

**동아시아 철도 공동체 수립 전략
출장 보고서**

2019. 4. 24

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1. 출장 개요

- 출장목적: 동아시아 철도 공동체(EARC)의 배경 및 비전을 소개하고, EARC의 사업 추진 시 PPP를 통한 자원조달에 대한 경험 사례 및 전문가 의견 청취
- 대상국가: 프랑스(파리)
- 출장기간: 2019.04.15 ~ 19 (3박 5일)
- 출 장 자: 김강수 선임연구위원

2. 주요 출장내용

가. OECD 고위 PPP 및 인프라 관계자 연차 총회 참석

- PPP를 통한 대규모 인프라 투자사업 자원조달 및 효율적 추진 방안 논의
- PPP 시장 및 인프라 투자 관련 거버넌스 동향 및 OECD 각 국의 제도 개혁 사례 청취

나. OECD 재정 인프라 포럼 참석

- 인프라 구축의 필요성, 효과적인 인프라 구축을 위한 바람직한 규제, 대규모 국제 인프라 사업 추진 시 재정 투입과 관련한 선진 국가 사례 및 경험 청취

다. ITF(International Transport Forum) 연차 총회 시 동아시아 경제 및 안보통합을 위한 우리나라의 동아시아 철도 협력 정책 소개

- ITF 사무총장에게 동아시아 철도의 배경 및 비전을 소개하고, 2019 ITF 연차 총회 (주제 : Transport Connectivity for Regional Integration) Session 에서 우리나라의 동아시아 철도 협력 정책을 소개하는 방안 강구

3. 회의 내용

□ PPP 시장 및 인프라 투자 관련 거버넌스 동향 및 제도 개혁

- PPP 시장 및 인프라 거버넌스에 대한 최근의 동향 및 추이를 소개하고, 이탈리아와 아르헨티나의 PPP 제도 개혁 사례와 경험을 공유

□ 인프라 투자 목표와 연계한 전략 계획 수립

- OECD ITF에서 수행하고 있는 인프라 투자 전략 계획에 대한 연구
- 인프라 투자 목표를 수용할 수 있는 전략 계획의 필요성에 대해서 논의하고 아일랜드와 캐나다의 사례와 경험을 공유
- 한국의 경우, 프로젝트 선정에 있어서 경제적 효율성, 지역균형발전, 일자리 창출 등 다양한 인프라 투자의 목적들을 사업선정에 있어서 포함하여 분석 할 수 있는 평가 프레임 개발. 한국의 경우 경제적 효율성 보다는 최근 지역균형발전, 삶의 질, 일자리 창출에 보다 인프라 투자의 목표를 설정하고 있다는 경향을 소개 함.
 - 경제적 효율성, 정책적 분석, 지역균형발전의 목표 등을 통합하여 의사결정을 수행하는 AHP에 대해 소개 함

□ 인프라 거버넌스 지표

- OECD에서는 각 국의 인프라 거버넌스에 대한 평가를 위해 지표를 개발 중. 이를 통해 인프라 거버넌스에 대한 장점과 단점을 파악하고 개선 사항을 파악
- 지표 개발 프레임에 대한 조언
 - 무엇을 평가하며, 어떻게 평가하며, 누가 평가할 것인지를 고려해야 함
 - 무엇을 평가하기 위해서는 인프라 거버넌스에 직면하고 있는 문제가 무엇인지를 사전에 파악하는 것이 선행되어야 함. 그리고 이를 해결하기 위한 정책이 무엇인지를 고려해야 함
 - 거버넌스 지표는 프로젝트의 일반적인 추진 과정, 즉 계획, 사전평가, 수행, 사후 평가 단계별로 거버넌스 지표를 개발하는 것이 바람직 함
 - 지표를 개발 후 궁극적으로 인프라 거버넌스의 효율성과 효과성을 나타내는

Index를 개발하는 것이 바람직

- 지표 개발 후, 평가 자료의 신뢰성 및 투명성을 위해, 각 국의 인프라 거버넌스 체계를 누가 평가할 것인지도 매우 중요한 문제임. 자국의 전문가 또는 공무원이 평가한다면 평가 결과의 편향성이 발생할 수도 있음.

□ 카자흐스탄 민간투자제도

- OECD에서 수행한 카자흐스탄 민간투자제도에 대한 검토 보고서를 논의
- OECD 에서 제안한 정책제언은 다음과 같고, 우리나라의 경우에도 적용 가능한 정책제언이라고 생각함
 - 민간투자사업 준비 역량
 - 양적인 측면보다는 질적인 측면을 고려한 민간투자사업 추진
 - 민간투자사업 선정기준 및 방법에 대한 개선
 - 민간투자사업을 추진하는데 있어서 투명성과 민간투자사업이 초래할 수 있는 우발비용에 대한 고려

□ 위험과 불확성을 고려하는 인프라 투자

- 민간투자사업을 비롯한 인프라 투자에는 다양한 위험과 불확실성이 존재. 이를 인지하고 어떻게 관리하는 것이 인프라 투자의 성과를 결정
- 동아시아 철도 사업과 관련하여 정치적, 각 국의 다양한 제도적 사업의 불확실성을 고려하는 투자 분석이 필요

□ 동아시아 철도 공동체 배경 및 비전 소개

- OECD ITF 사무 총장에게 동아시아 철도 공동체 배경 및 목적 그리고 주요 연구내용을 소개
 - 2019 ITF 연차 총회 (주제: Transport Connectivity for Regional Integration) Session 에서 우리나라의 동아시아 철도 협력 정책을 소개하는 방안 강구
- 영문 소개 자료는 별첨 3 참조

12th Annual Meeting of the OECD Network of Senior PPP and Infrastructure Officials

Better governance for better investment decisions

16th April 2019
 OECD Headquarters, Paris

DRAFT-AGENDA

9:00-9:15	Opening Session
9:15-10:00	<p>SESSION 1: New developments in infrastructure governance</p> <p>This session aims to update delegates on developments and new trends in infrastructure governance. After an introduction on global trends, including the OECD's work on infrastructure governance, selected countries will share highlights from recent institutional reforms and developments in the infrastructure and PPP sectors.</p>
10:00-11:00	<p>SESSION 2: Strategic planning to reconcile multiple objectives</p> <p>Strategic planning is a critical component of a successful infrastructure programme. However, infrastructure investment can involve multiple institutions, jurisdictions, and levels of government, which can make it difficult to design a clear and coherent strategic vision.</p> <p>Further, infrastructure planning needs to respond to multiple objectives, such as economic, environmental, fiscal and social objectives. However, not all the objectives will necessarily align or will occur at the same time, which can create uncertainty about whether the proposed infrastructure will produce the intended results. This session aims to identify good practices for promoting strategic planning across a multiple objective environment.</p>
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11:00-11:30	<i>Coffee</i>
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11:30-12:30	<p>SESSION 3: Working Session on the OECD Infrastructure Governance Indicators</p> <p>The Secretariat is preparing infrastructure governance indicators, which aim to measure the processes, tools and practices supporting governance processes. Countries can use the indicators to assess the adequacy of infrastructure governance systems and to identify key strengths and challenges.</p> <p>This session will focus on two steps required to develop the indicators: (i) developing the framework and (ii) selecting the contributing measures. The Secretariat will present a proposal to the delegates for discussion.</p>

12:30-14:00 Lunch

14:00-15:00 SESSION 4: Working session – Kazakhstan PPP Review

Kazakhstan has put in place a well-structured legal and institutional framework for preparing Public Private Partnerships (PPPs) at both the national and regional level. The government has prioritised PPPs as a delivery mode for both economic and social infrastructure. In terms of priority areas for reform, the report outlines capacity building (particularly during the project preparation phase), the need to promote quality over quantity of PPPs, strengthening the methods used to guide the choice of delivery mode, and transparency and accounting of contingent liabilities.

This session will present the main conclusions and recommendations of the OECD Review of PPPs in Kazakhstan.

15:00-16:00 SESSION 5: Strengthening capacities to manage infrastructure better

Capacity building to manage infrastructure refers to the institutional arrangements, technical capabilities, economic resources and policy practices that affect the life cycle of infrastructure projects. It is a “learning-by-doing” process to equip national and subnational governments with the necessary tools and competencies.

This session aims to identify good practices for strengthening capacities for public infrastructure.

16:00-16:30 Coffee

16:30-17:15 SESSION 6: Choosing the mode of delivery: Managing risk and uncertainty

Choosing how to implement an infrastructure project impacts on the degree of control a government can exert during the implementation process. In many countries, that choice (or mode) is based on past practices and lacks specific criteria to assess alternatives. Depending on the allocation of risk, the size of the project, and the level of control desired, a government can identify an efficient mode, ranging from public works through to a public private partnership – or a hybrid approach that combines the two.

This session will identify key challenges that countries face when deciding on the mode with which to deliver an infrastructure asset, and will identify good practices to manage the challenges.

17:15-17:30 SESSION 7: Closing remarks

17:30	Cocktail
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Delivering Quality Infrastructure – Meeting the Governance Challenge

4th OECD Forum on Governance of Infrastructure

17 April 2019, OECD Headquarters, Paris

DRAFT AGENDA

This annual Forum brings together key decision-makers representing relevant stakeholders from both the public and private sectors -- from centres of government, ministries of finance, regulators and sub-national governments, financial institutions and institutional investors -- to exchange experience on the role of infrastructure governance in delivering quality infrastructure.

9:30-10:00	<p>Opening remarks</p> <p><u>Chair:</u> Mr. Thomas Barrett, Senior Fellow at the Brookings Institution (Non-resident), Former Permanent Representative for the European Investment Bank (EIB) and Minister of the EU Delegation to the United States.</p>
10:00-11:00	<p>Session 1: Ensuring affordability, economic viability, and fiscal sustainability</p> <p>Regardless of the delivery mode, governments aim to ensure that infrastructure projects are economically, fiscally and financially viable and that the overall national sectoral strategic investment programme is sustainable. Good governance is essential to ensure these assessments are not only carried out at the project selection stage but are also sustained throughout the project lifecycle. This requires a strong link between the project investment and the fiscal framework of the country. Poor management of infrastructure policy places pressure on public finances and deprives citizens and businesses of necessary high quality infrastructure.</p>
11:00-11:15	<p>Key Note Speech on G20 Presidency: Governance matters for quality infrastructure</p>
11:15-11:45	<p>Coffee</p>
11:45-13:00	<p>Session 2: Sustainable investment through effective economic regulation</p> <p>A lack of effective and trusted institutions to regulate infrastructure networks can reduce the potential benefits that can be achieved from those networks (e.g. financial performance, cost, safety, reliability, quality of service). Credibility and trust are enhanced through regulatory transparency, clear responsibility for public authorities and a stable policy framework. Greater confidence in the regulatory system allows regulators to set and enforce appropriate standards and play an important role in creating an enabling a supportive environment for</p>

investment by private and public sector companies. For the private sector in particular and for users, political and regulatory risks result in higher costs of finance and reduce investment capacity in the long-term.

13:00-14:30	Lunch
14:30-15:30	Session 3: Improving infrastructure integrity: how can new technologies help? Public investment in infrastructure is, based on experience of certain sectors and countries, prone to corruption – and corruption carries a high cost. Direct impacts include scarcity of essential services, lower quality services, unfair competition and misallocation of public funds. Corruption also imposes indirect costs, such as lower incentives to innovate and less trust in government institutions. However, new technologies and better access data shed new light on potentially corrupt practices. This session highlights lessons from using data analytics and other innovative mechanisms to detect and reduce fraud and corruption in public investment.
15:30-16:30	Session 4: Strengthening the resilience of critical infrastructure Infrastructure resilience helps to minimise the disruption of essential services and contributes to the viability and sustainability of infrastructure investments. In view of the uncertainties of future climatic, demographic and economic conditions, care is needed when planning infrastructure in order to prioritize solutions that maximise resilience. Implementing Quality Infrastructure framework and approach can increase resilience; however, governments need to work with the private sector to ensure that the organisational capacity and incentives for ensuring resilience are in place.
16:30-17:00	Coffee
17:00-17:45	Session 5: Trends and future work in infrastructure governance The final session will present recent and future initiatives by the OECD and partners to help address the emerging challenges and opportunities of infrastructure governance.
17:45-18:00	Session 6 : Summary and closing remarks
18:00	Cocktail Reception

I . Background and Purpose of the Study

Visualization of Trans-Korean and International Railway.

- With Pyongyang Joint Declaration of September 2018, it was agreed to hold a ground-breaking ceremony for the reconnection of the Trans-Korean railway within the year. Accordingly, the ground-breaking ceremony was held at Panmun Station in the North Korean border city of Kaesong on December 26th, 2018, with senior officials and civilians involved in railway cooperation between the two sides.
- Joining the International Railway Cooperation Organization (OSJD) at June 2018 has laid the groundwork for connecting international railways. Consequently, cooperation between key countries has become necessary.

In Liberation Day Speech on August 15th, 2018, the government proposed the formation for East Asia Railways Community (EARC) involving the six Northeast Asian countries, namely South Korea, North Korea, China, Russia, Mongolia and Japan, in addition to the United States.

- Through the EARC, it is expected to expand economic landscape to the Northern Continent and create a foundation for a co-prosperity and multilateral peace and security system in Northeast Asia.
- To this end, it is required to boost the driving force by encouraging North Korea to involve, resolving conflicts among Northeast Asian countries and raising interest.



To ensure the successful launch of the EARC, it is necessary to build business models and strategies that will lead to the participation of the six Northeast Asian countries, and to develop and implement a step-by-step roadmap.

- It is crucial to make an establishment and implementation plan for the EARC which can be proposed to related countries, considering the various aspects such as transportation, economy, diplomacy and security.

Why EARC?

- Sustainable International Cooperation Platform for the realization of the Northern Policy.
- A balanced approach in terms of connecting to the continent through Inter-Korean cooperation and laying the foundation for an integrated participation of Eurasia such as EAEU and BRI.
- Ensuring the substantiality of the Northern Policy by solving practically the lack of funds, less favorable response from partner countries and absence of the United States, which in the past contributed to the failure of the Northern Policy.
- Strategies to strengthen the status of Korea as a middle power by reaffirming the consensus on regional peace through economic cooperation and expand the “locational power” as an intermediary taking advantage of geographical features of the Korean Peninsula.
- A first international organization responding to the huge demand for Eurasian infrastructure.
- North Korea’s soft landing of regional international cooperation.

II . Main Research Contents



A Proposal for Foundation of the EARC

- An Analysis of the Current Situations in Relevant Countries
- Case Analysis – Similar International Organizations
- The Establishment of the Concept
- The Organizational Structure



A Review of the Possible EARC’ s Projects

- An Analysis of Possible Projects
- A Feasibility Study of Possible Projects



Establishing Strategies for EARC

- An Analysis of Relevant Countries’ Strategic Benefit regarding EARC
- Strategies to Persuade Related Countries



Building a Roadmap for EARC Establishment

- An Analysis of Similar Cases at Home and Abroad
- Plan and Strategies in Detail
- Implementation Mechanism
- Expected Outcomes of EARC