International and local level planning cooperation. Rail Baltica – collision or dialog between different planning levels

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Abstract

The purpose of this paper is to analyse planning co-operation between international and local level. As in its nature every plan is an instrument for directing development of society through the process of achieving agreements, successful planning should according to the Torremolinos Charter be based upon co-ordination between the various levels of decision-making and the equalization of financial resources. To illustrate that we look into whether a high-speed rail link between Berlin and Helsinki – Rail Baltica and its railway tunnel between Tallinn and Helsinki are realizable based on decisions made on different planning levels. Secondly, it analyses frameworks of thinking during the planning processes that are set by financial possibilities to realize suggested development scenarios and land-use plans.

1 Introduction

The purpose of planning is to change uncontrolled or casually occurring development into coordinated as well as widely wished and understood development. In its nature the plan is an instrument for directing development of society through process of achieving agreements. Today we live in a world where most of the ideas can be realized since in most cases the technical solutions for that are available. The question tends to be whether we have enough of finances to cover the costs or not. Possibilities for finding funding create frames for thinking. For example European level planning takes into account that European Union has different funds and corporate resources. Local planning is forced to relay mostly on local resources, which sets frames for development scenarios and land use. The availability of resources effects also the way planning authorities
think. It creates different approaches, this article therefore analysis possible conflicts that can come from those two planning levels; one based on European or world level of goals and the other based on local goals and already existing naturally continuing development processes. The aim is also to analyse ‘what’ and ‘if’ local municipality in case of Estonia can influence on European level planning.

This article analyses whether high-speed rail link between Berlin and Helsinki – Rail Baltica (the present name of Berlin-Helsinki(-Tampere) high speed railway) and its railway tunnel between Tallinn and Helsinki are realizable based on decisions made on different planning levels. To illustrate different planning approaches in real life two plans are taken as background for illustrating the conflicts as well as co-operation possibilities over the various levels of decision-making: 

*Via Baltica Spatial Development Zone (VBSDZ [1]) and Comprehensive Plan for Continental Area of Viimsi Municipality (Entec AS and Viimsi Vald [2])*

The approaches of those planning levels differed a lot. One was based on co-operation of different officials who were selected to represent 6 different countries (and 22 regions) in *Via Baltica Spatial Development Zone* project and the other was based on local initiatives from local citizens with their everyday problems as well as dreams of peaceful housing areas in respected quiet neighbourhood. But before analysing those plans the frames of planning approach as well as decision-making should be looked at.

2 Co-ordination between the various sectors and reasons for establishment of high-speed railway between Berlin and Helsinki

*European regional/Spatial Planning Charter. Torremolinos Charter* took into use the term *spatial planning*. When the earlier planning of big territories was based upon architectural and town planning, then in the Charter reflected from experience that was got from practice by this time noticed, that the planning of more extensive territory is not possible without any balanced treatment of social, economical, environmental and cultural aspects. Based on that it can be argued that “collaborative strategy-making offers a way of interlinking economic, sociocultural and environmental issues of collective concern by constructing general organizing ideas” (Healey [3]). This can be seen through all planning levels looked upon in this article.

Today’s European social development is balanced with easy and fast movement of people within EU. It binds together the opportunities for:

- Personal communication
- Development of business cooperation
- Exchanging scientific information and research results
- Cultural connections

If we compare the different transport opportunities, we can reach the result, that collective or public transport is more favourable than individual transport.
Railway transport is also more amicable for environment than buses or planes. Unlike the ship traffic, this alternative is faster and safer considering present technical solutions. "An efficient transport system is a crucial precondition for economic development and an asset in the international competition. Personal mobility for work, study and leisure purposes is considered a key ingredient of modern life" (Stanners and Bordeau [4]). Different researches have also proved that Internet cannot replace straight person-to-person contacts between people. We can send information in megabits all over the world, but to talk it over we need eye-to-eye contacts with colleagues and friends. Creating links can be looked upon territorially, "Nordic, western and transition countries have an interest in promoting mutual links. Though formal integration within the framework of the European Union will not be achieved for all countries in the near future (although preparations will be started very soon), functional integration in a number of fields can none-the-less be intensified. Improved transport links for goods, persons and information will be needed. The growing concern for the environment is no longer a local or national affair alone. This is also true for the region around the Baltic Sea, Integration can be hampered by inadequate urban networks and infrastructure /…/. Spatial planning cannot avoid or remove all such barriers. But environmental rehabilitation, urban restructuring and functioning urban centres could become important elements for balanced economic growth and international cohesion" (Löwendhal [5]). We need contacts to co-ordinate our further actions both internationally as well as locally in public and private sectors. The same applies also in personal relations.

It can be argued that co-ordination is paying important role in the field of planning. Torremolinos Charter confirms: "Spatial planning seeks for coordination between the various sectors. This effort for co-ordination concerns mainly the distribution of population, economical activities, habitat, public facilities and power supplies; transport; water supply and purification; noise prevention and waste disposal; protection of environment and of natural, historical and cultural assets and resources" (Charter [6]). Further more, it can be also argued "significant task, which is extremely important for the development of the economy and employment, and over which society largely has full control from the planning stage to implementation, concerns regional transport and communication systems" (Alfredson and Wiman [7]). This control is mostly from transactional and national level down to regions while municipalities have in case of Estonia rather small role in controlling the way infrastructure is built as the reasons for building it lies mostly behind the borders of territorially rather small municipalities. Never the less this control level varies from country to country. All in all the aim in co-ordination on the field of transportation should be looked at European level.

European Union, where Estonia strives, has a document considering the contemporary territory of EU — Europe 2000+ (Europe 2000+ [8]), which described possible development directions of EU in 21st century (Zaucha and Goemmar [9]). The document reflected that reduction of distance and regional inequality thanks to established high-speed railway links. This influenced
strongly the establishment of infrastructure in European Union by the end of last century. From 15 major infrastructure projects 9 comprised Railway constructions in the beginning of the 1990s (Vilo [10]).

The preference of railway development is also reflected in the work that followed Europe 2000+ co-operation - European Spatial Development Perspective (E.S.D.P [11]). The three main goals in spatial development policies according E.S.D.P. are:

- "Development of balanced and polycentric urban system and new urban-rural relationship;
- Securing parity of access to infrastructure and knowledge; and
- Sustainable development, prudent management and protection of nature and Cultural Heritage" (E.S.D.P [12]).

Furthermore E.S.D.P. states "Policy must ensure that all regions, even islands and peripheral regions, have adequate access to infrastructure, in order to promote social and economic and, therefore, spatial cohesion in the Community. It should also ensure that high-quality infrastructure, for instance high-speed/high-capacity rail lines and motorways, do not lead to the removal of resources from structurally weaker an peripheral regions". E.S.D.P. also stresses, "The strengthening of more environmentally friendly transport requires an international approach and co-ordinated transport infrastructure management. Their more efficient and sustainable use requires an increased use of railways, in good transport, of waterways" (E.S.D.P [12]). So based on that it can be summarized that these main goals, listed above, are planned to be reached through the establishment of high-speed railway and decreasing the share of car transport in the field of passenger traffic. E.S.D.P. observes the European Union as a developing structure, where the member states make co-operation between themselves and also with neighbours outside the present EU borders. This is naturally also the case in field the of passenger transportation. As Estonia is applying membership of EU, it has accepted E.S.D.P.’s main principles and has based its international planning co-operation on the same ideas and goals.

If we come more near to Estonia we may see that The Vision and Strategies around the Baltic Sea 2010 (VASAB 2010), which deals thoroughly the planning questions and co-operation networks in the countries situated around The Baltic Sea, gives the green light to the realization of the idea of high-speed railway (Platz [13]). It is stressed, "Growing mobility is a goal trend also encountered in the Baltic Sea Region" as well as "the potential for environment friendly modes of transport depends on spatial structures of cities and regions. But there is also an need to improve performance qualities of railways" (Platz [14]).

The idea of high-speed rail rose first from the co-operation of different Finnish counties and has gone through some ups and downs before becoming back to the agenda again. The second report of VASAB 2010 framework by name of From Vision to Action was published in 1997. There are given the needed actions for carrying out the visions through the planned co-operation projects. Via Baltica Spatial Development Zone was one of the main suggested co-operation projects of VASAB 2010. The project began with the co-operation project between
Finnish, Estonian, Latvian Environmental Ministries as Tampere–Helsinki–Tallinn–Riga Zone, A Spatial Development Project (THTR [15]).

The initial goal of THTR was to announce and promote the opportunities for development occurring within nearby areas of the motorway route Via Baltica. The Via Baltica as a North-South multimodal transport corridor is considered as over European transport net’s part called Crete Corridor No 1. THTR’s objective was to raise competitiveness of the region through preparation of necessary plans, projects and international co-operation. As questions that were raised handled a longer corridor than only the area between Riga and Helsinki, suggestion was made to involve also other countries situated by the Via Baltica route. In 1998 therefore also Lithuania (Vanagas [16]), Poland and Germany joined the project to resolve the development and planning questions in development zone influenced by the Via Baltica route. So the project continued as joint Phare and Interreg financed regional cooperation project between six countries under the named of Via Baltica Spatial Development Zone.

2.1 The bottle-neck on Rail Baltica - planning dilemma in Estonia: case of choosing the best direction for high-speed railway

Idea about the high-speed railway goes very well together with time-spatial verge idea (Lundqvist [17], Blaas and Nijkamp [18]), to link the Baltic States and Finland in one side and European Union and NATO core areas from other side. The Rail Baltica project roused a genuine interest only some two years ago when Germany expressed the wish to participate in the building of the railway network. Thus, on the 7th of November in 2001 the Ministers of Transport and Communications of the Baltic States signed an agreement in the Estonian town Pärnu. This act provided the political support necessary for the organizations of international railway traffic to carry out research. Up to now such a genuine interest has not been evident only about railway communications, which is an important part of the transport system in every country. The necessity to build a new high-speed railway system with the rail width of the European standard has been discussed for a long time in all the Baltic States but nothing else apart from the discussion has been done, construction works has been started only in Lithuania. Railways in the Baltic countries were built during the time of tsarist Russia and the rail transport utilizes 1520 mm wide rails while in Europe the rail width is 1435 mm.

Direction for high-speed railway going to Europe in Estonian side is already chosen - it passes Pärnu (Eesti 2010 [19]). This position is fixed in national planning Estonia 2010 (see Figure 1). Estonian government approved planning mentioned above on the 19th of September in 2000, regulation nr.770-k as well in international planning VASAB 2010. But in spite of that there are nowadays relatively dramatic discussions in Estonian mass media between lobbyists of different railway direction – lobbyists of the different regions.

There have been discussions about four different variants for further high-speed railway trace:
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1) Tallinn – Pärnu – totally new trace parallel with Via Baltica highway and coast area- Iklä border point;
2) Tallinn – Pärnu – by today’s trace to Mõisaküla border point;
3) Tallinn – Viljandi – new (along old narrow-gauge railway dam) to Mõisaküla border point;
4) Tallinn – Tartu – Valga border point.

By common opinion seems that the most realistic versions will use ways through the biggest resort Pärnu (45,000 inhabitants), what is shown also in Estonia 2010 or through the second biggest town Tartu (100,000 inhabitants).

Figure 1: Transport scheme according Estonia 2010, National Spatial Plan (Eesti 2010, 2001)
In one side, to take into account that the main aim for Rail Baltica is to reduce time-spatial distances and the most important target group is Finnish passenger and freight amounts going over Tallinn to Central Europe, it could be completely incomprensible variant to use all the way through Tartu and Valga, through all Estonia and decimate through that the main preferential term for high-speed railway – saving of time. But from the other side, Tartu’s variant would have the biggest hinterland in more-populated North and East Estonia, which means more (domestic) Estonian clients comparing the other variant.

Problems with overloaded oil transit - to bring the Rail Baltica over Valga and Tartu will mean practically to build up the new railway route just next to the existent. Transit railway with wider gauge width going to Russia (at present moment overloaded by oil product transit) is still functioning, but it could be pointless to start building new wheel changing point. Direction Tartu – Tallinn is now relatively decent conditions and will be able to function with little reparation.

At the same time, bringing the high-speed railway to Pärnu will fix up the railway technical infrastructure being now in relatively poor conditions. Also we could avoid conflict between trade transit and high-speed passenger shipment needs as in Tallinn – Tartu – Valga direction. Reconstruction of above-mentioned direction for high-speed railway parallel with transit trade for Estonian ports will create big technical and logistical problems.

But if there are going to be discussions about using railway routes Tallinn – Tartu – Valga (TTV) and Tallinn – Pärnu – Möisaküla (TPM), than comparison from point of view of international high-speed railway shows clearly advantage for TPM route (this is mentioned in international and national level plans):

1) railway route over Möisaküla is 1/5 shorter direction than route over Valga – in Estonia the route should be 80 km shorter, considering total length of the route Tallinn – Riga, even 137 km shorter (that could give about 1 hour gaining of time, what is the aim for the high-speed railway; less maintenance cost; also retrench during the reconstruction of the railway).

2) Comparing with TTV route, TPM route covers appreciably fewer densely populated regions and disturbs less existing infrastructure. When TTV passes through seven towns (Kehra, Tapa, Tamsalu, Jõgeva, Tartu, Elva, Valga) and six times goes through the different downtowns, than TPM goes through four towns (Rapla, Pärnu, Kilingi-Nõmme, Möisaküla) and only in one case touches the main structure of the town (Möisaküla).

3) Analysing railway crossings is recognised that TTV route crosses basic road nine times than TMP just four: need for building expensive viaducts decreases. Going through the towns, and also high-speed railway crossing bigger highways will create the high-risk situation, which presume complementary arrangements for guaranteeing safety. This will lead to rise of total costs of the project. Since the human-life is priceless, arguments for traffic safety are very important. Loss of time, that is caused
by differences between route lengths increase even more when we take into account that going through the towns will reduce speed considerably.

4) TPM route has also the most shelving landscape profile – it means less costs for constructions and energy comparing TTV route, which passes several highlands. From technical point of view TMP route is less problematic when there is need to have width 1435 mm, which is adequate to West European standards.

Regional political reasons - the reconstruction of railway over Pärnu will give so-called new impulse to West Estonian areas and its entrepreneurship (e.g. West Estonian holiday-resorts will be open for all European tourists – that could help to reduce so far unilateral economy directed to Finnish market and in conclusion will help to balance our national foreign trade balance) and at the same time will improve resident's capacity of movement, but the same problems and gains we meet in East Estonia in the case of Tartu route.

To the conclusion, considering the main goal of Rail Baltica, the best solution might be new modern railway corridor on Pärnu direction. It will complement, in transport policy and regional policy thinking, two present corridors addressed to East direction (Tallinn – Narva, Tallinn – Tartu). We must to underline that final decisions will depend on results of pre-feasibility studies and solving of planning problems on different level, but also from the will of politicians, especially in the beginning stage.

2.2 Co-operation in reality

The international co-operation project Via Baltica Spatial Development Zone included three counties in Estonia: Harjumaa, Raplamaa and Pärnumaa and ended after two years of international co-work in 2001. As the result of project goals and strategic vision for development corridor formed, based on what plan of activities for realizing the goals were agreed. Among those goals is mentioned further co-operation in field of developing high-speed rail link between Helsinki and Berlin (see Figure 2).

During the co-operation project there have been different opinions about the establishment of high-speed railway. In general we can make the conclusion, that Estonian and Finnish counties are very interested about it and the present Railway companies in those countries do not have a real interest. Officially the two countries consider the opportunity to establish the high-speed railway quite feasible if it is partly financed by EU. Germans were interested about the idea of high-speed railway that will be connected to the existing EU public transport system, when the train would reach Berlin from Helsinki with about 8 hours. The preliminary Lithuanian and Latvian waiting attitude has been replaced with support to the idea of high-speed railway link to the centre of Europe. For Poland the idea of railway is officially interesting but in reality the governing body of State Railway consider it utopian and focuses to the development of eastern transit links, which are economically more important for the country. All in all the positions can be summarized as follows: most of the countries support the
idea, but do not want to take any quick official steps for realizing it. The reasons are both the present different political opinions and uncertainty of economical profitableness.

Figure 2: Route of Rail Baltica and Via Baltica according VBSDZ. Unofficial illustration.

It is clear that the realization of the high-speed rail link would not be possible if only these six countries would finance it. The priorities and financing needs are directed and mainly focused to rather big rearrangements in society, as most of them have to solve heavy burden of urgent social-, environmental-, economical-, and state security problems based on Soviet occupation or Eastern Block burden. Because Estonia, Latvia, Lithuania have recently received the confidence in possibility to become the member states of European Union, we may hope that the development focus from security and economy begins to change to social and cultural contacts as well as into establishing infrastructure links for faster movement of inhabitants.

If we return to the Torremolinos Charter: "Spatial planning facilitates co-ordination between the various levels of decision-making and the equalization of financial resources. The various authorities involved in regional-spatial planning policy need to be given the power to take and carry out decisions, as well as adequate financial means. In order to ensure optimal co-ordination between local, regional, national and European levels, also as regards trans-frontier co-
operation, their actions must always take into account any measures introduced or
planned at the level above or below their own and, consequently, they must keep
one another regularly informed” (Charter [6]). If we take this as a background,
then the international plans should be bases for national plans, national plans for
regional plans (county plans in case of Estonia) and the last one in turn for
comprehensive plans for local municipalities. The same system must also work in
opposite direction.

The theme about pre-feasibility study, theme planning, selection of trace and
environmental impact assessment of high-speed railway has once again raised on
the agenda during the year 2002 in course of the project *Via Baltica Spatial
Development Zone*. There has been applied money for the co-operation between
states from different EU programs for carrying this through.

Because the high-speed railway has been on the agenda since the beginning of
the 1990s, some steps already have been taken for planning measures for
guaranteeing its realization at regional and local levels.

### 3 Conflicts arising from different frames of thinking

According to the *Planning and Building Act* (and also according to the new
*Planning Act* valid from 01.01.2003 in Estonia) the approved nation–wide plan is
the base for county plans. Although the first stage of Harju County Plan was
finished before *Estonia 2010*, there is also reflected the theme of high speed
railway. The Plan makes a proposal for the location of railway corridor within
Harju County. The foundation of high-speed rail is also possible according to the
plans of Pärnu and Rapla counties.

Despite of this actual final railway route is not selected. This causes problems
in local planning level while handling everyday construction and land use as well
as planning questions ([Lass, [20]]). The reason for this is the legislation of
Estonia, according to which the duty to redeem the lands, which would be
expropriated or no longer used for existing purpose, lays on state or local
municipalities. According the idea state should purchase the land that needs to
secure state priorities and local municipality should purchase the land that needs
for local public or infrastructure development. The problem in case of high speed
rail route can be summarized as follows: officially there is no state level binding
decision that the railway should be built but unofficially and in state planning
guidelines it is stressed as one of the priorities. So local municipality cannot take
states interest as a security but has to purchase the land itself if it will mark the
land under the route as land for public (transportation) use. That is regardless,
because the purchase of land for high-speed rail is everything but local interest.
When the rest of the municipalities, towns were in the situation, where they had
to set only the possible route location on above the ground, then the Viimsi
Municipality had to guarantee the possible foundation of Tallinn-Helsinki
railway tunnel during the making of their comprehensive plan, which was
imposed in 2000.
During the composing of Comprehensive Plan for Continental Area of Viimsi Municipality there arose an illogical situation. On one hand the idea of high-speed railway and tunnel had been unnoticeably approved on international and state level, which worked as planning guidelines for the municipality. Decision was also supported by the imposed first stage of Harju County Plan. On the other hand state had not began to deal with the selection of railway trace. No actions were taken also related to purchase the land under the possible rail route; even the Estonian land reform would have been ideal chance for the state to keep the necessary rout in state ownership. Instead of that, based on correcting the 50 years of occupation land was privatised to its previous owners. Even further, state has sold to private owners also that had no proclaims from private persons. This means that building the railway in Estonia has to take into account also land purchase costs for the state.

Comprehensive Plan for Continental Area of Viimsi Municipality had wide public participation. As the municipality is situated on the peninsula very near the Tallinn Centrum it is attractive as housing district. So the wide public interest was expected. Main wishes from citizens were nominating the new housing areas as well as reduction of Oil Traffic on existing rail link between Muuga and Miiduranna ports. It was not at all expected from the public that high-speed rail route will also rise as an issue. This was too long time frame of thinking for ordinary people.

Torremolinos Charter states that it should all be based on public participation. “It is essential that the citizen be informed clearly and in a comprehensive way at all stages of the planning process and in the framework of institutional structures and procedures (Charter [6]). It was a bit of the surprise for the citizens of Viimsi that there is some kind of approval for building the high-speed railroad between Berlin and Helsinki that influences local planning and their own ideas how to develop real estate in the area.

“Viimsi Municipality came in the situation during its planning, where the County Governor’s preliminary demands (which were later cancelled related to exact route positioning) required leaving some land for railway tunnel building purposes as well as railroad route” (Lass [20]). It would have meant in the comprehensive plan that municipality would have to change the main function of land use - to traffic land. This again would have meant in quite large range the expropriation. In one hand the transport land in the comprehensive plan is, and on the other hand is not (as there is the lack of plan of activities and budgetary resources in that field), state priority, the total monetary responsibilities threaten to fall on the shoulders of Viimsi municipality. The discussions between the Viimsi Municipal Government and Harju County Governor, who can be considered as the representative of Estonian State, lead at the last minute to the only possible solution. The new building right was given so little as possible for the land under the railway and there was not seen any immediate changes in present function of land use. Problem was solved for the moment but securing land for railway rote was moved to uncertain future.
The compromise was the reservation of land with the recommended shape, which in practice meant that if there were no direct building interest from private persons at the time, building of anything but transport facilities after that would have to go through detail land use planning procedure. No other direct restrictions. The trick in this was the opportunity to leave all financial demands into the future and to relate them with detail land use planning procedures. But the negative aspect has been raised during the last two years, the pressure of real estate developers have been crowing because they are interested in building on the empty land that is situated near to Estonia’s biggest port Muuga as well as to centre of Tallinn. So far the land there is still in sale as no real steps are taken from the state, no one is really sure how the land reservation in comprehensive plan will affect possible housing projects on the area. But it is not wise to relay only to that. Even more, this land could also become interest of different industries as suitable place for warehouses near the Muuga Port. If the first detail land use plan on the area gets through somehow, others will follow. This is sooner or later caused by the increase in land prices and strong constructional pressure at Viimsi peninsula. Currently Viimsi is the municipality in Estonia, which issues the most building permits every year per 1000 inhabitants.

In one hand there is no problem, because the foundation of high-speed railway on Estonian territory has been already decided, but on other hand the decision is made through the documents, which are guidelines and not legally binding. If local municipality wants to follow these international or national level guidelines, it will have a serious paradox: The comprehensive plan is binding and directing bases for land use. It is not possible to bring bindingly the trace of fast railway into the comprehensive plan, before the state has not made the binding decision for this and located real money to buy out the land or to keep the existing state owned land free of new constructions. The problem is that local governments have to do comprehensive plans, which are the bases of land use and constructional activities. If they change the land use for traffic purpose for enabling the rail route, they find themselves paying out compulsory compensation. But there are not enough resources to pay this money as the real interest is far form being the local interest. But the state would not give the money for the foundation of railway until the decision is made and money found for backing it up. It has worked like this so far, but will it work in the same way in the future as land prices have the tendency of going up when Estonia is becoming a member state of the EU?

Estonia must prove in collaboration with its five partners at international level the purpose of the idea of high-speed railway through feasibility studies, choice of trace and environmental impact assessment to overcome this problem. An international round table or something like that must be called together, where delegations with the right of making decisions for their countries and EU organizations can deal with this theme. The first steps for this were made in the year 2002. The precondition for developing the idea of high-speed railway seems to be now favourable than ever before. This is supported also by E.S.D.P., Via Baltica Spatial Development Zone, Estonia 2010, as well as both the county
plans and several comprehensive plans for municipalities. There are at the moment both - experience and interest to continue international cooperation in this field.

4 Concluding remarks

Compiling the plan gives us an opportunity to think over by which rules we must operate in the future, how to set up the goals and find resources to reach them. In the same time "the effect of a strategic plan for spatial development is the outcome of what all relevant bodies do with the statements in that plan" (Khanee [21]). So, for the parties involved the next logical step must be choosing the route for Rail Baltica, which would be the extension project for Via Baltica Spatial Development Zone co-operation. As said, this mostly needs initiative and will from appropriate administrations. If we do not begin now to realize our dream about fast travel on railway from Berlin to Tallinn and further on through the tunnel to Helsinki, we will face more and more obstacles. The politicians must raise the Tunnel project at national level. The reason not to deal with it cannot be the lack of plans, because in places there are plans at all five levels: European, regional, national, county and local level, which are supportive for the realization of the idea. At the same time "the reality of many EU programmes is that they are product of detailed work by committees or expert groups composed of representatives of national, regional and local administrations. Such groups often develop their own social bonds and subculture, often outside structures of formal political accountability, adopting an managerial style of working and achieving legitimating by results" (Williams [22]). In this case local level has been left out and later forced in co-operation by the right of stronger parties. It can be concluded that the idea presented by Viimsi municipality to enter the railway in the plan of local level, would be followed by many municipalities and towns, if there would arise an agreement both in EU level as well as between states; and if the state and EU level will give guarantees regarding financial and political questions. But if this would not arise quickly, the current indecision phase would make the project only more expensive as new building development projects will take place, as there is already a real threat in case of Viimsi. The municipality has given its readiness for dialog to both for Estonian State and to other parties, who are interested about the co-operation at European level. Are there any followers to the Viimsis brave steps so far? Will the following EU projects reach to the marking of real route and the guaranteeing of railway construction? It is sure, that every new building in possible railway route is a good sign for those, who have doubts about the economical purpose of the foundation of railway. For them it means that more buildings have to be bought and demolished by the state before it is possible to build an actual railway. It means - the more expensive the project will turn out to be; the easier is to show that it is not profitable or needed.

Are we ready to follow in practice the principles of Torremolinos Charter that guarantee the co-operation at the various levels: local, regional, state and European level? Can we co-operate over borders of states? I think we are, plans
prove that, there are taken into account already various things, what are planned one level below or above. The key is co-operation and making agreements, because only these may lead from vision level to real actions.

References


