU. In the following years, the member states slowly took over the funding, and in 2009 EU funding halted. Although the EU withdrew from funding the governance institutions, they helped fund technical assistance projects. For example, the LOGMOS project was initiated to develop a TRACECA action plan for 2016-2026. In June 2016, this document was approved by the IGC as the strategic government for the coming 10 years.

Prioritizing investments
The LOGMOS Master Plan proposes 68 recommendations for transport improvements. Each project was rated low, medium or high priority, yielding 29 high, 34 medium and 4 low priority projects. The ratings are established based on studies and expert consultations. Most high priority projects relate to measurements with a corridor wide impact, speeding-up border crossing, improving maritime and rail transport, ease intermodal transport or harmonize national regulations.

Advocating for and coordinating the maintenance and upgrading of corridor infrastructure and facilities
Advocating and coordinating maintenance is not included in the MLA.

7.3.6 Corridor performance monitoring and dissemination

Monitoring of corridor performance and management performance
Corridor performance is measured using the TRACECA Route Attractiveness Index (TRAX), which shows the attractiveness of the transport industry and the relative attractiveness for various east-west routes in terms of safety, reliability, cost and transit times. The permanent secretariat is responsible for the monitoring of the implementation of the Action Plan. However, no information is available on the methods.

Dissemination and making statistics publicly available
The PS is responsible for disseminating information on TRACECA activities, objectives and achievements. Transport data and GIS maps are made available on the TRACECA website.

7.3.7 Promotion and stakeholder consultation

Promotion of the corridor
It is laid down in the statute for the Permanent Secretariat that National secretaries are responsible for carrying out regular mass media surveys and maintaining close contacts with mass media. Although TRACECA is more than two decades old, the current TRACECA master plan proclaims "TRACECA is not a widely recognized 'brand'" (LOGMOS Master Plan 2014, p. 29), and should propagate the ease of transport between hubs and border crossings in the region, suggesting more promotion effort by its institutions.

Involvement of stakeholders
With respect to various stakeholders, ministers of Transport are represented in the secretariat and national authorities participate in working group meetings. It is said that the private sector is

underrepresented in TRACECA (LOGMOS Master Plan 2014). The corridor can benefit from incorporating the private sector in the decision-making process and in corridor development. For financial stakeholders, an investment Forum was held in 2010 and 2012 to promote TRACECA to international financing institutions and transport operators. 200 participants attended the forum. Since then, no investment forum has been held.

7.3.8 Capacity building: technical assistance and studies

Carry out studies and provide technical support.
Technical assistance is primarily being carried out for specific projects funded by the EU and in collaboration with the PS and national secretaries (LOGMOS Master Plan, 2014). The master plan suggests a more proactive approach, with the PS developing towards an observatory by being more active with performance monitoring and project management.

Provide training and other capacity building.
Similarly, for capacity building and training, most of these projects were funded by the EU. In its past various capacity building projects took place such as the Capacity Development for Senior Transport Sector Officials in 2004 or the implementation of EU's MoS for TRACECA in 2012/2013. The current TRACECA Master Plan suggests a need for training measures and institutional capacity building in both the public in private sector.

7.3.9 Assessment of transport governance level

The seven corridor governance domains of the TRACECA Corridor, as presented in this section, are ranked against the four defined corridor governance levels (information exchange; coordination; cooperation; integration), as introduced in Table 2.9. The TRACECA corridor governance levels are presented below.

Table 7.5 TRACECA governance levels

Governance domains	Information	Coordination	Cooperation	Integration
Corridor objectives and political support		✓		
Legal framework		✓		
Institutional framework		✓		
Infrastructure: financing, planning and programming		✓		
Corridor performance monitoring and dissemination	✓			
Corridor promotion and stakeholder consultation	✓			
Capacity building: technical assistance and studies	✓			

Source: consortium.

7.3.10 Conclusions

Despite a withdrawal of funding by the EU, there is still a strong basis in Central Eurasia for joint development of the transport sector. The gains are well laid out in the most recently developed multi-annual LOGMOS Action Plan (2014), which was adopted by the IGC as the strategic document for TRACECA for the period of 2016-2026. Recommendation are specifically made for improving the corridor governance infrastructure, which is conceived to be vital for further corridor development. Measures relate to each of the seven governance domains and include more private sector

involvement, corridor branding and other promotional activities, training of TRACECA officials and more. An overview of measures for the mid-term future are summarized in Table 7.6.

Table 7.6 Major recommendations for TRACECA for the mid-term future

Recommendations	Main directions
Legal and institutional	• Interstate cooperation in legal and institutional harmonisation; • Transparent transport sector laws, regulations and rules; • Application of best international practice; • Private sector consultations; • Improvement of professional capabilities of public and private sector in logistics.
Infrastructure network	• Interstate cooperation and coordination; • Involvement of the private sector; • Consideration of environmental concerns; • Enhancement of management capabilities in the transport sector.
Market and operations	• Free access to the TRACECA corridor and its active promotion as a realistic, competitive option for east-west trade flows; • Involvement of the private sector in all aspects of improving and managing the corridor, and proving business-friendly environment; • Interoperability, between transport systems and modes; • Sustainability, in terms of asset management and environmental-friendliness; • Corridor performance monitoring; • Enhanced skills, especially in the logistics sector.

Source: based on LOGMOS Master Plan (2014).

Expending the institutional infrastructure in terms of resources and more political power is the cornerstone for further corridor development. One way to move forward is to expand the legal foundation of TRACECA as to commit member states to carry through reforms. As the TRACECA countries are highly different in terms of culture, history and political culture, a strategy could be to favour regional or bilateral treaties over corridor wide agreements. Such regional agreements includes member states that are located in geographical proximity to each other and which have rather similar political systems. Once a set of measures has been implemented successfully regionally, they may be spread across the whole region. The continuous interest by the Member States for developing TRACECA, even when EU funding halted, offers perspective for the future. Especially when the steps to move forward are well known and laid out in detail in the current TRACECA multi-annual action plan. It is now up to the member states to carry through the reforms.

Good practices corridor governance

TRACECA is one of the larger and older corridor organisation. In particular its size makes its corridor governance complicated. Aligning the views of nations with a variety of social and political background is a demanding process. Nevertheless, TRACECA has been around for two decades, making it an interesting case corridors in similar situations, such as the UNESCAP corridors.

- The EU was the main driver behind the establishment of the corridor. The EU brought knowledge and resources. This showcases that value of incorporating international organisations the development process of the corridor;
- With respect to its legal framework, TRACECA is marked by a series of legal agreements for which the member can decide individually whether to sign it or not (see Table 7.4). Such an approach does not immediately commit members to carry out the reforms proposed by the corridor management.

SECTION 3: CONCLUSIONS AND RECOMMENDATIONS

8 Conclusions and Recommendations

This chapter presents the conclusions and recommendations, based on the findings from the previous two sections, i.e. the methodologic framework, international good practices and the governance of transport corridors in OIC member countries. Section 8.1 presents conclusions and Section 8.2 includes recommendations towards improving governance of transport corridors.

8.1 Conclusions on governance of transport corridors improvement

8.1.1 The importance of governance of transport corridors

Transport corridors are key enablers

Developing transport corridors is high on today's transport and trade agendas. This applies to all parts of the world, whether it is in the European Union, through the TEN-T programme, or in Africa, through a number of corridor initiatives, or in Asia, for example though the CAREC programme or the recently launched UNESCAP Eurasian Transport Corridors. The OBOR initiative, and the impact thereof, illustrates the importance of transport corridors.

The focus on developing transport corridors, as part of a broader trade and transport facilitation process, can be explained by the distinct merits of such policy, which includes:

- Providing countries with *basic access* to maritime ports for their overseas trade (in particular to landlocked countries), allowing countries to participate in the global market;
- Improving the *growth prospects* of middle- and low-income countries, especially landlocked countries. Transport corridors provide a visible and direct opportunity to bring about *regional integration*;
- Enabling the design of appropriate interventions related to regulatory and other constraints to trade facilitation at the corridor level;
- Providing a *spatial framework for organizing cooperation and collaboration* between countries and public and private sector agencies involved in providing trade and transport infrastructure and services.

This contributes to the higher socio-economic objectives of economic development and poverty reduction in poorer countries, by creating job opportunities and promoting competition.

These global ambitions certainly apply to OIC member countries. With a combined population of more than 1.7 billion, OIC member countries jointly account for almost a quarter of the world population. OIC countries have a relatively high and growing market potential. Much of the increase in the market potential of OIC countries is also due to the increase in intra-OIC market potential. Having said so, currently intra-OIC trade is low, with an average of less than 10% of the total trade[66].

Corridor governance is a critical success factor

The concepts of governance and management of transport corridors are closely related elements, as shown in Table 8.1. When referring to governance in this study, the management aspects are often incorporated. For example, in the case of a corridor secretariat managing day-to-day transport corridor functions.

[66] As a comparison, intra-EU trade is 50-60%.

Table 8.1 Corridor governance and management

Corridor governance	Corridor management
Governance deals with doing the right things and concentrates on high-level decision-making process, primarily setting strategic directions.	Management concentrates on doing things right and concentrates on day-to-day administration and implementing the systems of governance.

Source: consortium.

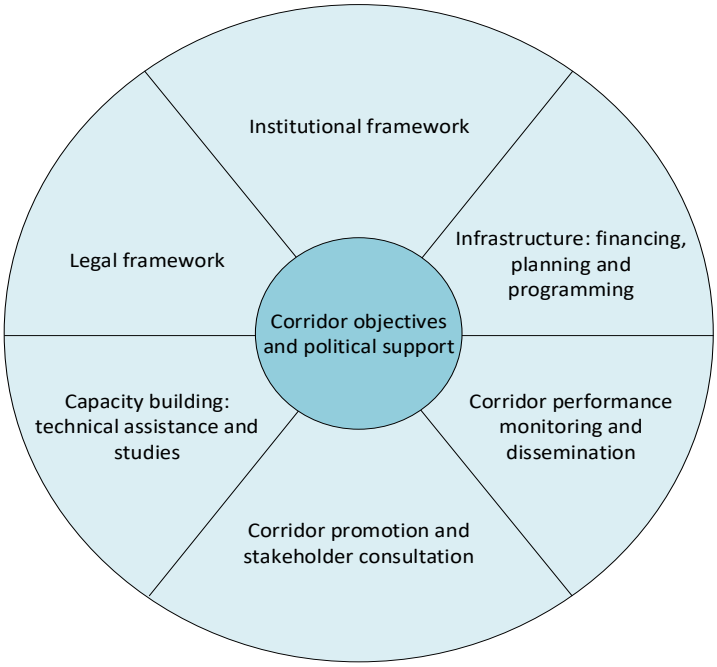
Governance is a truly critical factor for the successful implementation of transport corridors. Developing transport corridors requires investments in infrastructure, which needs to go hand in hand with enabling soft measures. This combination of hard and soft measures needs to be governed and managed in a multi-country setting, involving a broad range of stakeholders, which is the essence of corridor governance. The various governance domains, which are elaborated below, are interrelated. Proper coordination between these domains contribute to the success of the transport corridors. This is reflected by the TEN-T programme, where an integrated approach, including a sound legal basis and institutional structure, together with available funding for soft and hard measures, combined with a programme towards monitoring performance and corridor promotion, has resulted in a strong increase in corridor performance. It should be noted that the TEN-T programme has developed strongly over time. In the early years, it had a profound project focus and the programme only gradually evolved into the comprehensive programme of today. More recently established corridors, for example the Norther Corridor (MoU signed in 2007, connecting the landlocked countries Rwanda, Burundi and Uganda with the Port of Mombasa in Kenya and also serving the eastern part of the Democratic Republic of Congo, Southern Sudan and Northern Tanzania), have also been able to attain clear results.

8.1.2 Corridor governance has multiple interrelated domains

As indicated above, corridor governance is complex, involving various aspects such as legal and institutional maters, as well as multiple stakeholders, often involving various countries. Literature addresses various elements of corridor governance, although no comprehensive integrated conceptual framework is available.

We have used various elements presented in literature to develop a conceptual framework for corridor governance. The foundation has been established by applying the corridor management activities, as defined by Arnold (2006): planning, financing, legislation, regulation, operation, monitoring and promotion. Additional elements from literature on corridor governance (as presented in Annex 1) and empirical accounts from existing corridors, have been applied to define seven interrelated corridor governance domains, jointly forming the corridor conceptual governance framework. Figure 8.1 presents the elements of the conceptual framework, illustrating that the corridor objectives and political support are at the heart of the framework and an additional six governance domains are defined.

Figure 8.1 Transport governance conceptual framework



Source: consortium.

The seven governance domains have been used to systematically review the corridor governance of the international corridors (TEN-T and SEETO) and the seven defined OIC corridors. To this end, the seven governance domains are further detailed, as presented in Table 8.2.

Table 8.2 Elements included in the seven governance domains

Governance domain	Elements included
1. Corridor objectives and political support	• Objectives of transport corridors: primary and secondary. The defined corridor objectives strongly affect the other six governance domains; • Transport corridors are included in national strategies and plans, as an indication of political support.
2. Legal framework	• The legal basis of the corridor (MoU, treaty) and the extent to which the agreement is binding; • Harmonisation of (legal) systems and procedures; • Mutual recognition of systems and procedures.
3. Institutional framework	• Organisation and characteristics, including presence of a corridor secretariat; • Involvement of stakeholders, including private sector and local government.
4. Infrastructure: financing, planning and programming	• Sources of finance available to effectively ensure governance of transport corridors; • Planning and programming of infrastructure (corridor vs national level).

Governance domain	Elements included
5. Corridor performance: monitoring and dissemination	• Measuring corridor performance, clear KPIs defined; • Monitoring system to measure corridor performance; • Dissemination and making data and statistics publicly available.
6. Corridor promotion and stakeholder consultation	• Promoting the corridor, by providing publications and organising events; • Consultation of stakeholders on a regular basis.
7. Capacity building: technical assistance and studies	• Build capacity by providing technical assistance and implement studies.

8.1.3 Corridor governance is dynamic and situational

No blue print for optimal corridor governance exists. The needs for corridor governance, and the way the seven defined governance domains are shaped, depends on a range of factors, such as maturity of the corridor, political will and support, regional stability, the presence of an international organisation facilitating corridor governance, and available funding. As such, corridor governance is dynamic, evolving over time, and situational, depending on the local and regional setting of the corridor. Considering different transport corridors, it can be noted that there are different levels of corridor governance. We distinguish four levels of transport governance: information exchange; coordination; cooperation and integration. These levels and the characteristics for the defined corridor governance domains are presented in Table 8.2

Table 8.3 Levels of transport corridor governance

Governance domains	Information exchange	Coordination	Cooperation	Integration
1. **Corridor objectives and political support**	Identifying common objectives among participants	Broadly defined objectives and laid down in non-legally binding fashion	Objectives defined in more detail and concrete plans for corridor management	Defining broad range of specific objectives and management principles
2. **Legal framework**	Weak and developing in terms of bilateral and sub-regional agreements	Maturing, with focus on harmonization of regulations and standards	Further developed, with mutual recognition (inspections, certificates, etc)	A common and integrated legal basis
3. **Institutional framework**	Developing, for example joint working groups, regional workshops	Developing, more formal structures, for example observatories	Further developed, for example corridor coordination committees	Integrated, for example corridor authorities with responsibility for the full corridor
4. **Infrastructure: financing, planning and programming**	Informing, no dedicated funds available	Increased coordination, joint projects	More cooperation and increased corridor perspective, emerging of joint earmarked funds	Integrated planning and prioritization, dedicated funds available
5. **Corridor performance monitoring**	Selected data is exchanged, no	More coordinated effort in exchanging data,	Further integration, for	Integrated systems for data collection and

Governance domains	Information exchange	Coordination	Cooperation	Integration
and dissemination	standards or formats	with more harmonized standards	example in joint publications.	management and publication
6. **Corridor promotion and stakeholder consultation**	Little promotion, mainly to identify key stakeholders to set up corridor governance model	Joint promoting and attracting more stakeholder support for corridor development	Establishing institution for promotion and stakeholders approach	Advanced institutions for promotion and making sure stakeholders meet regularly
7. **Capacity building: technical assistance and studies**	Studies to establish corridor objective	Coordinating studies, but mostly national	Cooperative studies and establishing institution for technical assistance	Studies published regularly and dedicated institution for technical assistance

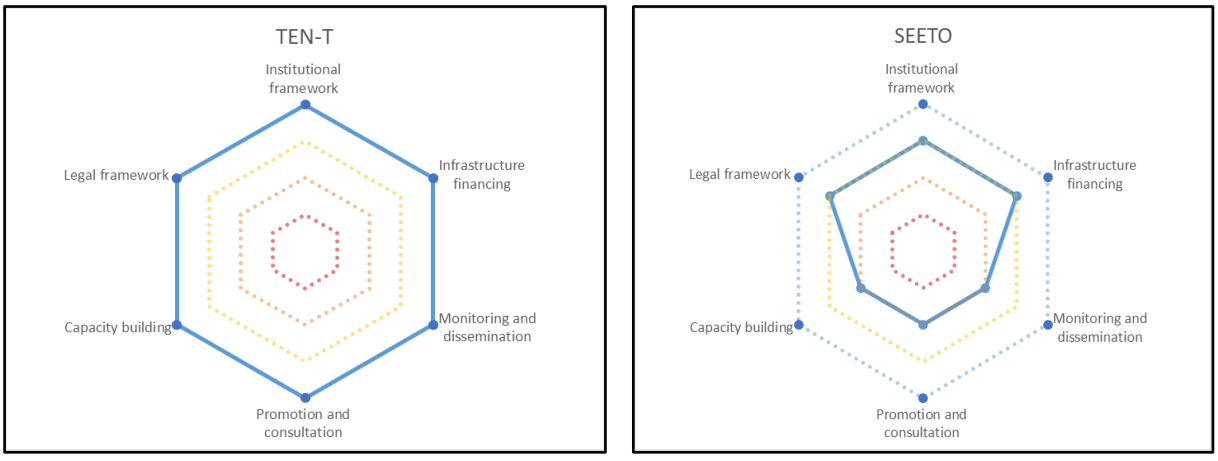
Source: consortium.

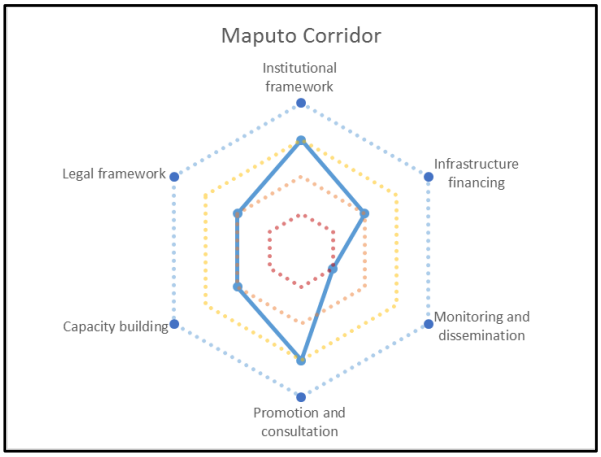
Based on the description of the governance domains for the four levels, a number of governance archetypes can be defined, as presented below, including leading principles:

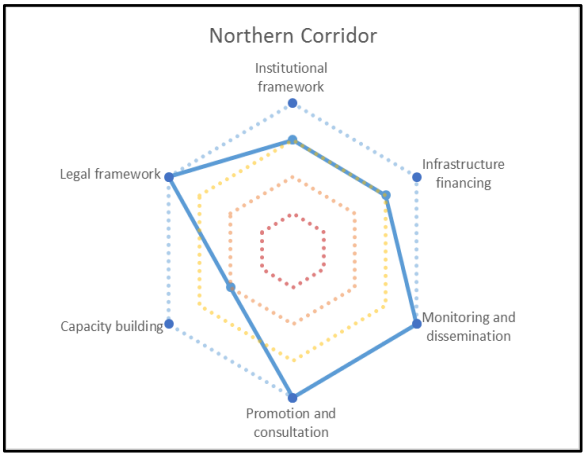
- *Information exchange*: exchange of information to facilitate corridor performance;
- *Coordination*: increased level of coordination;
- *Cooperation*: a coordinated approach, working closer together, joint systems;
- *Integration*: integration of systems and working arrangements.

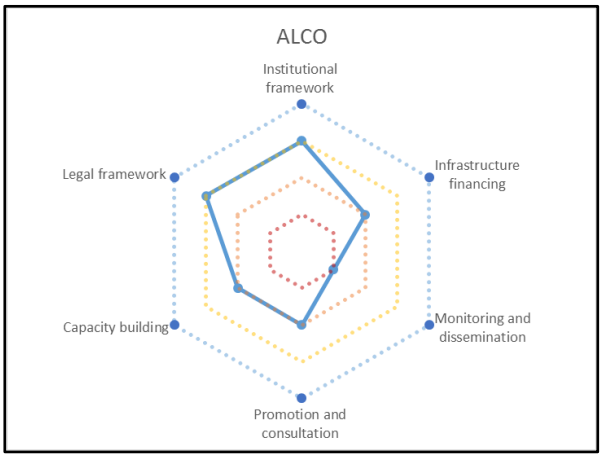
These archetypes can be used to identify the governance development level of a transport corridor. This can then be the basis for defining actions that best fit that level of governance development. In the case studies reviewed, both at OIC and non-OIC level, we have placed the corridors in the four defined development levels, for all seven governance domains. The result of this exercise is presented in Figure 8.2.

Figure 8.2 Governance levels of reviewed corridors

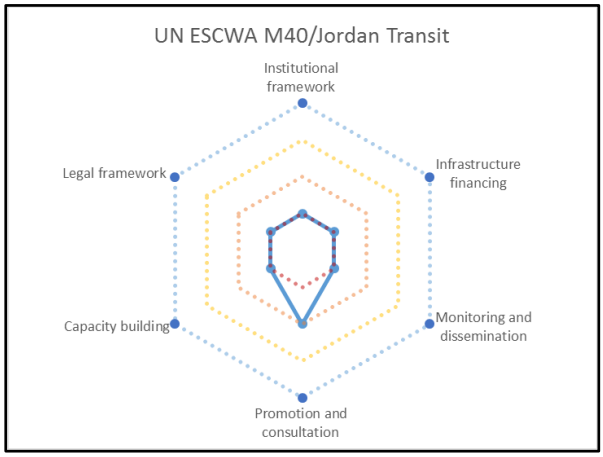


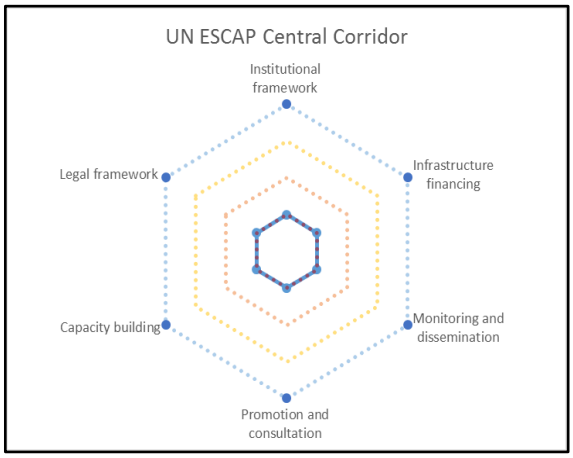


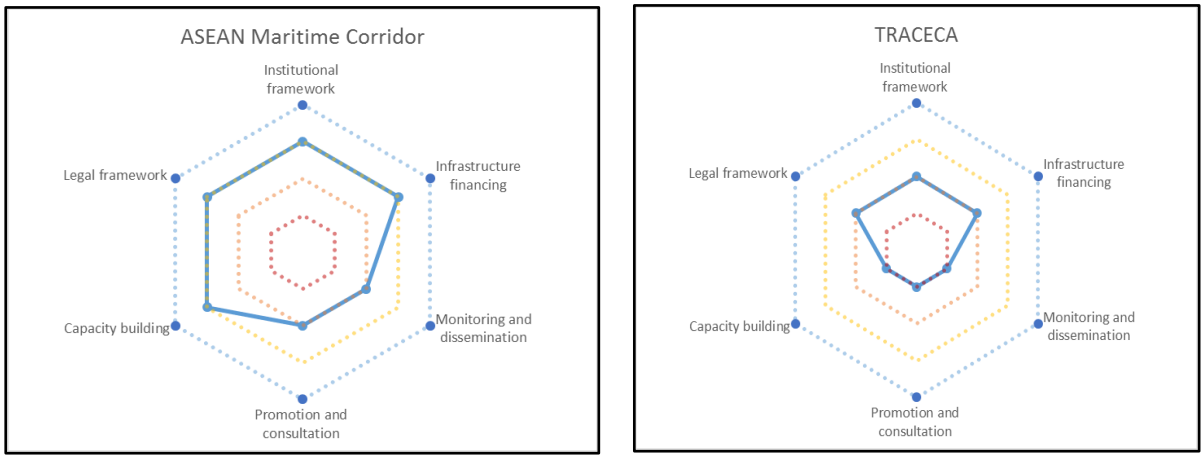




Colofon:
Information exchange
Coordination
Cooperation
Integration







Source: consortium.

It can be concluded from Figure 8.2 that vast differences are noticed between the corridors reviewed:

- Corridor governance of the *TEN-T* programme is fully at an integration level. It should be noted that this has developed over time, starting from a governance model based on information exchange in the early 80's to the fully integrated governance model of today. TEN-T, EU's common transport infrastructure policy, is the world's most advanced system of corridors in terms of the integration of governance institutions. TEN-T is a unique case, since a legal framework for the development of TEN-T and its institutions was already in place before a common transport policy was agreed upon by the member states. From the willingness of the member states for joint development of transport infrastructure towards establishing governance institutions was a relatively small step. Although the objectives of TEN-T were established in the information exchange phase between 1985 and 1992, talks on the governance and its legal basis were largely skipped. Considering the time it has taken the EU to develop its governance structure, lessons can be learned in terms of the gradually developing legal basis, the institutional set-up, with corridor coordinators, facilitating dialogue between the European Commission and the member states, the funding structure, the monitoring system, the corridor fora and TEN-T days organised to facilitate interaction with stakeholders and the support studies carried out to strengthen the corridor performance;
- *SEETO* has developed over time (after signing the MoU in 2004) into an established regional organisation with a well-functioning governance structure. SEETO proves that countries who share a history of internal disputes can successfully collaborate at a regional level. The common transport (corridor) agenda, which literally connects countries and share a joint ambition to be connected to the TEN-T, provides a strong basis for collaboration. A solid MoU and a clear institutional structure, with a concise yet effective secretariat, in parallel with well-developed governance aspects, such as a dedicated monitoring system, periodic reporting and a link to infrastructure financing, provides the basis for corridor governance in line with needs of the participating countries;
- The *Maputo Corridor Logistics Initiative (MCLI)* was established in 2004 by eight parties: MPDC (Maputo Port Development Company), MIPS (Mozambique International Port Services), TCM (Coal Terminal Matola), TRAC (Trans-Africa Concessions), MMC (Manganese Metal Company), TSB (sugar), TAL (Trans Africa Logistics), and later also the Department of Transport of South Africa, which joined MCLI in 2006. The majority of the founders were private sector investors, service providers and cargo owners operating along the corridor. The funding of MCLI is guaranteed via

annual contributions from its members; efforts are made to further strengthen the revenue base and develop additional services. The corridor provides a strong example in which private sector representatives have joined forces to organise corridor governance;

- The *Northern Corridor Transit and Transport Agreement* (NCTTA) provides a very strong legal basis, as a treaty coupled with 11 protocols. These 11 Protocols on strategic areas for regional cooperation are relating to: Maritime Port Facilities, Routes and Facilities, Customs Controls and Operations, Documentation and Procedures, Transport of Goods by Rail, Transport of Goods by Road, Inland Waterways Transport of Goods, Transport by Pipeline, Multimodal Transport of Goods, Handling of Dangerous Goods and Measures of Facilitation for Transit Agencies, Traders and Employees. The institution responsible for the management of the Northern Corridor is the *Northern Corridor Transit and Transport Coordination Authority* (NCTTCA). The NCTTCA has been mandated by the Member States to oversee the implementation of the agreement, to monitor its performance and to transform the Northern trade route into an economic development corridor and making the corridor a seamless, efficient, smart and green corridor. NCTTA obtains financial contributions from contracting parties and donor agencies, and also exerts a levy on goods loaded or unloaded at Mombasa Port or on goods leaving or entering any customs post. This makes NCTTA financially more sustainable than most other international corridor governance and management institutions. Therefore, it must account for its activities. In 2012, the Northern Transport Observatory was launched, which monitors and reports regularly on the performance of the Northern Corridor. The way information about the Northern Corridor and NVTTA is disseminated through an accessible website is a good example for other corridor management institutions;
- The *Abidjan-Lagos Corridor* (ALC) and the matching organisation (ALCO) were established in 2002 on a project basis funded by the World Bank. Its main goal was to prevent the spread of HIV/AIDS in the field of transport. Later other objectives have been defined, such as cross border trade facilitation and reducing waiting times at border crossings as well as improving road safety along the corridor. Some major developments have been made in de last years when the five Participating Member States (PMS) started to work together on a large scale infrastructure project, the Abidjan-Lagos Highway financed through the African Development Bank. Although only one major project is planned, this development is a major step forward as the Member States agreed upon a legal basis and the establishment of a dedicated corridor secretariat (ALCoMA), which paves the way for many more projects to come. The establishment of ALCoMA foresees that after the end of the support of the African Development Bank, which includes financing of one-year of operations of ALCoMA, the Participating Member Countries (PMC) through ECOWAS will take full responsibility for the long-term financing of its operations from other resources. One of the main operational challenges for ALC in the coming years is to harmonize technical standards;
- In the absence of a regional corridor governance body, *Jordan* has actively pursued corridor governance aspects at a national level, notably through an institutional set-up, which was created with support of an EU TTF support programme. This institutional structure includes the national committee (NCTTF), the secretariat (ESTTF) and the technical committee (TCTTF). Supported by the combined efforts of these bodies, several corridor governance domains have effectively been implemented. Crucial in this process is political support, coming from the Government of Jordan that has made TTF a priority. This is reflected in the National Transport Strategy, which incorporates a great number of relevant TTF elements. The void of regional legal arrangements has resulted in an extensive series of MoUs signed with neighbouring countries, contributing to harmonisation of regulations, standards and procedures. It should be noted however that making

such arrangements on a sustainable basis is a challenging process. In the institutional structure, there is ample opportunity for broad stakeholder involvement, including the relevant ministries and departments/commissions, local authorities and private sector. The use of the corridors in relation to all these stakeholders is actively promoted. It should be noted that on a regular basis (2015, 2017) regional conferences are organised to which countries from the region are invited, facilitating regional collaboration where possible. Dedicated studies and capacity building activities have been organised to improve TTF capacity in Jordan;

- The *UNESCAP Central Corridor*, jointly developed with two other Eurasian Corridors, is a continuation of the implementation of various transport initiatives by UNESCAP. By establishing a governance platform on the corridor level, strategic transport planning in the Asian Pacific is elevated to the next level of integration. While there is huge potential for the Central Corridor, it is unclear whether this potential can be translated into concrete action and policy reform. Currently the Central Corridor is still in the knowledge exchange phase and a long road is still ahead. The corridor objectives are based on extensive research and well grounded, but aligning views and actions of nations is another challenge, especially since the corridor is so large. Significant effort is required by international institutions, with UNESCAP in the lead, to push the developments for the Central Corridor.
- *ASEAN* has a very strong legal framework and the ASEAN Charter, which entered into force in 2008 and was renewed in 2016, provides binding rules and regulations for the ASEAN Member States. This process was reinforced by the establishment of the ASEAN Economic Community (AEC) in 2015, which was an important step towards further regional economic integration. The major problem of ASEAN however is the reality that few ASEAN Member States have transposed the ASEAN Charter, the constitution of the ASEAN Economic Community, the ASEAN Strategic Plans, and the ASEAN Master Plans into national legislation. National legislation in the Member States of ASEAN is often still in contradiction with ASEAN rules and regulations; and if national legislation is harmonized, enforcement of this legislation is often lacking as well. The positive aspect is that in ASEAN the legal and regulatory framework is conducive for regional integration, improvement of connectivity and international governance and management of economic and transport corridors, with an emphasis on improving maritime connectivity. The latter is an important pillar in the ASEAN community as it addresses not only regional economic development issues, but also international, regional and national safety and security on the oceans, seas and rivers in the ASEAN community;
- Despite a withdrawal of funding by the EU, the *TRACECA* programme can still build on a strong basis in Central Eurasia for joint development of the transport sector. The gains are well laid out in the most recently developed multi-annual LOGMOS Action Plan (2014), which was adopted as the strategic document for TRACECA for the period of 2016-2026. Recommendations are specifically made for improving the corridor governance infrastructure, which is conceived to be vital for further corridor development. Measures relate to each of the seven governance domains and include more private sector involvement, corridor branding and other promotional activities, training of TRACECA officials and more. Expending the institutional infrastructure in terms of resources and more political power is the cornerstone for further corridor development. One way to move forward is to expand the legal foundation of TRACECA as to commit member states to carry through reforms. As the TRACECA countries are highly different in terms of culture, history and political culture, a strategy could be to favour regional or bilateral treaties over corridor wide agreements. Such regional agreements includes member states that are located in geographical

proximity to each other and which have rather similar political systems. Once a set of measures has been implemented successfully regionally, they may be spread across the whole region.

Based on the above, it can be concluded that there is no one-size-fits-all governance model. Indeed, setting up a corridor governance system is dynamic and situational, depending on local and regional circumstances. Having said that, a number of lessons can be learned from the case studies and underlying conceptual framework developed, as will be presented in the next section.

8.1.4 Good practices

Finally, selected good practices in corridor governance have been identified, based on the corridors reviewed. Results are presented in Table 8.4.

Table 8.4 Good practices from corridor reviewed

Corridor	Good practices
TEN-T	• TEN-T consist of a clear system based on two pillars that separates ordinary transport investments (the comprehensive network) from priority investments (the core network); • Priority investments are developed according of an underlying rationale, the nine corridors, which represent the most crucial transport routes in Europe; • As laid down in the legal framework of TEN-T, TEN-T's governance institutions have high influence over its member states. This facilitates transport development for the 'common European good' rather than national oriented investments; • To ensure effective development of the nine corridors, a dedicated corridor coordinator is appointed to each one of them. This shows how each level of transport policy may require an institution to coordinate all the actors involved and to ensure plans are transformed into action; • There is an advanced system of monitoring the performance of TEN-T. Regularly published Whitepapers, annual published corridor action plans, the KPIs, the geographical information system TENtec and the statistical body EUROSTAT contribute to keeping TEN-T's objectives up-to-date. This self-monitoring system has led to a complete revision and more efficient TEN-T in 2013; • The EU itself is an extremely sophisticated political system, governing its member states in many more domains other than transport. Before developing TEN-T, many governance institutions, such as decision making procedures, financing rules or the working principles of management bodies (like INEA) were already in place or could be based on previously established procedures; • With the EU Parliament having indirect influence in TEN-T policy, there is a certain degree of democracy involved in TEN-T, making the content of TEN-T not merely the outcome of decisions made by high level politicians; • TEN-T's transport projects are established based on the principle of co-funding, meaning there is a high incentive to incorporate all relevant stakeholders (national- and local governments, and private parties) as early in the governance process as possible.
SEETO	• SEETO was established by members that did not have any extensive political cooperation project running between them. In this respect, the MoU from 2004 or the treaty from 2017 can be used by other organisations as a starting point for developing their own corridor. As many corridors operate based on a MoU, in particular the Transport Community Treaty may be useful if corridor organisations wish to elevate their corridor governance to the next level of integration; • Upon looking at the content of SEETO's annual action plans, a gradual shift can be identified with respect to the nature of the proposed actions. Whereas in the initial stages, the focus was on implementing hard infrastructure investment and harmonized system of data collection, recent years saw the introduction of soft infrastructure oriented measurements, such as common maintenance programs or

Corridor	Good practices
	bilateral border crossing agreements. An explanation of this trend could be that hard infrastructure investments and good data quickly yield measurable results, whereas soft infrastructure effects are usually more indirect and visible in the long term. While quickly observable results are not always the most efficient transport interventions, they are helpful for gaining further support for developing the corridor; • Support from an international organisation has been essential for SEETO's development. From the start, the EU, in collaboration with other organisations, has been a main driver behind SEETO's development. The EU can not only draw on its own experience with developing a regional transport policy, it also has the legitimacy of an independent partner.
Maputo Corridor Logistics Initiative (MCLI)	• The MCLI is based on a collaboration between public and private partners; with infrastructure investors, service providers and users included, all focused on the promotion and further development of the Maputo Corridor; • The MCLI provides a strong example where a number of corridor founders, which were predominantly representatives from the private sector, have created a successful initiative towards developing a transport corridor, with obvious broader socio-economic impact, and is based on strong international collaboration, including Mozambique, Swaziland and South Africa.
Northern Corridor	• The Norther Corridor has created a strong legal basis (through the Northern Corridor Transit and Transport Agreement), which established the foundation for regional cooperation among the Member States on matters to do with transit transport. This includes customs control; documentation and procedures; as well as the development of infrastructure and facilities relating to sea ports, inland ports and waterways, roads, railways, pipelines and border posts; • A organisation (NCTTA) has been mandated by the Member States to oversee the implementation of the agreement and to monitor its performance. The performance monitoring can be seen as a strong asset, notably through the establishment of the Northern Transport Observatory; • The NCTTA has a strong financial basis, with multiple funding sources, including user levies; • The way information about the Northern Corridor and NCTTA is disseminated through an accessible website is a good example for other corridor management institutions; • The institutionalisation of Joint Border Committees along the Northern Corridor.
Abidjan-Lagos Corridor (ALC)	• Similar to SEETO and TRACECA, international organisations played a decisive role in the establishment of the corridor. This once more showcases the importance of having an international organisation facilitating the development process; • Moreover, the project-based approach of ALC is an example of how to develop a corridor from the bottom up rather than the top-down approach used in, for example, the UNESCAP corridors, TEN-T, TRACECA and SEETO. Instead of defining a broad range of objectives, ALC starts bottom up, creating institutions that facilitate one specific project, leaving open the possibility of expending the institutions in the future. In particular for the initial stages of corridor development, it should be kept in mind that establishing the right governance is not only about creating governance institutions for the sake of creating institutions. The governance model should fit with the objectives and ambition of the members.
Jordan transit corridor	• The Government of Jordan has actively pursued the development of trade and transport facilitation and development of its transport corridors. In the absence of a regional corridor governance body, a national institutional structure has been developed with a broader regional development ambition, connecting Jordan to its neighbouring countries. This process is supported by a series of multilateral and bilateral agreements;

Corridor	Good practices
	• Corridor promotion and stakeholder consultation is actively promoting by organising a series of events, including periodic regional workshops, also including neighbouring countries.
Central Corridor	• With UNESCAP being its main driver, the Central Corridor has support of an international institution that has longstanding experience in interacting with actors in the region. At the same time, UNESCAP has the legitimacy of being an independent partner; • The Central Corridor is being developed adjacent to UNESCAP's Northern Corridor and UNESCAP's Southern Corridor, with the intention to apply the same MoU and erect the same governance institution to each corridor. This makes corridor development efficient, while also indicating that governance principles are to same extent transferable between corridors; • The UNESCAP corridor is rooted in extensive transport research. The objectives of each corridor is based on decade long transport analysis undertaken by UNESCAP.
ASEAN maritime corridor	• The strong foundation for regional cooperation, provided by ASEAN, with a clear policy (ASEAN Connectivity 2025) and legal basis; • The alignment of national initiatives (Indonesian Sea Toll Road project) and regional interventions (ASEAN Master Plan on Connectivity) as complementary and reinforcing activities. Both initiatives are linked to the Maritime Silk Road, as part of China's Belt and Road Initiative.
TRACECA	• The EU was the main driver behind the establishment of the corridor, providing knowledge and resources. This showcases that value of incorporating international organisations the development process of the corridor; • With respect to its legal framework, TRACECA is marked by a series of legal agreements for which the member can decide individually whether to sign it or not,

Source: consortium.

8.2 Recommendations towards improving governance of transport corridors

8.2.1 General recommendations

The governance framework enables us to describe each corridor along two dimensions: (i) the topics that are covered in the governance of a corridor and (ii) the depth of these topics. Moreover, if each corridor is inserted in the framework, it can operate as a benchmarking tool to identify areas upon which to improve the corridor. The assumption here is that the higher the degree of integration between the corridor participants, the more efficient transport flows along the corridor. Of course, this depends on political will and the ambition of policy makers and business representatives. In general, if corridor managers seek to improve the performance of a corridor, the framework can be used to identify specific topics to address to improve the governance of a corridor. Transcending the framework, the following recommendations have been identified which are independent of the transport corridor governance level.

First, the general rule is that *the governance domains should be developed in harmony with each other*. Ambitious objectives without a strong legal basis to commit the members to carry through reforms (including sanctions in case of non-compliance) makes it difficult to achieve reform-demanding objectives. Widespread corridor promotion without a performance monitoring system and data to justify investments in the corridor makes it difficult to convince potential investors and other stakeholders. In other words, if the governance domains are developed according to the governance level of the whole corridor, they are complementing to each other. Typically, once all domains are brought into balance, evolution to a deeper form of integration is worthwhile.

Second, it was observed that *international organisations played a key role in carrying forward corridor development, especially in getting the process of the ground*. With ACL, the World Bank played a key role in initiating the corridor and the support of AfDB and ECOWAS supported further progress. Both for SEETO and notably TRACECA, the EU had a prominent role in bringing together the member states, negotiating the legal framework, commissioning studies, hosting training sessions and more. For the Eurasian Central Corridor, UNESCAP is playing a similar role by publishing strategic documents and performance studies to justify the establishment of governance institution on a corridor level. The independent nature of such an institution facilitates the communication between countries. The initial efforts of international organisations are required to convince the member states of the merits of joint corridor development. For TRACECA, the EU withdrew funding for the corridor secretariat. But after already a decade of cooperating, the member states found enough common ground to continue in joint corridor governance.

Third, *the establishment of a corridor secretariat significantly speeds up the development of a corridor*.

The main objectives are discussed during ministerial meetings and steering committees – but a separate institution is required to facilitate the surrounding process. A corridor secretariat takes up tasks such as preparing meetings, ensuring communication between nations is maintained and transforming the objectives discussed by national transport representatives into action, essentially functioning as the glue between the member states. When the corridor is maturing, the corridor secretariat may be expanded with a technical assistance team.

Fourth, *developing a sound legal basis is crucial for plans to be converted into actions*. The corridor only works smooth if transport systems are coordinated between the member states. Domestic reforms are difficult to justify when there is little guarantee that neighbouring countries will adjust their transport system as well.

8.2.2 Specific recommendations focused on governance level

What follows is that four corridor governance levels can be identified, one for each level of integration. Each governance level requires different actions to be undertaken. Again, the four levels are not a one-size-fits all policy solution. What is proposed is that a corridor manager should develop the corridor domains in a balanced way. This does not imply that corridor governance should focus on only one domain. On the contrary, transforming a topic into action takes time, and each topic should be discussed on a regular basis to assess its actuality and effectivity. For example, negotiations to carry the legal framework of SEETO to the next level already started in 2007, only three years after signing the MoU, but the new treaty was signed by the participants a decade later in 2017. The four governance levels or stages indicate a certain urgency concerning the development of a corridor:

1. *Information exchange*: this stage centres around finding common ground between the participants. Various rounds of expert group meetings are organized to identify shared objectives and to agree on the content of the first legal framework. Ideally, all topics, including the less obvious ones like promotion, performance monitoring systems and capacity building strategies, are discussed to sufficient extent;
2. *Cooperation*: while broad objectives are agreed upon in the previous stage, the cooperation level centres around the question how each domain will be translated into concrete action. The general principle is that the corridor is developed separately within each national context. The first joint infrastructure projects are realized, but usually there is too little support to leverage corridor plans over national plans. The function of the secretariat is to maintain the dialogue between all national contexts;
3. *Collaboration*: in the collaboration stage, each governance topic is developed on the corridor level to some extent. The participants are convinced of the added value of corridor development and have made available substantial resources and power to the corridor management. Now there are many joint projects, also including soft infrastructure measurements, joint project management with prioritization methodology, performance monitoring system for corridor management, various means of promotion, stake holder consultation systems and more;
4. *Integration*: in the integration stage, the corridor management has significant power over the participants to develop the corridor. Each governance domain reached maturity and the main objective for the corridor management now is to ensure the actuality and effectiveness the actions undertaken for of each governance domain. In this stage, TEN-T erected an additional governance institution by appointing a corridor coordinator to nine priority routes along the whole network.

Recommendations for the seven governance domains per governance level are presented in Table 8.5. This overview shows that specific recommendations depend on the governance level and objectives of the corridor. It is recommended to make use of best practices and lessons learned from existing corridors when moving along the governance framework. For example, currently the MoU of SEETO is used as a best practice for developing a MoU for the UNESCAP corridors. TEN-T, being the world's most advanced corridor, provides a strong basis for best practices.

Table 8.5 Recommendations for the seven governance domains per governance level

	Information Exchange	Cooperation	Collaboration	Integration
Objectives	• Identify shared problems and common interest; • Organize various rounds of expert group meetings to identify common problems and solutions.	• Define broad, easy to achieve transport interventions of which the benefits are noticeable quickly; • Centre the corridor development around one large-scale infrastructure project and develop the corridor from there.	• Develop more detailed objectives; • Objectives slowly shift from hard infrastructure interventions to soft infrastructure interventions.	• Define detailed and far-reaching objectives; • High leverage of corridor objectives over national plans; • Adjust national plans to support corridor development.
Legal framework	• Discussion of reach and scope of legal agreement – include each governance domain in discussion; • Use existing corridor agreements for initial input (E.g. SEETO).	• Establish broad and non-committal agreement, usually by Memorandum of Understanding; • MoU should include establishment of corridor secretariat; • At least each governance domain should be included to some extent.	• Replace MoU by treaty demanding more political commitment; • Corridor development requires domestic reform; • Includes sanctions for non-compliance.	• Develop a more extensive agreement, covering a broad range of objectives; • Treaty includes detailed description of each governance domain; • Objectives require substantial incorporation in national plans.
Institutional framework	• Organize information rounds in which MoT, local authorities, international organisations and social and economic partners exchange views; • Discussion on tasks, working principles and financing of governance institutions.	• Ministerial meetings, steering committee and corridor secretariat are established as governance institutions; • Financing, working principles and procedures for these institutions are laid down in an agreement.	• Expand the governance institutions with a technical assistance team, working groups for specific topics; • Describe tasks and working principles in more detail.	• Establish a variety of institution with well-defined tasks; • Ensure that institutions are evaluated regularly; • Institutions have power to govern over participants.

	Information Exchange	Cooperation	Collaboration	Integration
Infrastructure	• Informing; financing, planning and programming are discussed.	• Develop first joint projects.	• Establish formalized systems of planning and prioritizing projects, such as rating methodologies; • More funds required for governance institutions.	• Develop multiple financing structures; • Integrate planning and prioritization.
Performance monitoring	• Discuss harmonized methods of data collection and storage methods; • Corridor objectives are formulated based on limited data available.	• Develop systems of monitoring the performance of the corridor; • Ensure that each member works according to this system; • Disseminate data that is available to the public.	• Develop systems of evaluating corridor management performance; • Coordinate national systems of data collection with member states; • Establish GIS web-portal for disseminating data.	• Publish regular reports on performance of governance institutions; • Develop detailed performance indicators for corridor, multiple per mode; • Establish dedicated institution responsible for data collection and dissemination.
Promotion	• Focus promotion on mobilizing member states to participate in corridor development; • Developing initial branding of corridor, such as website, logo and colour scheme.	• Continuing promotion to justify national resources spend on corridor development; • Create system of incorporating stakeholders in the decisions making process; • Create Action Plans and publish regularly.	• Promote for adjusting domestic legislation; • Establish multiple systems of incorporating stakeholders; • Action Plans are fine-tuned, published regularly according to a clear and concise format; • Develop other regularly published reports, such as investment reports or project progress reports.	• Systematic promotion of activities through all kind of media (e.g. annual meetings or online publications); • Promote individual segments of the corridor; • Fine-tune Action Plans and other reports based on evaluations of their efficiency.

	Information Exchange	Cooperation	Collaboration	Integration
Capacity building	• Conduct studies to justify corridor development and define the scope of the corridor.	• Conduct national studies, in coordination with other member states; • Training and other capacity mostly present when supported by international organisation.	• Conduct cooperative, regular and more specific studies; • Increasingly focus studies on governance performance; • Establish institution for technical assistance.	• Studies published on a regular basis; • Large institution for technical assistance; • Advanced capacity building systems, regular training of staff.

Source: Consortium

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Specifically regarding SEETO

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Specifically regarding TRACECA

Strategic Documents

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Specifically regarding ALC

Other

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- Twitter: https://twitter.com/CorridorAL;
- YouTube: https://www.youtube.com/channel/UCSYBrzj_gxryFxzzH4YIP0A;
- Brief overview of corridor by African Development Bank Group: https://www.afdb.org/en/news-and-events/the-abidjan-lagos-corridor-a-pida-flagship-programme-and-catalyst-for-economic-growth-in-west-africa-16078/;
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- ALCO the Global Fund: https://www.theglobalfund.org/en/portfolio/applicant/grant/?k=a5029398-1927-4852-8ba1-caa791ed9e57&grant=QPF-H-ALCO;
- Precessor of APL: HIV/AIDS PROJECT FOR ABIDJAN - LAGOS TRANSPORT CORRIDOR: http://projects.worldbank.org/P074850/hivaids-project-abidjan-lagos-transport-corridor?lang=en&tab=documents&subTab=projectDocuments;
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- HIV prevention project – explains why HIV prevention in transport sector is crucial (2009): https://www.ssatp.org/sites/ssatp/files/pdfs/Topics/HIV/HIV-ALCO%5b1%5d.pdf;
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- Experts finalise the draft design, legal framework of Abidjan – Lagos Corridor (19/07/2017): http://www.ecowas.int/experts-finalise-the-draft-design-legal-framework-of-abidjan-lagos-corridor/;
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Specifically regarding ASEAN

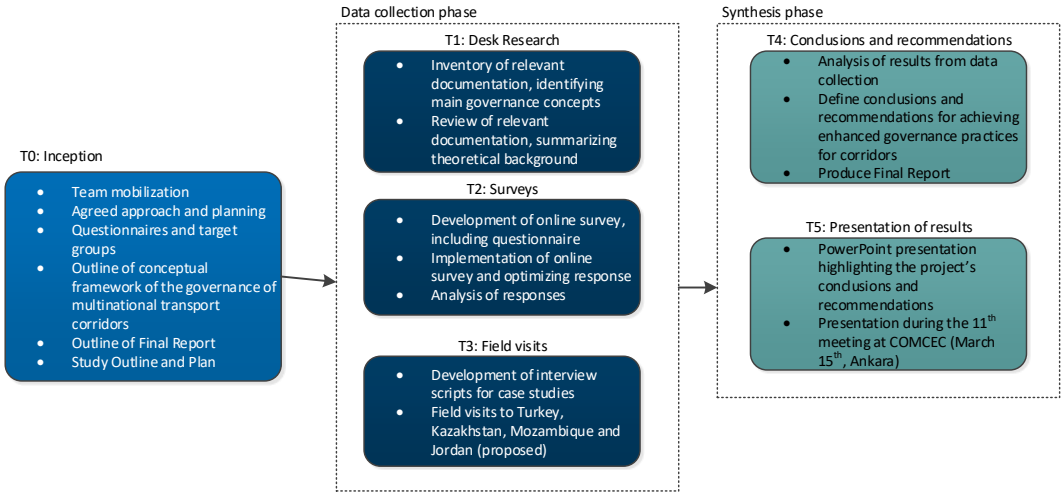
- ASEAN Master Plan on Connectivity 2025;
- ASEAN Transport Strategic Plan 2016-2025; Kuala Lumpur Transport Strategic Plan.

Annex 2 Methodological approach

General approach

The methodological approach for the study is built on two distinct phases, i.e. the data collection and the synthesis phase, as presented in the figure below. The data collection phase consists of literature review, surveys and field visits and the synthesis phase consists of drafting conclusions and recommendations and the presentation of results.

Figure A.2.1 Methodological approach



Source: Ecorys.

Data collection process

Desk research

Desk research provides the ingredients for developing a framework for governance of transport corridors, based on international best practices, and a review of governance of transport corridors in OIC member countries compared to other countries. The review makes use of published reports and documentation.

Literature review entails a number of tasks, as indicated in the ToR, namely:

- National strategies and plans in line with transport corridor governance;
- The list and coverage of the memorandum of understandings and bilateral/multilateral agreements signed to enhance the governance of the corridors;
- The organization, responsibilities, and working principles/procedures of the joint committees, panels, and other comparable groups formed by the partner countries of the transnational transport corridors;
- The harmonization of domestic regulations/standards when necessary;
- The organization and characteristics the of dedicated management units (secretariats and other central bodies) regarding Transnational Transport Corridors. This sub-section should cover the duties and responsibilities of such management units. In addition, the consultant should examine the decision-making processes, working principles/procedures, funding mechanisms, and oversight procedures of these management units;
- The extent of the participation of the local authorities and private parties to the governance mechanisms of the corridor;
- The data and statistics collection mechanisms and methods;
- The sources of finance to effectively ensure the governance;
- The use of one-stop shop concept in the corridor governance and management;
- The actions taken by the management of the corridor to handle the infrastructure bottlenecks;

- The overall assessment on the effectiveness of the transnational transport corridor from a governance point of view.

Survey

The survey uses initial results from desk research, as defined above, and will be an important tool in gathering input form stakeholders.

The survey is implemented in several steps, namely:

1. Identification of the relevant stakeholders in the 57 OIC Member Countries;
2. Preparation of the questionnaires and submission to the client for approval;
3. Submission of the questionnaires to stakeholders;
4. Collection of results and reporting.

Case studies and country visits

A total of seven case studies are selected and three country visits have been carried out. The case study corridors and countries visited are presented in the table below. The case studies are organised in line with the three governance levels (corridor level, regional level, national level) that are defined in the Trade and Transport Corridor Management Toolkit (World Bank, 2014).

Table A.2.1 Proposed selected corridors for case studies and country visits

Corridor governance level	Africa region	Arab region	Asia region
Corridor level	• Maputo Development Corridor; • Northern Transport Transit Corridor; • Abidjan-Lagos Corridor Organization (ALCO).		• TRACECA.
Regional level			• UN-ESCAP – Central Corridor; • ASEAN maritime corridor.
National level		• Jordan Transit Corrido, as part of UN-ESCWA priority corridors (M40).	
Country visit	• Maputo, Mozambique	• Amman, Jordan; • Baku, Azerbaijan.	• Kazakhstan.

Source: Ecorys.

Synthesis

In this phase, the results from the data collection phase are analysed and project findings are reported. The results of literature review, the surveys and the field visits, including the detailed case studies, are integrated into this step, resulting in an overall analysis. The synthesis is presented in conclusions and recommendations.

Annex 3 Survey results

The survey has been filled out by nine out of the 34 member countries that have registered to the COMCEC Transport and Communications Working Group[67], resulting in a response rate of 26.5 percent. The nine COMCEC member countries that have responded to the survey are presented in the table below.

Response to the survey

COMCEC member country	Geographical group
Afghanistan	Asian group
Algeria	Arab group
Gambia	Africa group
Iran	Asian group
Jordan	Arab group
Kuwait	Arab group
Senegal	Africa group
Sudan	Arab group
Uganda	Africa group

The survey has been open for 43 days (opened on December 22, 2017 and closed on February 2, 2018). It should be noted that not all respondents completed the entire questionnaires; seven respondents fully completed the survey questionnaire.

1. Information respondent

Answer	Total	% of answers	%
Name	9		100
Position	9		100
Company / organization / agency	9		100
Department	9		100
Address	8		89
Telephone number	8		89
Email address	9		100
Total number of respondents: 9 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

2. Which country do you represent?

Answer	Total	% of answers	%
Afghanistan	1		11
Algeria	1		11
Gambia	1		11
Iran	1		11
Jordan	1		11
Kuwait	1		11
Senegal	1		11
Sudan	1		11
Uganda	1		11

[67] Contact points in the field of transportation in the remaining OIC are not available and it has been decided to distribute the survey to the 34 available contact points.

Answer	Total	% of answers	%
Total number of respondents: 9 **Question skipped: 0**		0% 20% 40% 60% 80%	

Questions on governance of transport corridors in your country. We would very much appreciate if you could provide some basic information about governance of transport corridors in your country by answering the following questions.

3. Do the transport corridors in your country connect to larger international transport corridors? If yes, please list the international transport corridors.

Answer	Total	% of answers	%
Yes	6		75
No	2		25
Total number of respondents: 8 **Question skipped: 0**		0% 20% 40% 60% 80%	

4. Please list the international transport corridors below.

Answer	Total	% of total number of respondents	%
Open Answer	6		67
Total number of respondents: 6 **Question skipped: 2**		0% 20% 40% 60% 80%	

- Dakar-Lagos Corridor and Praia-Dakar-Abidjan Corridor;
- DAKAR - BAMAKO DAKAR- NOUAKCHOTT DAKAR - BANJUL DAKAR- BISSAU DAKAR- CONAKRY;
- Northern Corrridor Transport Coordination Authority 2.Central Corridor Coordination Authority;
- international north-south corridor ECO countries corridor AH and TAR corridor;
- EAST-WEST CORRIDOR NORTH-SOUTH COORIDOR;
- -portsudan-Dakar.

5. Does your national transport policy address international transport corridors? If so, please provide reference to document name.

Answer	Total	% of answers	%
Yes	5		62
No	3		38
Total number of respondents: 8 **Question skipped: 0**		0% 20% 40% 60% 80%	

6. Please provide reference to the document name below.

Answer	Total	% of total number of respondents	%
Open Answer	5		56
Total number of respondents: 5 **Question skipped: 3**		0% 20% 40% 60% 80%	

- The Gambia National Transport Policy;
- TRIE/TIE;
- 1.Vision 2040 2.National Development Plan 3.National Transport Master Plan 4.Draft Transport Policy and Strategy 5. Multinational Transport Corridor Agreements;

- LONG TERM NATIONAL TRANSPORT STRATEGY;
- portsudan -Dakar railway project -Sudan railway corporation.

7. Is the development of transport corridors a national policy priority? please select one of the options below

Answer	Total	% of answers	%
Very high priority	5		62
High priority	2		25
Low priority	0		0
No priority	0		0
Don't know	1		12
Total number of respondents: 8 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

8. Are international transport corridors part of or related to national trade facilitation policy? If so, please provide reference to document name.

Answer	Total	% of answers	%
Yes	6		75
No	2		25
Total number of respondents: 8 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

9. Please provide reference to document name below.

Answer	Total	% of total number of respondents	%
Open Answer	6		67
Total number of respondents: 6 **Question skipped: 2**		**0% 20% 40% 60% 80%**	

- The National Trade Policy;
- UEMOA'S ACTION PLAN OF TRANSPORT AND INFRASTRUCTURE FACILITIES;
- 1.Vision 2040 2.National Development Plan;
- Transport of goods (LAW);
- TRANSPORT AND TRADE FACILITATION STRATEGY;
- Sudan Trade facilitation road map.

10.1. What objectives do the transport corridors in your country address?Please make a selection for the objectives listed below.

Facilitate trade, the growth of economic activities and the competitiveness of the country or region

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly address	2		25
3 Fully address	6		75
Average: 2,75 — Median: 3			

Answer	Total	% of answers	%
Total number of respondents: 8 **Question skipped: 0**		0% 20% 40% 60% 80%	

10.2. What objectives do the transport corridors in your country address?Please make a selection for the objectives listed below.
Lower transportation costs

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly address	3		38
3 Fully address	5		62
Average: 2,62 — Median: 3			
Total number of respondents: 8 **Question skipped: 0**		0% 20% 40% 60% 80%	

10.3. What objectives do the transport corridors in your country address? Please make a selection for the objectives listed below.
Shorten transport and transit times

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly address	2		25
3 Fully address	6		75
Average: 2,75 — Median: 3			
Total number of respondents: 8 **Question skipped: 0**		0% 20% 40% 60% 80%	

10.4. What objectives do the transport corridors in your country address? Please make a selection for the objectives listed below.
Increase reliability of transport services

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly address	3		38
3 Fully address	5		62
Average: 2,62 — Median: 3			
Total number of respondents: 8 **Question skipped: 0**		0% 20% 40% 60% 80%	

10.5. What objectives do the transport corridors in your country address?Please make a selection for the objectives listed below.
Increase safety and security of transport

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly address	4		50
3 Fully address	4		50
Average: 2,50 — Median: 2			
Total number of respondents: 8		0% 20% 40% 60% 80%	

Answer	Total	% of answers	%
Question skipped: 0			

10.6. What objectives do the transport corridors in your country address? Please make a selection for the objectives listed below.
Contribute to achieving political goals, such as job creation and/or regional development

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly address	4		50
3 Fully address	4		50
Average: 2,50 — Median: 2			
Total number of respondents: 8 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

10.7. What objectives do the transport corridors in your country address? Please make a selection for the objectives listed below.
Contribute to achieving political goals, such as creating a channel for political dialogue between nations

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly address	4		50
3 Fully address	4		50
Average: 2,50 — Median: 2			
Total number of respondents: 8 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

10.8. What objectives do the transport corridors in your country address?Please make a selection for the objectives listed below.
Facilitate access to social services, such as welfare or healthcare by increasing the mobility of people

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly address	4		50
3 Fully address	4		50
Average: 2,50 — Median: 2			
Total number of respondents: 8 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

10.9. What objectives do the transport corridors in your country address?Please make a selection for the objectives listed below.
Contribute to food security

Answer	Total	% of answers	%
1 Not relevant	1		12
2 Partly address	2		25
3 Fully address	5		62
Average: 2,50 — Median: 3			
Total number of respondents: 8		**0% 20% 40% 60% 80%**	

Answer	Total	% of answers	%
Question skipped: 0			

10.10. What objectives do the transport corridors in your country address? Please make a selection for the objectives listed below.

Other, please specify

Answer	Total	% of answers	%
1 Not relevant	4		100
2 Partly address	0		0
3 Fully address	0		0
Average: 1 — Median: 1			
Total number of respondents: 4 **Question skipped: 4**		0% 20% 40% 60% 80%	

11. Is your country party to any legal arrangements related to an international transport corridor? If so, please make reference to the relevant legislation.

Answer	Total	% of answers	%
Yes	5		62
No	3		38
Total number of respondents: 8 **Question skipped: 0**		0% 20% 40% 60% 80%	

12. Please provide reference to relevant legislation below.

Answer	Total	% of total number of respondents	%
Open Answer	5		56
Total number of respondents: 5 **Question skipped: 2**		0% 20% 40% 60% 80%	

- UEMOA directives (Règlement 14 for example) ECOWAS directives;
- Northern Corridor Transit and Transport Multi National Agreement and its Protocals 2. Central Corridor Transport Agreement;
- TIR Convention;
- ESCWA;
- PAN-ARAB AGREEMENTS EUROMED PROJECT.

13. Please provide an overview of your country's bilateral or multilateral agreements with other countries in the domain of transport. You can also provide a link to a website, which includes the bilateral or multilateral agreements.

Answer	Total	% of total number of respondents	%
Open Answer	7		78
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

- The Gambia is part of the ECOWAS InterState Regional Trade Framework (ISRT). The Gambia also subscribe to the West African Road Safety Organisation (WARSO), SSATP,WARSO https://www.google.gm/url?sa=t&rct=j&q=&esrc=s&source=web&cd=7&cad=rja&uact=8&ved=0ahU

KEwjwncuj58_YAhUKOBQKHUcrBQkQFgg7MAY&url=https://www.facebook.com/warso.osrao/&usg=AOvVaw2mqGa5czRbjpi-C9TLOHjJ
https://www.google.gm/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=0ahUKEwiq-N2658_YAhUDbhQKHQZKCroQFgglMAA&url=https://www.ssatp.org/&usg=AOvVaw2XLVmlzfl4QGW3iIIlEHas;

- Agreements between Senegal and all other countries neer to it (Mali, Mauritania, Gambia, Guinea);
- 1.Northern Corridor Transport and Regional Infrastructure Agreement of 1985,(Revised 1997) between Uganda,Kenya,Rwanda,Burundi,DR Congo,and South Sudan 2. Central Corridor Transport Agreement between Uganda,Tanzania,Rwanda,Burundi and DR Congo;
- 1. Bilateral Agreement between Islamic republic of Afghanistan and Islamic republic of Iran 2. Bilateral Agreement between Islamic republic of Afghanistan and Republic of Tajikistan 3. Bilateral Agreement between Islamic republic of Afghanistan and Republic of Turkmenistan 4. Bilateral Agreement between Islamic republic of Afghanistan and republic of Uzbekistan 5. Trilateral Agreement between Islamic Republic of Afghanistan, Islamic republic iran and India. 6. MultiLateral Agreement between, Islamic Republic of Afghanistan, turkmenistan, azerbaijan, geogia, turkey;
- PART OF ESCWA TRANSPORT ROUTE, AND ARAB ROUTE;
- WWW.MOT.GOV.JO;
- Ethiopia-Chad-Egypt.

14. Has there been a process of legal harmonisation with other countries in order to support transport and trade facilitation? If so, please provide relevant information.

Answer	Total	% of answers	%
Yes	4		57
No	3		43
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

15. Please provide reference to relevant information below.

Answer	Total	% of total number of respondents	%
Open Answer	4		44
Total number of respondents: 4 **Question skipped: 3**		0% 20% 40% 60% 80%	

- Agreements, Reglement 14/2005/CM/UEMOA Others regional directives from UEMOA and ECOWAS;
- The Protocols which guide regional transport development standards and coordination Regional Transport Infrastructure Master Plans;
- ESCWA AND ARABE LEAGUE;
- agreements with Ethiopia-Chad-Central africa republic.

16. What organisations are involved in managing the transport corridor(s) in your country?

Answer	Total	% of total number of respondents	%
Open Answer	7		78
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

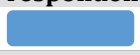
- Ministry of Transport, Works and Infrastructure, National Roads Authority, Ministry of Trade, National Consultative Committee on Regional Integration, Trade Facilitation Committee;
- National Committee for Transport Facilitation and Interstate Road Transit Civil society private operators;

- Transit and Transport Coordination Authority Secretariats;
- Ministry of Transport of Islamic Republic of Afghanistan;
- ESCWA;
- MINISTRY OF TRANSPORT MINISTRY OF PUBLIC WORKS AND HOUSING;
- Ministry of Transport-seaports corporation- customs-Ministry of Trade- Ministry of interior affairs.

17. Is there a leading, dedicated body for managing transport corridors in your country (for example, through a trade and transport facilitation committee)? If so, what is the name of this leading body?

Answer	Total	% of answers	%
Yes	3		43
No	4		57
Total number of respondents: 7 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

18. What is the name of this leading body?

Answer	Total	% of total number of respondents	%
Open Answer	3		33
Total number of respondents: 3 **Question skipped: 4**		**0% 20% 40% 60% 80%**	

- National Committee for Transport Facilitation and Interstate Road Transit;
- 1. Northern Corridor Transit and Transport Coordination Authority 2. Central Corridor Secretariat;
- trade and transport facilitation committee.

19.1. To what extent is the leading body for managing transport corridors responsible for the defined functions below (please select most appropriate response):
Planning and financing of investments of transport infrastructure

Answer	Total	% of answers	%
1 Not relevant	1		33
2 Partly responsible	1		33
3 Fully responsible	1		33
Average: 2 — Median: 1,50			
Total number of respondents: 3 **Question skipped: 4**		**0% 20% 40% 60% 80%**	

19.2. To what extent is the leading body for managing transport corridors responsible for the defined functions below (please select most appropriate response):
Initiating and supporting legislative and regulatory reforms

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly responsible	1		33
3 Fully responsible	2		67
Average: 2,67 — Median: 2,50			
Total number of respondents: 3 **Question skipped: 4**		**0% 20% 40% 60% 80%**	

19.3. To what extent is the leading body for managing transport corridors responsible for the defined functions below (please select most appropriate response):
Harmonising technical standards and interoperability

Answer	Total	% of answers	%
1 Not relevant	1		33
2 Partly responsible	0		0
3 Fully responsible	2		67
Average: 2,33 — Median: 2			
Total number of respondents: 3 **Question skipped: 4**		0% 20% 40% 60% 80%	

19.4. To what extent is the leading body for managing transport corridors responsible for the defined functions below (please select most appropriate response):
Aligning border crossing and customs procedures

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly responsible	2		67
3 Fully responsible	1		33
Average: 2,33 — Median: 2			
Total number of respondents: 3 **Question skipped: 4**		0% 20% 40% 60% 80%	

19.5. To what extent is the leading body for managing transport corridors responsible for the defined functions below (please select most appropriate response):
Monitoring corridor performance

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly responsible	0		0
3 Fully responsible	3		100
Average: 3 — Median: 3			
Total number of respondents: 3 **Question skipped: 4**		0% 20% 40% 60% 80%	

19.6. To what extent is the leading body for managing transport corridors responsible for the defined functions below (please select most appropriate response):
Communicating results and exchanging data

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly responsible	1		33
3 Fully responsible	2		67
Average: 2,67 — Median: 2,50			
Total number of respondents: 3 **Question skipped: 4**		0% 20% 40% 60% 80%	

19.7. To what extent is the leading body for managing transport corridors responsible for the defined functions below (please select most appropriate response):
Consultation with stakeholders and promoting corridor use

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly responsible	0		0
3 Fully responsible	3		100
Average: 3 — Median: 3			
Total number of respondents: 3 **Question skipped: 4**		0% 20% 40% 60% 80%	

19.8. To what extent is the leading body for managing transport corridors responsible for the defined functions below (please select most appropriate response):
Building capacity through technical assistance and studies

Answer	Total	% of answers	%
1 Not relevant	0		0
2 Partly responsible	0		0
3 Fully responsible	3		100
Average: 3 — Median: 3			
Total number of respondents: 3 **Question skipped: 4**		0% 20% 40% 60% 80%	

20.1. Do local authorities and private sector participate in the management of the transport corridor? If so, please briefly describe their roles.
Local authorities

Answer	Total	% of answers	%
1 Yes	6		86
2 No	1		14
Average: 1,14 — Median: 1			
Description role	**Total**	**% of total number of respondents**	**%**
Open Answer	5		56
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

- Maintenance of Roads along the corridor;
- Managing and monitoring;
- mobilizing key stakeholder for consultation;
- local Governance;
- regulations.

20.2. Do local authorities and private sector participate in the management of the transport corridor? If so, please briefly describe their roles.
Private sector

Answer	Total	% of answers	%
1 Yes	5		71
2 No	2		29
Average: 1,29 — Median: 1			
Description role	**Total**	**% of total number of respondents**	**%**
Open Answer	5		56

Answer	Total	% of answers	%
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

- participate during the elaboration and executing of programs;
- Annual PPP forum, representation of Private sector on the Board of the Corridor management;
- Afghan Chamber of Commerce and Industry;
- THROUGH SHIPPING AND LOGISTICS SERVICES PROVIDER;
- the private sector own and operate more than 80% of the fleet.

21. What sources are available for funding transport corridors (please select sources listed below)?

Answer	Total	% of answers	%
Public sector	6		86
Private sector	2		29
Donor funding	5		71
User levies	1		14
Other, please specify	0		0
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

22. Is there dedicated, earmarked budget available for transport corridor development? If so, please provide details on this.

Answer	Total	% of answers	%
Yes	2		29
No	5		71
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

23. Please provide information on this below.

Answer	Total	% of total number of respondents	%
Open Answer	2		22
Total number of respondents: 2 **Question skipped: 5**		0% 20% 40% 60% 80%	

- Annual approved budgets by Member States and sources of financing;
- there is annual budget for maintenance and new projects.

24. In case of a leading organisation for managing transport corridors, who is funding this organisation?

Answer	Total	% of total number of respondents	%
Open Answer	2		22
Total number of respondents: 2 **Question skipped: 5**		0% 20% 40% 60% 80%	

- members states contributions, levies and mobilized Donor funding;
- ministry of finance.

25. Are transport corridor projects prioritised in planning and programming of infrastructure? If so, please explain the process.

Answer	Total	% of answers	%
Yes	4		57
No	3		43
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

26. Please explain the process

Answer	Total	% of total number of respondents	%
Open Answer	4		44
Total number of respondents: 4 **Question skipped: 3**		0% 20% 40% 60% 80%	

- Corridors are articulated in our National Transport Policy. The National Consultative Committee on Regional Integration, The Trade Facilitation Committee, The National Roads Authority and the Ministry of Transport all play a role in Corridor management through policy planning, design, and governance framework for the routes along the corridors;
- The infrastructure budget is the largest among the budgets voted in parliament so they are a priority;
- Availability of 5 Year Strategic plans and Corridor Transport Master Plans;
- MINISTRY OF PUBLIC WORKS BUDGET.

27. Is transport corridor performance monitored on a structural basis?

Answer	Total	% of answers	%
Yes	2		29
No	5		71
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

28. What kind of data is monitored? Please select type of data as presented below.

Answer	Total	% of answers	%
Freight flows (volumes)	2		100
Time of transportation and waiting times	2		100
Transport costs	2		100
Reliability performance	1		50
Safety performance	2		100
Other, please specify	1		50
Total number of respondents: 2 **Question skipped: 5**		0% 20% 40% 60% 80%	

- Ship turning around times, time taken at weigh bridges, Border crossing times, Document processing times at the Customs of entry

29. Is there a dedicated transport corridor data management and storage system?

Answer	Total	% of answers	%
Yes	2		100

Answer	Total	% of answers	%
No	0		0
Total number of respondents: 2 **Question skipped: 5**		0% 20% 40% 60% 80%	

30. Are collected transport corridor data published on a regular basis? If so, please elaborate on how this is done.

Answer	Total	% of answers	%
Yes	1		50
No	1		50
Total number of respondents: 2 **Question skipped: 5**		0% 20% 40% 60% 80%	

31. Please elaborate on how this is done.

Answer	Total	% of total number of respondents	%
Open Answer	1		11
Total number of respondents: 1 **Question skipped: 6**		0% 20% 40% 60% 80%	

- Transport monitoring reports on monthly, quarterly and annual reports shared to all stakeholders

32.1. What stakeholders are involved in the governance of the transport corridors? Please select relevant stakeholders below and briefly described their role.

Ministries/policy makers

Answer	Total	% of answers	%
1 Yes	7		100
2 No	0		0
Average: 1 — Median: 1			
Role of stakeholder	**Total**	**% of total number of respondents**	**%**
Open Answer	6		67
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

- Policy and Implementation Oversight;
- politic planification, coordination and monitoring;
- overall policy making;
- Policy making;
- MEMBERS OF THE TTF COMMITTEE;
- strategy and policy.

32.2. What stakeholders are involved in the governance of the transport corridors? Please select relevant stakeholders below and briefly described their role.

Shipping companies

Answer	Total	% of answers	%
1 Yes	4		57
2 No	3		43
Average: 1,43 — Median: 1			

Answer	Total	% of answers	%
Role of stakeholder	**Total**	**% of total number of respondents**	**%**
Open Answer	3		33
Total number of respondents: 7 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

- Trade Facilitation;
- participate through the national committee;
- MEMBERS OF THE TTF COMMITTEE.

32.3. What stakeholders are involved in the governance of the transport corridors? Please select relevant stakeholders below and briefly described their role.

Transport operators (road, rail, inland navigation, multimodal)

Answer	Total	% of answers	%
1 Yes	6		86
2 No	1		14
Average: 1,14 — Median: 1			
Role of stakeholder	**Total**	**% of total number of respondents**	**%**
Open Answer	6		67
Total number of respondents: 7 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

- Transport and Trade Facilitation;
- participate through the national committee;
- business operations;
- Users of the infrastructure and policies;
- MEMBERS OF THE TTF COMMITTEE;
- Operations.

32.4. What stakeholders are involved in the governance of the transport corridors? Please select relevant stakeholders below and briefly described their role.

Customs authorities

Answer	Total	% of answers	%
1 Yes	7		100
2 No	0		0
Average: 1 — Median: 1			
Role of stakeholder	**Total**	**% of total number of respondents**	**%**
Open Answer	6		67
Total number of respondents: 7 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

- Trade Facilitation;
- participate through the national committee;
- clearance and documentation;
- revenue collection;
- MEMBERS OF THE TTF COMMITTEE;
- Procedures.

32.5. What stakeholders are involved in the governance of the transport corridors? Please select relevant stakeholders below and briefly described their role.

Port authorities

Answer	Total	% of answers	%
1 Yes	7		100
2 No	0		0
Average: 1 — Median: 1			
Role of stakeholder	**Total**	**% of total number of respondents**	**%**
Open Answer	6		67
Total number of respondents: 7 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

- Trade Facilitation;
- politic planification, coordination and monitoring;
- Cargo clearance and loading;
- Securities;
- MEMBERS OF THE TTF COMMITTEE;
- agreements and regulations.

32.6. What stakeholders are involved in the governance of the transport corridors? Please select relevant stakeholders below and briefly described their role.

- Road authorities

Answer	Total	% of answers	%
1 Yes	7		100
2 No	0		0
Average: 1 — Median: 1			
Role of stakeholder	**Total**	**% of total number of respondents**	**%**
Open Answer	6		67
Total number of respondents: 7 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

- Implementation of Road Works;
- politic planification, coordination and monitoring;
- infrastructure planning and development;
- Transport comission;
- MEMBERS OF THE TTF COMMITTEE;
- agreements and regulations.

32.7. What stakeholders are involved in the governance of the transport corridors? Please select relevant stakeholders below and briefly described their role.

Rail infrastructure provider

Answer	Total	% of answers	%
1 Yes	5		71
2 No	2		29
Average: 1,29 — Median: 1			
Role of stakeholder	**Total**	**% of total number of respondents**	**%**
Open Answer	5		56

Answer	Total	% of answers	%
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

- politic planification, coordination and monitoring;
- freight cargo evacuation and transport infrastructure development;
- Ministry of public work Designing and building railway tracks;
- MEMBERS OF THE TTF COMMITTEE;
- agreements and regulations.

32.8. What stakeholders are involved in the governance of the transport corridors? Please select relevant stakeholders below and briefly described their role.

Inland navigation authorities

Answer	Total	% of answers	%
1 Yes	4		57
2 No	3		43
Average: 1,43 — Median: 1			
Role of stakeholder	**Total**	**% of total number of respondents**	**%**
Open Answer	4		44
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

- Transport and Trade Facilitation;
- politic planification, coordination and monitoring;
- Inland water transport planning;
- agreements and regulations.

32.9. What stakeholders are involved in the governance of the transport corridors? Please select relevant stakeholders below and briefly described their role.

Development partners

Answer	Total	% of answers	%
1 Yes	4		57
2 No	3		43
Average: 1,43 — Median: 1			
Role of stakeholder	**Total**	**% of total number of respondents**	**%**
Open Answer	4		44
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

- Funding and Technical Support;
- financing and monitoring;
- Development financing;
- MEMBERS OF THE TTF COMMITTEE.

32.10. What stakeholders are involved in the governance of the transport corridors? Please select relevant stakeholders below and briefly described their role.

Other, please specify

Answer	Total	% of answers	%
1 Yes	1		33

Answer	Total	% of answers	%
2 No	2		67
Average: 1,67 — Median: 1,50			
Role of stakeholder	**Total**	**% of total number of respondents**	**%**
Open Answer	1		11
Total number of respondents: 3 **Question skipped: 4**		**0% 20% 40% 60% 80%**	

- Truck drivers;
- transportation and safety.

33. What mechanisms are used to promote the use of the transport corridors?

Answer	Total	% of total number of respondents	%
Open Answer	7		78
Total number of respondents: 7 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

- Efforts to set up Corridor Management Secretariat, Formulate the necessary Legal Frameworks, Construct the missing Road Links along the Corridor, Harmonize laws governing the operations of the corridor;
- awareness campaign, training workshop, facilitation measures;
- Member states Regional planning and stakeholder involvement;
- Afghanistan is one of the biggest consumers in the region and the demand for goods are the main mechanism of attracting the users;
- BY OPEN THE TRADE CONNECTIONS TO Neighboring COUNTRIES;
- through preference agreements.

34. Is technical assistance provided to support the governance and management of the transport corridors? If so, please elaborate.

Answer	Total	% of answers	%
Yes	1		14
No	6		86
Total number of respondents: 7 **Question skipped: 0**		**0% 20% 40% 60% 80%**	

35. Please list/provide details on the technical assistance projects.

Answer	Total	% of total number of respondents	%
Open Answer	1		11
Total number of respondents: 1 **Question skipped: 6**		**0% 20% 40% 60% 80%**	

- Development Partners provide technical assistance for data analysts, statisticians, IT experts, procurement and Social expertize.

36. Are studies carried out supporting the functioning of the transport corridors? If so, please elaborate.

Answer	Total	% of answers	%
Yes	3		43

Answer	Total	% of answers	%
No	4		57
Total number of respondents: 7 **Question skipped: 0**		0% 20% 40% 60% 80%	

37. Please list/provide details on the studies.

Answer	Total	% of total number of respondents	%
Open Answer	3		33
Total number of respondents: 3 **Question skipped: 2**		0% 20% 40% 60% 80%	

- Study for the development of an ECOWAS Corridor Management and Development Strategy and Action Plan;
- Studies on supply and demand, the costs and operating conditions of vehicles, the transport of goods;
- Transport Infrastructure Master Plan Transport Cost Studies Time release studies.

38. If you have any additional remarks or suggestions, please include those below.

Answer	Total	% of total number of respondents	%
Open Answer	3		33
Total number of respondents: 3 **Question skipped: 1**		0% 20% 40% 60% 80%	

- developing countries have a need for project management training and deserve to be accompanied in transport facilitation;
- Corridor Transport need Infrastructure planning and harmonization of standards.
- No.

39. If you have any relevant information sources (reports, statistics) please let us know and provide us either with relevant documents or links to these documents.

Answer	Total	% of total number of respondents	%
Open Answer	3		33
Total number of respondents: 3 **Question skipped: 1**		0% 20% 40% 60% 80%	

- www.ttcanc.org www.ttca.roadside stations.org;
- 1.MAKING THE ROAD SECTOR A KEY VEHICLE FOR SUSTAINABLE DEVELOPMENT (UNESCAP) 2. Afghanistan transport sector master plan 2017-2036;
- No.

Annex 4 Desk research results on selected OIC member countries

UGANDA

Corridor Objectives and political support

The Northern Corridor is a very important part of the overall economic strategy of the Ugandan government. As a landlocked country, Uganda's ties and contacts with neighbouring states are of the utmost importance. As such, regional integration is high on the list of policy priorities. In a self-assessment report from 2017 the government states that "Uganda has embraced regional integration and is a member to four (4) regional integration arrangements […]. The overall objective of this policy is to improve market access and competitiveness of Uganda firms within the East African market to enable Ugandans to reap the benefits of integration" (APRM, 2017).

The Ugandan (and Kenyan) government have asked the Government of Japan to help them design a Master Plan to further promote regional development. This plan is to be implemented by the year 2030. In this plan (from 2014) the main objective is "to provide for the development of transport infrastructure in the region by among other things, transforming the Corridor into an economic development corridor that offers internationally competitive transit transport services." There is to be an "integrated regional development strategy consistent with sub-regional development plans and national development plans" (ERM, 2016). In Uganda, the responsibility for this project lies with the ministry of Work and Transport.[68]

The corridor governance can be regarded as part of a larger plan of economic integration in the region: "The Government of Uganda is committed to the ideals of East African Community (EAC) Integration. It has been at the forefront of promoting the objectives of the East African Community together with the development of the EAC region for the benefit of the present and future generations. Integration into the EAC is integral to Uganda's overall development agenda. […] Therefore, the National Policy on EAC Integration is the guiding framework to Uganda's successful engagement and integration into the EAC. The overall objective of this policy is to improve market access and competitiveness of Ugandan firms within the EAC as a means to enable Ugandans reap the benefits of integration." (APRM, 2017). As the responsible party for the implementation of this Master Plan, the Ugandan Ministry of Works and Transport "has a mandate to plan, develop and maintain an economic, efficient and effective transport infrastructure; and transport services by road, rail, water, and air." They have the power to manage public works and oversee and implement construction standards (APRM, 2017).

The importance of the Corridor (and other regional transport initiatives) to the Ugandan government can be seen from the fact that the biggest part of the National budget is, and will continue to be, spent on the Works and Transport sector. Good transport infrastructure is regarded as the main factor in Uganda's ambitions for social reform and economic growth (ERM, 2016). "The Government of Uganda is committed to improving all aspects of transport as a basis to improve the movement of goods and services across the country and linking Uganda with the region." (APRM, 2017).

Institutional Framework

As we've established, the main responsibility for governance of the Northern Corridor within the Ugandan Government lies with the Ministry of Work and Transport. However, the overall governance for the corridor is being overseen by the Northern Corridor Transit Transport Coordination Authority (NCTTCA). According to the Master Plan: "The organizational and regulatory framework for logistics and multi- modal transportation needs to be established at the regional level. Regional coordination for planning and monitoring for the NEC is so far being implemented by the Northern Corridor Transit Transport Coordination Authority (NCTTCA). NCTTCA's coordination function with concerned ministries for both Kenya and Uganda should be maintained. On the other hand, regional coordination mechanisms and private sector involvement are being developed through the Northern Corridor Integration Projects (NCIP)." (ERM, 2016).

[68] http://www.works.go.ug/nec/.

The ministry of Works and Transport (MoWT) is funded both by the Ministry of Finance, Planning and Economic Development, and by donor contributions. The MoWT has a few "parastatal bodies under its supervision" among which the Uganda National Roads Authority, the Uganda Railways Corporation and the Uganda Road Fund. In the last case the MoWT "provides political and operational oversight" together with the Ministry of Finance, Planning and Economic Development.[69] For the environmental impact of the plans surrounding the corridor, the designers of the Master Plan have been given advice by Atacama Consulting, a "leading environmental consultancy firm based in Kampala, Uganda." (ERM, 2016).

There are several (inter- or supra-national) players involved in regional cooperation. Though not all are *directly* involved in the governance of the corridor, it is important to mention them.

The first is The East African Community (EAC). A "regional co-operation that comprises the Republic of Tanzania, Kenya, Burundi, Rwanda and Uganda. Under the EAC, a number of common transport and communications programmes and projects aiming at simplifying transport and communications in the region are being developed." Then there is COMESA, a "regional organization, based in Lusaka, Zambia. […]. Under COMESA, transport corridors are a key focus of trade facilitation in the region and are viewed as a solution to the challenge of fragmentation among countries in the region by providing the much needed facilitation; particularly for landlocked countries like Uganda." Then there is the African Development Bank (AfDB); "a regional multilateral development finance institution established to contribute to the economic development and social progress of African countries" (among which Uganda). They support transport development in Africa, among other things. There is the Trade and Markets East Africa: "an East African not-for profit Company Limited by Guarantee established in 2010 to support the growth of trade - both regional and international - in East Africa. TMEA is focused on ensuring gains from trade result in tangible gains for East Africans. TMEA provided input on the Master Plan formulation by being part of the technical and the Steering Committees at Ministry of Works." The Central Corridor Transit Transport Facilitation Agency (TTFA) "was formed in recognition of the right of landlocked countries to transit trade […]. Through co-operation amongst private and public sector stakeholders the TTFA is charged with the promotion of transport utilisation of the Central Corridor, encouraging the maintenance, upgrading, improvement and development of infrastructure and supporting service facilities at port, rail, lake, road border posts and along the route to meet user requirements, ensure open competition and reduce the costs of transit transport for land-locked Member States of which Uganda is among."

There are also institutions from outside Africa that play a part in managing the corridor. We mentioned that Uganda and Kenya sought out the help of the Japanese government. They found that help in Japan International Cooperation Agency (JICA), a government body that coordinates development assistance for developing countries. They provide both bilateral and multilateral aid. In the case of the Northern Corridor, this agency is responsible for the Master Plan (both devising and implementing). The European Union also provides both bilateral and multilateral help (ERM, 2016).

Infrastructure: Financing, planning and programming

As we have seen, the Ministry of Work and Transport gets most of its funding from the Ministry of Finance, while the rest is provided by donors.[70] The investments in the transport sector have the highest priority for the Ugandan government. From the government's self-assessment report: **"**The increased spending on transport while reducing spending on social sectors signals a structural adjustment in which government considers eliminating transport infrastructure bottlenecks a mechanism of enhancing Uganda's economic development outcomes." "Uganda's road network has been improved over the last decade with prioritization of highways (especially the EAC Northern Corridor) and the connectivity to South Sudan. This has been under the EAC infrastructure development framework to which Uganda is a key player." (APRM, 2017).

69 http://www.works.go.ug.
70 http://www.works.go.ug.

The Ugandan government focusses much of their energy and funds on infrastructure, with the Works and Transport sector receiving the biggest part of the Ugandan budget. ("from 18.2% to 23.4% of the budget between 2015/16 and 2018/19"). They will continue to give financial priority to this sector for the foreseeable future. They are seeking to "diversify sources of funding" however, "especially from the private sector to more commercially oriented projects through a PPP arrangement and by issuance of infrastructure bonds. To minimize transaction costs and duplication, regional financing mechanisms can be sought for regional projects." The Ugandan government also has plans to expand the "internally generated sources, or cost recovery from users […], in order to respond to increasing financing needs and for financial sustainability." (ERM, 2016).

Other donors are the ones mentioned before as stakeholders, namely: EAC, COMESA, AfDB, TMEA, TTFA, JICA, and the EU (EDF) (ERM, 2016). The EU for instance is providing financial support to the Ugandan government to the amount of € 578 million for the period 2014-2020 whereby "At least 40 percent of the support is dedicated to Transport Infrastructure development over the period", while a further 129 million Euros is contributed to the Northern Corridor Route Improvement Project (ERM, 2016).

Corridor performance monitoring and dissemination

The Ugandan MoWT monitors the implementation of the national "policies, plans and programmes" within the country.[71] This regards "Works, Public Transport Physical Infrastructure and Services" as well as "Monitoring and Evaluation of the performance of Transport Agencies."[72] Uganda has implemented the use of the Automated Systems for Customs Data (ASYCUDA) World electronic system (APRM, 2017).

Corridor Promotion and stakeholder consultation

Corridor promotion is being handled mainly by the agencies responsible for the corridor. This takes away most of the direct responsibility away from the National governments. For instance: "The NCTTCA mandate is stipulated in the Transit Agreement and it includes: Joint promotion and coordination of the development of regional transport infrastructure" and "Promotion of regional consensus on all matters relating to the management of the corridor and which are of mutual benefit to the member States" (ERM, 2016). The Central Corridor Transit Transport Facilitation Agency (TTFA) furthermore is "charged with the promotion of transport utilisation of the Central Corridor", "Through co-operation amongst private and public sector stakeholders" (ERM, 2016).

Capacity building: technical assistance and studies

Technical assistance is provided by several organizations. Uganda and Kenya called in the help of the Japanese Government, which provided them with the Master Plan Study.[73] "JICA is responsible for the formulation and implementation of the Master Plan where the JICA Study Team is to provide relevant technical assistance to MoWT until the completion of Stakeholder Validation Meeting and the preparation of SEA Final Report." (ERM, 2016). Atacama Consulting has also been mentioned (ERM, 2016). Other stakeholders that we've mentioned also provide technical assistance, chief among which the EU (ERM, 2016).

Legal framework

From the Ugandan government self-assessment report:

"Uganda has embraced regional economic integration and is a member to four regional integration arrangements, namely:

- The East African Community (EAC);
- Common Market for Eastern and Southern Africa (COMESA);
- Intergovernmental Authority on Development (IGAD);
- the EAC/COMESA/SADC Tripartite Free Trade Area.

71 http://www.works.go.ug.
72 http://www.works.go.ug.
73 http://www.works.go.ug/nec/.

Under the EAC integration agenda, Uganda ratified the EAC common market and signed the EAC monetary Union protocol. Under COMESA, Uganda joined the COMESA Free Trade Area by signing the COMESA FTA in 2012. Efforts have continued to harmonize the EAC and COMESA trade regimes. Uganda has actively participated in the negotiations and has signed the EAC/COMESA/SADC Tripartite Free Trade Area, viewed as a feasible framework through which harmonization between the three blocks can be promoted to solve the challenge of multiple membership of countries to regional economic communities. The priority for Uganda's integration agenda is the East African Community, then COMESA and the EAC-COMESA- SADC tripartite" (APRM, 2017).

As a member of the East African Community (EAC), the African Union (AU) and United Nations (UN), there are a number of binding treaties relevant to our research. These are:

- The Constitutive Act of the African Union, 2000;
- The Treaty for the Common Market for Eastern and Southern Africa, 1993;
- The Treaty for the establishment of the East African Community (EAC), 1999; and the Northern Corridor Transit and Transport Agreement, 2007 (ERM, 2016).

Uganda is, of course, also part of the Northern Corridor Transit Transport Coordination Authority (having signed the Northern Corridor Transit Agreement) and The Central Corridor Transit Transport Facilitation Agency. As such, there is an interplay (or overlap) between national and corridor specific interests (ERM, 2016).

MOZAMBIQUE

General Information

According to a World Bank report from 2012, Mozambique does not live up to its potential when it comes to its infrastructure network. It is not as "efficient, seamless and cost-effective" as it could be, and therefore does not help regional integration as well as it could. The report advices improvement and extension of the road network, and the connection of the east-west transport corridors to each other. Furthermore, the rail network needs improvement to "meet growing demand from increased cross-border trade". The World Bank does see the potential of Mozambique in the region as it has "a privileged and strategic location as the natural exit to most of its landlocked neighbors". Although in need of upgrading, the road and rail quality along its corridors is "relatively good' (World Bank, 2012). A UKaid report from 2011 has the same view on these matters, adding that regional coordination also needs improvement and "trade constrains to be removed." (UKaid, 2011).

Corridor Objectives and Political Support

The institution responsible for trade and transport facilitation (and its corridors) within the country is the Mozambique Ports and Railways Authority (CFM). On their website, they state that this sector is "one of the main driving forces of real and sustainable growth and development of Mozambique".[74] The transport sector is considered to be an important part of Mozambique's economy, and has been regarded as such since the country was founded.[75] "During the '90s the government initiated several institutional reforms and projects to rehabilitate and maintain road infrastructure in selected priority districts and corridors, easing transportation bottlenecks. Mozambique managed to establish a large road-infrastructure base." (Dominguez-Torres and Briceño-Garmendia, 2011).

Institutional Framework

The Maputo Corridor Logistics Initiative (MCLI) is an organization with members drawn from the private and public sector in Mozambique, Swaziland and South Africa. "MCLI co-operates closely with organised business to engage with relevant authorities in order to coordinate and represent the combined views of all stakeholders involved in the investment, utilisation and provision of the infrastructure and services on the Corridor." The Ports and Railways Authority of Mozambique is a founding member of the MCLI, and one of the executive directors. The Department of Transport and Communications is a board member, while the Department of Transport and Communications is a non-

74 http://www.cfm.co.mz.

75 http://www.mcli.co.za/our-members/members-m-p/members-ministry-of-transport-and-communications-of-mozambique/.

executive director.[76] The CFM works together with the private sector in operating both rail-and port services. As a member of MCLI, The CFM is **"interested in promoting and developing Maputo Development Corridor**".[77] According to a UKaid report the private sector ("investors and interest groups") in Mozambique has a strong position in the field of "infrastructure policy making" compared to a "relatively weak Government capacity" in the same field (UKaid, 2011).

Infrastructure, Finance, Planning and Programming.
A road fund has been set up to oversee and centralize "funding for routine road maintenance." In 2006, the total budget for this fund was $87.6 million (Dominguez-Torres and Briceño-Garmendia, 2011). From a report on Mozambique from 2011: "At present, Mozambique spends only $664 million on meeting its infrastructure needs.[…] Around two-thirds of the total is allocated to capital expenditure and one-third to operating expenditures. Operating expenditures are entirely covered by budgetary resources and payments from infrastructure users. The two largest sources of funding for infrastructure investment are the public sector and the donors, each providing about $230 million per year on average. The private sector has been investing at less than one-half of this level. Existing spending is predominantly channeled to the transport, power, and ICT sectors. This level of spending absorbs about 10.1 percent of Mozambique's GDP, a comparable level of effort to that found in other resource-rich African states, which have on average been spending around 10.6 percent of GDP on infrastructure in recent years" (Dominguez-Torres and Briceño-Garmendia, 2011).

Corridor Performance Monitoring/Dissemination
No additional relevant information was found.

Corridor Promotion and Stakeholder Consultation
One of the responsibilities of the CFM cited on their website is: "To promote the development of transportation and logistics activities through increased private sector participation in their operation and management […]".[78]

Capacity Building, Technical Assistance/Studies
No additional relevant information was found.

Legal Framework
There are two major agreements on regional integration in Southern Africa: the Common Market for Eastern and Southern Africa (COMESA) and the Southern African Economic Community (SADC) (World Bank, 2012). Mozambique is a member of SADC, though not of COMESA. As a member of SADC, Mozambique is guided by the SADC Protocol with regard to the areas of Transport, Communications and Meteorology".[79]

NIGERIA
General Information
Various studies agree that customs efficiency is sub-par in Nigeria. In 2012, the country was placed at number 146 (out of 150 countries) by the Logistics Performance Index. A reason for this problem is " the complexity of the current trade policy regime"; especially a system of import bans upheld by the Nigerian government. Nigeria is part of the Economic Community of West African States (ECOWAS). Officially all trade barriers should have been removed. Several studies show that not all of Nigeria's commitments in this respect have been implemented (von Uexkull& Shui, 2014). This is not a Nigerian problem, but a regional one: "In West Africa, both the processes, and degree of regional integration have lagged behind expectations, and many political commitments have either not been translated into policy and regulatory reforms, or reforms are not implemented." As a result, regional integration is not as strong as it could be (Hoppe & Aidoo, 2012). A presentation at the 2016 WTO trade facilitation

76 http://www.mcli.co.za.
77 http://www.cfm.co.mz.
78 http://www.cfm.co.mz.
79 http://www.cfm.co.mz.

course highlighted a "Lack of adequate Trade support infrastructure & facilities to expedite action on Trade Facilitation in Nigeria." (WTO, 2016).

Corridor Objectives and Political Support

There are two major regional cooperating entities in West Africa: The Economic Community of West African States (ECOWAS), of which Nigeria is a member, and the West African Economic and Monetary Union (WAEMU), of which Nigeria is not a member. ECOWAS states have so far "consistently committed themselves to the financing of designated regional road corridors." (World Bank, 2009). "ECOWAS and WAEMU adopted the Regional Road Transport and Transit Facilitation Program aimed at promoting intra-regional trade and facilitating trans-border movements. This program gives priority to the "Transcoastal" Lagos (Nigeria)-Nouakchott (Mauritania) and the "Trans-Sahelian" Dakar (Senegal) - N'Djaména (Chad) corridors. The Abidjan-Lagos coastal corridor was identified as one of the highest priority corridors for economic and social development in the sub-region due to its economic and large population that it covers." (World Bank, 2009).

According to Nigerian Customs, who carry much responsibility in this sector, trade facilitation is one of their main objectives, while the Government considers it to be an "important element of economic policy".[80]

In 2010 a Task Force on Trade Facilitation was formed by the government. Its goal is "to support the enforcement of policy on trade facilitation in Nigeria as well as ensure that all barriers to its implementation were addressed".[81] There are two working groups in the Task Force. One for legal matters and infrastructure, the other "deals with reduction of costs and time on movements in trade in goods and services.". In 2014, the task force was renamed 'the National Committee on Trade Facilitation.' [82]

This committee was "reconstituted and re-inaugurated" by the government in 2016. Its main objective is "to support the enforcement of policies and WTO Agreement on Trade Facilitation in Nigeria as well as ensure that all barriers to its implementation are addressed; and It was also to provide operational solutions to sea ports, border posts and international airports procedures in line with our national development strategies, international best practices and obligations in bilateral, regional and multilateral trade agreements; etc." (WTO, 2016).

Institutional Framework

The National Task Force, or 'National Committee on Trade Facilitation' has many members. Both from the government and the private sector. The Federal Ministry of Industry, Trade & Investment is the chairman and secretariat, the co-chairman is the Nigeria Customs Service. Other members include:

- Federal Ministries of Transport, and Finance;
- National Planning Commission;
- Nigerian Shippers Council (NSC);
- Nigerian Ports Authority (NPA);
- National Agency for Food, Drug Administration & Control (NAFDAC);
- Central Bank of Nigeria (CBN);
- Nigeria Police Force (NPF);
- Federal Airport Authority of Nigeria (FAAN);
- Federal Road Safety Commission (FRSC);
- Nigeria Immigration Service (NIS); (WTO, 2016).

In 2002, Nigeria also set up an "inter-ministerial committee on domestic trade and multilateral trade matters". This was done to "monitor and evaluate performance of its national trade policy". This

80 https://www.customs.gov.ng.
81 http://allafrica.com/stories/201006030221.html.
82 http://www.wcoomd.org/~/media/wco/public/global/pdf/topics/wto-atf/national-committees-on-trade-facilitation/national-committee-on-trade-facilitation-nigeria-case-study-th-after-sg.pdf?la=en.

committee is called the Enlarged National Focal Point.[83] Trade Facilitation is named as a function of Nigeria's Customs.[84]

Infrastructure, Finance, Planning and Programming
Although we do not have specific information about financial donors in Nigeria, The West African region in an important investment location for many organizations: "a number of multilateral and bilateral donors" are "preparing programs in support of regional integration, transport and trade facilitation on the corridor." A few examples are the European Union, the Millennium Challenge Corporation, African Development Bank, West Africa Development Bank, Islamic Development Bank and the United States Agency for International Development (World Bank, 2009). The Nigeria Country Partnership Strategy (CPS) has put the improvement of investment climate and policies as one of the four pillars to focus on. (World Bank, 2009).

Corridor Performance Monitoring/Dissemination
In the case of the Abidjan-Lagos Corridor, monitoring and dissemination is handled by the Abidjan-Lagos Corridor Organization (World Bank, 2009). We could not find specific information about monitoring of other corridors.

Corridor Promotion and Stakeholder Consultation
The Nigerian National Trade Facilitation Committee is to handle stakeholder consultation (WTO, 2016). We did not find specific information on corridor promotion.

Capacity Building, Technical Assistance/Studies
There are a few parties involved in capacity building and providing technical assistance: chief among which are USAID, the EU, the Chinese government and WTO (WTO, 2016).

Legal Framework
Nigeria is a member of ECOWAS.

Nigeria adopted the ECOWAS Common External Tariff (CET) (2003).

Under ECOWAS, Nigeria is subject to the Regional Road Transport and Transit Facilitation Program (World Bank, 2009).

Nigerian Customs is responsible for implementing of the relevant bilateral and multilateral agreements.[85].

In 2012, Ghana and Nigeria drafted "a bilateral Trade and Investment Agreement stating that both countries —agree to fully implement the ECOWAS protocol on the Free Movement of Goods and Services, otherwise referred to as chapter VII of the revised ECOWAS Treaty of 1993,‖ to facilitate the free flow of trade between the countries, while complying with the rules of origin as defined in the ECOWAS protocols. To strengthen trade between Ghana and Nigeria, existing commitments should be fully implemented and laws will have to be applied." (Hoppe & Aidoo, 2012).

EGYPT
General Information
As we have seen in the chapter on the Jordan corridors, customs efficiency between MENA states are rather low (Larbi, 2016). Egypt is no exception. Trade flows between MENA states are much less significant than trade flows between respective MENA states and the EU. In the past, trade facilitation and logistic reforms in Egypt have focused on the European and Asian trade routes. Nowadays the attention has also shifted to regional trade, mainly with GCC, Maghreb and Mashreq regions. Having said that, inter-regional trade is still on a low level of coordination, slow, and complicated due to "little effort to monitor customs performance at the border, and insufficiently improved facilities at border

83 http://www.wcoomd.org/~/media/wco/public/global/pdf/topics/wto-atf/national-committees-on-trade-facilitation/national-committee-on-trade-facilitation-nigeria-case-study-th-after-sg.pdf?la=en.
84 https://www.customs.gov.ng.
85 https://www.customs.gov.ng.

crossings." (Rouis & Tabor, 2013). Trade logistics in the country are problematic (infrastructure and services) and mainly dependent on trucking. The reform of the trucking sector is a "major area of concern." (Rouis & Tabor, 2013).

At an ASCWA conference on Transport and Logistics in the Arab region, this was corroborated, citing the region's "weak infrastructure and non-integrated systems and impediments related to logistics and institutional and legal systems for trade and transport". The conference was chaired by the Minister of Transport of Egypt, Mr. Galal Mohamed Saeed. The need for further coordination and collaboration in the region was stressed, mainly "the formation and expansion of ITSAS to include Maghreb countries, its redesignation from ITSAM to ITSAS, the accession of member States to various agreements and the memorandum of understanding, the creation of national committees for transport and trade facilitation and road safety levels" (UNESCWA, 2017). According to a report from the Middle East Institute, it is wise for Egypt to improve the physical connection with Libya and Algeria in order to benefit from the construction of a Maghreb corridor, which is being established (Larbi, 2016). Sub-par infrastructure is considered to be the "biggest challenge facing trade and logistics" in Egypt (Mena Transition Fund, 2013). Road transport makes up for more than two-thirds of domestic logistics, while international transport is almost exclusively maritime-based (Mena Transition Fund, 2013). Two Egyptian ports (Port Said and Damietta) are major shipping posts in the region. As such, Egypt can be considered a "major transshipment hub" with "state of the art port facilities" (Rouis & Tabor, 2013).

Corridor Objectives and Political Support.

At the UNESCWA conference in 2017, Egypt's minister of Transport spoke of how important the transport sector is for regional and international trade. In his view, the establishment of "interlinkages between transport and logistics" are of the utmost importance. To show Egypt's commitment to these causes, the minister gave a presentation highlighting major developments in this sector in his country. Among which: "the signing of agreements and memorandums of understanding, and introduced projects, such as the national road project, a joint venture with the National Authority for Armed Forces for the construction of 3,200 kilometres of new roads by 2018; a project on refurbishing the railway network; and another project on establishing and connecting large logistics areas to all transport networks, including maritime transport". The focal point of investments however, was to be on land transport. Complying with TIR Conventions is a priority, as is incorporating agreements into National policy. Egypt regards transport and logistics as a major contributor to the country's economy, and as such Egypt's commitment to the international agreements was stressed (UNESCWA, 2017).

The establishment of "regulatory authorities for the transport of persons and goods on international roads and promulgating new laws in that regard" is a focus of the government, as well as the promotion of the country as a hub of the international trade between East and West (UNESCWA, 2017).

There are plans to improve and modernize domestic infrastructure and services (road, maritime and rail). Egypt is a member of the "Deauville Partnership". The biggest aim of which is to "*modernize trade facilitation services by enhancing the performance of trade corridors, whether air, sea, or land; improving markets for logistics services; increasing the efficiency of border management, including customs; and facilitating the cross-border movement of service suppliers*." Within this partnership, Egypt's priorities are regional and global integration through trade facilitation, with the Middle East and North Africa as the main areas of focus. This is also stressed in the government's action plan. A few specific examples are "the Intermodal Transport Corridor which is important for sustainable freight transport (involving road, railway, maritime and inland waterway sectors) and linking the new 6th of October Value Added Center with both the Alexandria-area seaports and Sokhna port; and the Mediterranean Corridor from Libyan border to the Palestinian border and including major parts of the Cairo Outer Ring Road. The government has also the Suez Canal Corridor, linking Suez to Port Said as a priority." Also planned is an upgrade of the Mediterranean Corridor by extending the expressway to the border with Libya and Palestine (Mena Transition Fund, 2013). A major expansion of Egypt's ports is under way, with an aim of tripling capacity (Oxford Business Group, 2016). The expansion of the Suez Canal, and establishment of a Suez Canal Economic Zone ("a logistical hub in its region, comprising four industrial zones and six ports") is also underway (EBRD, 2017).

For Egypt, the area of focus for development of transport corridors is the Nile Valley rather than along the Mediterranean coastline. This is because most of its international trade is with Europe, rather than the region. Egypt does, however, understand and acknowledge the benefits of regional integration (COMCEC, 2017).

Institutional Framework.
Egypt has established a national transport and trade facilitation committee (NTTFC) (COMCEC, 2017). The coordinators of this committee come from the Ministry of Trade and Industry.[86]

The trucking sector is overseen by the General Authority for Roads, Bridges and Land Transport (Mena Transition Fund, 2013).

There are four institutions (port authorities) that manage the ports of Egypt: Port Said Port Authority (PA), Alexandria PA, Port Said PA, Damietta PA, and Red Sea PA. The overall supervision of these ports and PA's lies with the Maritime Transport Authority (Mena Transition Fund, 2013). The rail network in Egypt is managed by Egyptian National Railways (ENR) (Mena Transition Fund, 2013).

There are many different players involved in Egyptian trade and transport facilitation, also from the private sector, although plans to strengthen the influence of this sector by Egypt's government imply that the private sector's influence could (and should) be greater. In the trucking sector for instance, "no significant interest" has been shown by the private sector to invest, due to "weak legal framework" and risk and uncertainty of the investment.

In a European Investment Bank Initiative from 2013 (the so called TRANSTRAC Initiative) there are a few plans and suggestions to facilitate trade in Egypt. The general plan aims to "promote reduction of trade and transport barriers along the priority trade corridors of the country and in related border crossings." Furthermore, Egypt is to establish an investment unit (with the Ministry of transport), set up a staff, provide documents and procedures and come up with an action plan identifying "potential projects". A Project Management Unit is to be set up to oversee the implementation of the project. The unit will be placed with the MoT, under the Minister's Advisor. This unit will be responsible for: "overall coordination of the project activities with the different ministries, entities and departments involved in the project; monitoring and evaluation of indicators and overall progress; continuous follow up and periodic reporting on progress; liaison and coordination with the EIB". This project is being implemented with the help, advice and funding from many international institutions such as EIB, EU, IMF, WB and others. The execution of the project will be a collaboration between the EIB and the Egyptian government (Mena Transition Fund, 2013).

Infrastructure, Finance, Planning and Programming.
Maintenance and construction of Egypts road network is in the hands of The General Authority for Roads, Bridges and Land Transport (Mena Transition Fund, 2013). Egypt has invested in reforms in the customs-sector (Rouis & Tabor, 2013). Big investments have been made in recent years in Egyptian ports. Investments came from public authorities and private operators (Mena Transition Fund, 2013). As we have seen, the TRANSTRAC project mentioned earlier has financial donors. Even so they are actively seeking investment partners. The Egyptian government aids this by designing "business friendly policies" and considering public investments. Private-public partnerships are used, for instance for improvement of the road network (Mena Transition Fund, 2013). The Oxford Business Group mentions that the actions and plans of the Egyptian government have already fostered interest from (foreign) investors.[87]

Corridor Performance Monitoring/Dissemination.
Within the TRANSTRAC project, the Egyptian Government will be responsible for monitoring and dissemination of results. This will be handled by the Project Management Unit, under the Ministry of Transport (Mena Transition Fund, 2013).

86 http://www.tfafacility.org/egypt.
87 https://oxfordbusinessgroup.com/overview/top-speed-addressing-bottlenecks-through-major-infrastructure-projects.

Corridor Promotion and Stakeholder Consultation.
Although we have not found specific information about which entity controls promotion of corridors, a main objective of the TRANSTRAC project is "to promote reduction of trade and transport barriers along the priority trade corridors of the country and in related border crossings", as well as to set up a "forum for trade stakeholders to seek consensus on facilitation measures" (Mena Transition Fund, 2013).

Capacity Building, Technical Assistance/Studies.
Besides the TRANSTRAC project, important aid, advice and funds are being supplied under the "Deauville Partnership". Set up by the G8 countries in 2011, this partnership "calls on partner countries (Egypt, Jordan, Libya, Morocco, and Tunisia) to formulate homegrown economic and governance reform programs that would enhance domestic competitiveness and promote trade and FDI. In return, the Deauville partners (which include, in addition to the G8 countries, Kuwait, Qatar, Saudi Arabia, Turkey, the United Arab Emirates, and nine international and regional financial institutions) committed themselves to support the partner countries in achieving their goals of economic and political trans- formation through three strategic pillars: governance, finance, and trade and commerce." (Rouis & Tabor, 2013). In the field of customs, recent reforms have been shaped largely by European Union Association Agreements and Egypt's "need to converge with the EU's customs code and processes", while the United States have been providing technical assistance (Rouis & Tabor, 2013). Furthermore, several international organizations have helped build capacity for trade facilitation and logistics. This goes for both national and regional projects. Among these partners are: The World Bank, European Investment Bank (EIB), Asian Development Bank, EU, and United States Agency for International Development (USAID). The World Bank for instance, "has been heavily involved in helping several MENA (Middle East and North Africa) countries build the software and institutions necessary for providing modern services" (Rouis & Tabor, 2013). This includes Egypt.

Under the EIB's TRANSTRAC Project, a main aim is to "support preparation of trade and transport corridors for Egypt" (Mena Transition Fund, 2013). Their plan is to promote trade facilitation and the improvement of infrastructure and "transport and logistics services". The project will provide training to both the public and private sector, will execute "preparatory studies for border crossing facilities", and studies into improving infrastructure. "[…] activities will focus on key studies and action plans to enable future investments in the trade corridors." (Mena Transition Fund, 2013).

Legal Framework
Regarding International Transit Corridors, there are a few laws and agreements interesting to show:

Egypt is part of:

- The ECI Eight-Country and Territories Interconnection. (Together with Iraq, Jordan, Lebanon, Libya, Syrian Arab Republic, and Turkey) and West Bank and Gaza. Initiated in 1988;
- PAFTA (1998): "The main provisions of PAFTA concern the progressive removal of tariffs (by January 1, 2005) and of nontariff barriers to trade in goods among members (by 2010). More recently, signatories of PAFTA have launched efforts to further integrate trade and investment in services, and to address nontariff measures that restrict trade flows";
- The Agadir Agreement for the Establishment of a Free Trade Zone (2006): "Original members include Egypt, Jordan, Morocco, and Tunisia, with the potential to expand to Algeria, Lebanon, Libya, Mauritania, the Syrian Arab Republic, and the West Bank and Gaza. The EU supported the agreement with the aim of establishing a free trade area and as a possible first step in the establishment of Euromed;"
- The Deauville initiative (2011) (A collaboration between G8 countries, Egypt, Jordan, Libya, Morocco, and Tunisia), explained earlier;
- The Euro-Mediterranean Free Trade Area Agreement (2004): "Agreements with the EU "to provide reciprocal market access"." (Rouis & Tabor, 2013);
- The Protocol on the Preferential Tariff Scheme for the Trade Preferential System of the Organisation of Islamic Countries (2010) (Meeuws, 2013).

Besides these multi-lateral agreements, Egypt has bilateral agreements with Iraq, Jordan, Lebanon, Libya, Morocco, and West Bank and Gaza (Rouis & Tabor, 2013). According to the World Bank Report on Regional Economic Integration in The Middle East and North Africa, "Several of these intraregional agreements have yet to become fully operational or to fully achieve their stated objectives." (Rouis & Tabor, 2013).

IRAN

General Information

With signing its basic agreement in 2009, Iran joined TRACECA. The country has a high potential as a trading/transit location due to its geopolitical place in the world. Because of the sanctions that were imposed on the country by the US, UN and EU however, (infrastructural) reform has only recently begun. Iran's potential to TRACECA is its road network (more than rail). The "improvement of transportation infrastructures and promotion of coordination in the post sanctions era is of prime significance." (Sazmand and Kavianfar, 2015). In 2016, Iran was listed as 96th among 160 countries in terms of trade logistics performance.[88]

Corridor Objectives and Political Support

In December 2017, TRACECA's national secretary in Iran, Mr. Khamisizadeh, "emphasized the role and contribution of all member-states of the IGC TRACECA, including the Islamic Republic of Iran, to the development of the TRACECA corridor and prosperous achievements of Iran in the post-sanction time. […] Development of transport infrastructure, prospects of future development and strengthening of transport cooperation in the region as well as transport-transit potential of the Islamic Republic of Iran were mentioned as priority objectives." He also reported Iran's "huge investments allocated to the transport corridors".[89] President Hassan Rohani seeks to make Iran "an important hub for international trade and transportation" (Haghgoo et all, 2017). In 2016, Abbas Akhundi, Iran's Minister of Road and Transportation presented his plans to "expand" the dry ports in the country to TRACECA's Secretary General. He spoke of Iran's "logistical role in the region", while the Secretary General expressed the wish to increase the cooperation between COMCEC and Iran. Iran's trade within TRACECA has been increasing for some years, and Iran has plans for improving the railways extensively in the coming decade.[90] Since the end of the sanctions, Iran is scoring better on the World Bank ranking of trade logistics performance. The government has focused on enhancing this sector for the last few years, to increase trade with the region (and world). This is all "part of a long-term economic growth plan whereby Iran can "*…regain its stature in international transportation*"".[91] Iran focusses its attention mostly on improving its railway sector, with an emphasis on the "transnational". Already, some projects are under construction in cooperation with neighbouring countries to link the rail networks on the borders (COMCEC, 2017).

Institutional Framework

The chairman of the TRACECA national Commission in Iran is the Minister of Roads and Urban Development, Dr Abbas Ahmad Akhound.[92]

Infrastructure, Finance, Planning and Programming

The Iranian "Road Maintenance and Transportation Organization" (RMTO) is mainly responsible for Infrastructure, Planning and Programming. They cite their main tasks as being:

- To provide required facilities and grounds to improve and optimally utilize the road transportation system and to implement the comprehensive and coordinated policies in the area of road transportation under the Law for Social, cultural, Economic Development of the country;
- To prepare Policies, approaches and planning in field of road maintenance and Transportation and to coordinate executive fields among different sub-section;

88 http://www.wroseco.com/news/108/irans-world-bank-lpi-benchmark-is-a-new-strategic-transport-and-logistics-target.
89 http://www.traceca-org.org/en/countries/iran/.
90 https://www.zawya.com/mena/en/story/Iran_TRACECA_to_expand_transportation_cooperation-ZAWYA20160830050125/.
91 http://www.wroseco.com/news/108/irans-world-bank-lpi-benchmark-is-a-new-strategic-transport-and-logistics-target.
92 http://www.traceca-org.org/en/countries/iran/.

- To prepare bills, enactments, by-Laws and procedures required in field of internal and international transportation and road maintenance; and to submit them to competent authorities;
- To supervise and approve technical and executive regulations to maintain roads, technical and installation buildings and to notify them to concerned sections;
- To supervise preparation and presentation of plans, projects. In field of road maintenance, technical buildings, sites and to proceed studies and planning which are required to be made;
- To proceed planning in order to develop the transit roads of the country."[93]

The Transport Department is responsible for the financial side. Their task is to distribute "national budget among provinces based on national strategies in the transport and urban development sectors".[94] The Iranian government has actively sought out and secured investments from the private sector and foreign investors.[95]

Corridor Performance Monitoring/Dissemination
The RMTO is also responsible for monitoring and dissemination of data. Their duty is to "aggregate basic statistics and information of road transportation and maintenance under the cooperation of related organization and institutes and to establish data bank".[96]

Corridor Promotion and Stakeholder Consultation
Promotion in the field of road maintenance and transportation is with the RMTO.[97] The Transport Department is responsible for "formulating required policies to encourage the non-governmental sector to invest; attracting domestic and foreign investment and cooperating in the roads and urban planning sector".[98]

Capacity Building, Technical Assistance/Studies
Again, a shared responsibility between RMTO and the Transport Department. RMTO provides "general education and expert training" for the road transportation sector.[99]

The Transport Department's tasks are:

- Directing studies; examining requirements; identifying services, urban planning and transportation capacities; providing relevant strategic plans; and providing strategic and economic guidelines to related organizations;
- Directing and high-level supervision of transportation information management and presenting relevant statistics in the decision-making, planning, supervising and evaluating system;
- High-level supervision of transportation and urban planning programs and projects and consolidating them into the framework of strategic plans for each sector; providing technical and economic expert opinions;
- Directing and supervising studies and examining medium-term and long-term plans in order to create and develop transportation networks."[100]

Legal Framework
In 2009, Iran became a member of TRACECA. As such, it signed the 'Basic Multilateral Agreement on International Transport for Development of the Europe-the Caucasus-Asia Corridor'.[101]

INDONESIA
General Information
The homepage of the Indonesian government, as well as many other direct sources, are in Indonesia's official language: Bahasa Indonesia. Therefore, we will mostly use secondary sources. Because of this,

93 http://www.rmto.ir/en/SitePages/Road%20Maintenance%20And%20Transportation%20Organization.aspx.
94 http://mrud.ir/en/Planning-and-Transport-Economy.
95 https://www.zawya.com/mena/en/story/Iran_TRACECA_to_expand_transportation_cooperation-ZAWYA20160830050125/.
96 http://www.rmto.ir/en/SitePages/Road%20Maintenance%20And%20Transportation%20Organization.aspx.
97 http://www.rmto.ir/en/SitePages/Road%20Maintenance%20And%20Transportation%20Organization.aspx.
98 http://mrud.ir/en/Planning-and-Transport-Economy.
99 http://www.rmto.ir/en/SitePages/Road%20Maintenance%20And%20Transportation%20Organization.aspx.
100 http://mrud.ir/en/Planning-and-Transport-Economy.
101 http://www.traceca-org.org/en/countries/iran/.

there is a lack of specific governmental information on the day to day handling of the corridors. Even so, there is something to tell about Indonesia's stance on transport corridors and international trade.

We have already established in the chapter on ASEAN that the transport corridors are not always incorporated in national strategies and plans, and that although ASEAN strives for mutual recognition of each other's inspections, certificates, etc., the respective countries still have a long way to go with regards to implementation and enforcement. The current President of Indonesia, Joko 'Jokowi' Widodo, is interested more in bilateral than in multilateral cooperation. Although he sees the need for ASEAN cooperation, he seems more interested in what ASEAN does for his country than in the inherent value of "liberal internationalism". The focus for Indonesia has shifted more towards national interests. Even so, Jokowi, as "default leader" of ASEAN, is pushing to "strengthen economic cooperation" in the region and is "pushing ASEAN to be more effective and cooperative."[102] The main focus of Jokowi's foreign policy is the strengthening of Indonesia as a maritime power, especially the modernization of its ports and the upgrading of its navy (Heiduk, 2016).

Corridor Objectives and Political Support

Since the beginning of Jokowi's reign there has been doubt about his stance on regional cooperation, and ASEAN specifically (Heiduk, 2016). It was felt that ASEAN was no longer a priority for Indonesia: "Jokowi lacks former President Yudhoyono's enthusiasm for multilateral diplomacy through regional and international organisations in general". Since 2017 however, there has been a visible move towards strengthening regional ties and continuing cooperation in the region. In early 2017, at the 30th ASEAN Summit, Jokowi had the following to say: "Do not let ASEAN become a proxy for the rivalry of big powers. ASEAN must remain a hub of regional diplomacy. Unity and centrality are the keys to making ASEAN a respected organisation."[103]

Indonesia's 'Master Plan Acceleration and Expansion of Indonesia Economic Development', or "MP3EI" was presented under President Yudhoyono's administration in 2011. The name "MP3EI" is no longer in use. The vision explained in this plan is still shared by the new administration, though it has been criticized for lacking "concrete measures to achieve the (abstract) targets that are set out in the program".[104] From this plan: "growth centres and connectivity are the building blocks of Indonesia Economic Corridors. Increasing the economic potential of the region through the economic corridors has become one of the three main pillars of MP3EI**."** […] "Indonesia's national connectivity is part of the global connectivity. Therefore, the strengthening of the national connectivity has to consider Indonesia connectivity with regional and global economic growth centres in order to enhance national competiveness and optimize advantages of Indonesia's regional and global connectivity" (MfEA, 2011).

Institutional Framework

We did not gather much information on the institutional framework within Indonesia.

As a member of ASEAN, it can be presumed that the ministry of Transport is involved, as the general direction of ASEAN is set by its member's transport Ministers.[105] The ASEAN Master Plan overall coordination is in the hands of The ASEAN Connectivity Coordinating Committee. They will do this together with "National Coordinators who should be appointed by the Governments of respective ASEAN Member States, with the support of a dedicated unit with adequate funding in the ASEAN Secretariat." (ASEAN, 2011). 2008 saw the establishment of the National Logistics Team, a cross-departmental team under the Coordinating Minister for Economic Affairs. In 2007 Indonesia started a pilot project for a National Single Window System, which has "since gradually expanded its coverage to more government agencies and ports.".[106]

102 http://www.internationalaffairs.org.au/australianoutlook/asean-indonesia-under-jokowi/.
103 http://www.internationalaffairs.org.au/australianoutlook/asean-indonesia-under-jokowi/.
104 https://www.indonesia-investments.com/projects/government-development-plans/masterplan-for-acceleration-and-expansion-of-indonesias-economic-development-mp3ei/item306.
105 http://asean.org/storage/2012/05/List-of-ASEAN-Directors-General-Jan-2017-for-CRD.pdf.
106 http://siteresources.worldbank.org/INTTLF/Resources/515003-1276029788910/LPI_Booklet_Indonesia.pdf.

Infrastructure, Finance, Planning and Programming
A number of international Institutions contribute to the financing of ASEAN: "multilateral development banks (e.g. Asian Development Bank (ADB), World Bank, and Islamic Development Bank), bilateral development partners, and national Governments." With the budgets of the National Governments continuing to be a major source of investments in infrastructure and connectivity. In 2011 the member states of ASEAN were in the process of setting up an "ASEAN Infrastructure Fund (AIF) with the objective to mobilise financial resources within ASEAN to support regional infrastructure development." The Asian Development Bank had been asked to support this plan (ASEAN, 2011). In Indonesia specifically, relying solely on government funding for infrastructure projects has given way to "cooperation between the government and the private sector under the public-private partnership". This "scheme is expected to bring in much needed investments."[107]

Corridor Performance Monitoring/Dissemination
Most of the monitoring and dissemination of results is overseen by the ASEAN Connectivity Coordinating Committee: "The implementation of the Master Plan on ASEAN Connectivity shall be monitored and overseen by the ASEAN Connectivity Coordinating Committee."[…] "A scorecard mechanism, detailing the strategies and key actions with relevant timelines and responsible bodies, will be set up to effectively monitor and evaluate the implementation on a regular basis." (ASEAN, 2011). We could not find relevant information on the monitoring of the corridors by the Indonesian government.

Corridor Promotion and Stakeholder Consultation
No additional relevant information.

Capacity Building, Technical Assistance/Studies
No additional relevant information.

Legal Framework
The master plan on ASEAN connectivity names a couple of agreements and protocols that are relevant to our case. As a member of ASEAN, Indonesia has signed these agreements, though not all of them have been fully implemented or ratified (as of 2011), "thereby delaying the establishment of effective cross-border facilitation." (ASEAN, 2011):

- ASEAN Framework Agreement on the Facilitation of Goods in Transit;
- ASEAN Framework Agreement on Multimodal Transport;
- ASEAN Framework Agreement on the Facilitation of Inter-State Transport;
- Roadmap for Integration of Air Travel Sector.

Roadmap Towards an Integrated and Competitive Maritime Transport in ASEAN ("aims to further the goals enunciated in the Vientiane Action Programme (VAP) 2004-2010 and ASEAN Transport Action Plan (ATAP) 2005-2010") (ASEAN, 2011).

[107] https://www.indonesia-investments.com/projects/government-development-plans/masterplan-for-acceleration-and-expansion-of-indonesias-economic-development-mp3ei/item306.