Practical Guide to Cross-border Cooperation

Third Edition 2000
The publication of the new ‘Practical Guide to Cross-border Cooperation’ comes at a time when Community pre-accession assistance, in particular PHARE, is being directed towards the same priorities and methods characteristic of the programmes financed under the European Union’s Structural Funds.

‘Moving towards Structural Funds, while delivering the reforms introduced in 1997’, is precisely the main ambition of the Commission’s new Communication: ‘PHARE 2000 Review - Strengthening Preparations for membership’ approved on 27 October.

In view of the forthcoming enlargement of the Union, the explanation for this change of approach is twofold:

First, to allow the candidate countries to benefit from a first generation of integrated regional development programmes, thereby helping to contribute to economic and social cohesion in the wider Europe.

Secondly, to help them put in place the administrative and budgetary structures necessary for the successful implementation of the Structural Funds after accession.

In pursuit of these objectives, multi-annual strategic programming will be introduced for the period 2002-2006 for those countries where the quality of National Development Plans and National Programmes for the Adoption of the acquis so permits.

In addition, funds under the national PHARE programmes will be used for actions of the type undertaken in the Fifteen under Objective 1 in the context of fully integrated regional development programmes, representing a decisive move away from support for individual projects towards a global, strategic approach. This will be accompanied by decentralised management from 2002 onwards, provided certain pre-conditions are met, with technical support being provided to improve management capacities in the countries concerned.

Last but not least, in the field of cross-border cooperation, the Commission has introduced a number of modifications to the methods used by PHARE CBC programmes in the candidate countries in order to make them more coherent with the INTERREG programme in the Fifteen. This will contribute to greater effectiveness in the actions supported by the Union in view of the particular problems faced by the border regions.
First of all, from 2002, it will be possible for partners on the borders to construct longer-term programmes for the period up to until 2006, on the basis of an indicative financial allocation for the same period. This will provide the conditions for common programming across frontiers under PHARE CBC/INTERREG.

Secondly, as is the case for INTERREG and the Structural Funds, cross-border programmes supported by PHARE CBC will be better integrated into the candidate countries’ overall regional development policy, as reflected notably in the National Development Plan.

Thirdly, through a more extended use of so-called ‘grant schemes’ under PHARE CBC, which are designed to be directly comparable to ‘measures’ under INTERREG, previously existing differences in project size will be overcome, provided the candidate country meets conditions in terms of financial management and control capacities. A more important role for defining and implementing programmes will be entrusted to local actors in the regions.

And finally, there will be more scope for the association of the candidate countries with transnational co-operation programmes supported by INTERREG, in particular, in the Baltic Sea area.

In order to take full advantage of the new opportunities, it will be necessary to boost absorption capacities in candidate countries, including the border regions. Enhancing the capacity of implementing agencies, of local and regional authorities, and of other players of civil society in the border regions, will be a key prerequisite for successful co-operation. In this context, much, of course, depends on the candidate countries themselves in the effort to enhance management capacities, and to ensure that decentralised management becomes a reality both in general and in the new cross-border co-operation programmes in particular.

In this respect, we welcome this Practical Guide as a useful tool for CBC practitioners, and we wish its users every success in the renewed effort to promote cross-border cooperation between border regions in the existing Member States of the Union and those soon to join them.

Günter Verheugen

Michel Barnier
ACKNOWLEDGEMENTS

The production of the LACE Guide was made possible by the initiatives and practical experiences of a large number of European border regions. Many have directly contributed by furnishing examples.

The texts of the Guide were written by Jens Gabbe, Dr Viktor von Malchus, AEBR, and Haris Martinos of "LRDP".

The examples were compiled by Roland Blomeyer, LRDP.

Although considerable efforts were made to check the information contained in this Guide, given the nature of this document it is virtually impossible to guarantee the accuracy of all information. Consequently, the reader is requested to provide comments and corrections to the AEBR Secretariat, which will see to it that these are taken into account in future editions of the Guide.
INTRODUCTION

The AEBR and the European Commission have worked together actively since 1990 within the LACE ("Linkage, Assistance and Cooperation for the European Border Regions") project, by providing information and advisory assistance to European border regions. The centrepiece of the LACE project's activities consists of compiling and distributing examples of good practice and encouraging the formation of networks between all border regions. This work has made an invaluable contribution to encouraging cross-border cooperation. In addition, it has made it easier to carry out INTERREG I and II and Phare CBC programmes, and to prepare for future INTERREG IIIA and Phare CBC programmes.

It would be preferable if the LACE Guide could provide important information and advice to a large number of people in the border regions throughout Europe, both experienced working-level officials and new participants in cross-border cooperation. The Guide should be used in conjunction with the LACE Website and other network activities such as fact-finding visits and exchanges. This would enable the reader to derive the maximum benefit.

Experienced officials can work with selected chapters of the Guide. New people working in cross-border cooperation will benefit most by carefully and systematically studying all parts.

**Part A** provides a detailed background that will be particularly useful for persons contemplating new cross-border activities. **Part B** deals with structures of cross-border cooperation, and **Part C** with important areas of cross-border activities such as transport, tourism and economic development; both contain a wealth of examples of interest to all users of the Guide.

The extension of the LACE project to the countries of Central and Eastern Europe in 1996 and 1999, made possible by the support of the European Commission under the Phare CBC programme, was another reason to revise the Guide. Additional examples of good practice were taken from the Phare countries and other examples were updated.

Cross-border cooperation continues to develop rapidly throughout Europe. In such a dynamic environment the Guide cannot be seen as a static tool. As a result, the AEBR is planning to regularly revise it as part of the LACE network activities. The active participation of border regions in this process is the only guarantee of the Guide's continuing importance and quality.
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PART A
THE FRAMEWORK
CHAPTER A 1: MOTIVES FOR CROSS-BORDER COOPERATION

OUTLINE:

This chapter presents the historical background to the problems facing the people and the communities in border regions. It outlines the actions for cross-border initiatives which have been undertaken during the last 50 years in order to overcome historical barriers through cross-border cooperation. It concludes with a brief review of the role of regions as the motor of cross-border development in Europe.

KEY POINTS:

- The barrier effect of national borders has been created by historic developments in the last three centuries and has been reinforced by military, administrative and socio-economic policies. This situation caused serious disadvantages for the people and the regional/local and social partners in border regions.
- Since 1950, pioneering groups of border regions, mainly on the N/S/SF, NL/D and D/F/CH borders, have initiated and developed cross-border cooperation in order to overcome these historical barriers, and to redress the imbalances, inequalities and problems of peripherality caused by the barrier effect of national borders. These regions had already at that time started to deal with large numbers of misguided investments and everyday absurdities resulting from the uncoordinated activities of national authorities and they committed themselves to the elaboration of suitable solutions.
- Cross-border regional and local structures dealing with specific issues, tasks and problems, concerning the inhabitants on both sides of the borders, constituted the earliest form of cross-border cooperation structures. These have led to the subsequent formation of multi-purpose umbrella associations in the 1960s and 1970s, which dealt with a comprehensive range of issues.
- New conditions in the late 1980s and during the 1990s, the establishment of the European Single Market, the political changes in CEEC and their continuously increasing approach and association to the EU have, broadened and deepened cross-border cooperation. EU regional policy, at first by means of the INTERREG Initiative and later by Phare CBC (basically also by TACIS CBC and MEDA), firmly accelerated cross-border development and supported the elaboration of cross-border programmes to overcome border problems hindering European integration. At the same time, cross-border structures as a long-term organisation have been established at practically all EU internal borders, as well as also in all associated countries at the EU external borders and even beyond.
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Historical Background

Europe is characterised not only by its diverse, but nevertheless often shared culture and history, but also by its many borders. The "patchwork of historic landscapes" forming during the Middle Ages developed during the 19th and 20th centuries into the characteristic structure of European states. Most of these states still exist today, each of them having its individual development. Only a few states have experienced long-existing borders, such as that between Spain and Portugal, which is the oldest State border in Europe. The state borders, which were created in Europe during the last three centuries – in the Baltic States and in the Balkan area even during the last years – often separate regions and ethnic groups, which actually belong together. By this proceeding unnatural borders have been created and together with it, to fear of military aggression which, on the other hand, led to the development of extremely sparsely-populated border areas. Economic activity, commerce and population have tended to dwindle away from the borders to the centre of the national states. Transport routes often used to run parallel to the national borders, mainly for military reasons. In those border areas, which have got raw materials such as coal and ore, important industries emerged, which led to an increase in population and wealth. Yet, this development frequently caused envy and covetousness on part of the neighbours, political disagreements and even wars. However, apart from these exceptions, the European border areas rather developed into peripheral, structurally weak areas with limited transport links. Natural borders, such as rivers, lakes, seas and mountains even reinforced frontier barriers. After 1945 political ideologies and the ambitions of individual military blocs turned some of these state borders into "sealed" unbridgeable borders (Iron Curtains).

Different policies on either side of the border, especially concerning law, administration, taxation, economics, culture and social affairs, supported the transformation from state borders into actually noticeable barriers between national states. The people in the border regions, who were most affected by the consequences of historic conflicts, developed mutual fears and animosities. These conditions, in turn, had negative effects on the willingness to cooperate and to establish closer contacts.

Overcoming Historical Barriers Through Cross-border Cooperation

Today, cross-border cooperation in adjacent border areas frequently has got a long tradition in Europe. However, in some countries of Western Europe, such as Greece, Spain, Portugal, cross-border cooperation first became feasible in the 1980s, thanks to far-reaching political changes, the establishment of democratic systems and membership of the European Union. In the countries of Central and Eastern Europe a similar process could not develop before 1989.

Shortly after the Second World War, already in the 1950s, representatives of numerous European border areas got together in order to discuss the dismantling of border barriers and the possibilities for cross-border cooperation. This was motivated mainly by the desire to raise living standards, to ensure lasting peace as well as to overcome border barriers, restrictions and other factors, which had led to the separation of people and institutions in
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adjacent border areas. This also included the overcoming of natural borders by the construction of bridges and tunnels.

After the 2nd World War, the people in different border areas, such as D/F, D/NL and in the Scandinavian countries, stated that they would have to alleviate or even totally eliminate the negative effects caused by borders if they wished to lead the same life than the people living in the heartlands. They soon discovered, however, that due to the absence of legal and administrative competence this could be achieved with only limited success in their communities and regions. As a consequence, they began to establish communal and regional associations on both sides of the border, each of them subject to the national legislation, which related to areas of common concern, and which aimed to improve cross-border cooperation. Some of these associations often joined together to form a cross-border umbrella association (euroregions or similar structures). From the 1960s to date they have on all political and administrative levels persistently pursued a policy of improving the socio-cultural and economic situation for the people living in the border areas and of alleviating or eliminating border barriers.

It turned out rather quickly that the population in the border regions expected from the border and cross-border regions solutions to problems for which above all the national governments bear responsibility, e.g. in the areas of:

- public administration and planning, different administrative structures, planning organisation and methods;
- taxation, social security, training and education, competition, commuting traffic and utilities;
- language training and acceptance of qualifications;
- road- construction, utilities, infrastructure, and environment.

Cross-border problems in these areas have frequently resulted in misguided investments on both sides of the border, and in numerous absurdities in everyday situations.

Since the beginning of the 1970s, the border regions started to pursue their policies successfully with the help of the Association of European Border Regions (AEBR), which was founded in 1971. AEBR established close contacts to the Council of Europe, the European Parliament, the European Commission and national governments. The network of border and cross-border regions in Europe has become a powerful force in the development of cross-border cooperation on all European borders, the enhancement of the European integration and the development of European aid programmes in favour of the border regions in the whole of Europe.

Regions as the Motor of Cross-border Cooperation

At the end of the 1980s, the establishment of the European Single Market and the democratic developments in Central and Eastern Europe opened most national borders even further. Numerous new border and cross-border regions were established and became members of AEBR. At the same time, other opportunities of
cooperation arose, such as the fixed link projects (bridges, tunnels) between France and Britain, and Denmark and Sweden. The opening up of the borders and the drawing of new ones placed attention on remaining border problems. It became clear that the objective of EU integration needed a special policy in favour of the border regions aiming at the elimination of the border problems hindering integration.

The tried and tested instruments of EU regional policy presented themselves as a solution, at first in Southern and Western Europe: specific regional aid for border areas based since 1989/1990 on "cross-border development strategies or plans" and corresponding "Operational Programmes", under a major new Community Initiative, known as INTERREG1.

Regional and local territorial authorities in border regions responded very rapidly to these favourable conditions. "Cross-border regions", e.g. cross-border structures on regional level, were formed, where they did not already exist. At all internal and practically all external EU borders, regional and communal associations following the model of a euroregion or similar structure as described above emerged on both sides of the border or as cross-border structures, working with long-term objectives and strategies. To solve the cross-border legal problems, the Council of Europe developed agreements and model in the 1980s. The EU also pursued the harmonisation of many areas of law, and the national governments supported these developments with application treaties in the framework of the Outline Convention the Council of Europe and with special legal forms.

In Central and Eastern Europe, approaches to cross-border cooperation have understandably emerged rather hesitantly after the opening of the border in 1989/90, which is due to the fact that these borders were firmly closed. Thus, cooperation was prepared in a very prudent and careful way. Especially at these previously firmly "closed" borders it turned out to be necessary to cooperate on a cross-border basis affecting all aspects of the lives of people, communities and regions in order to offset the geographical disadvantages of border areas and the huge disparities in income and infrastructure, particularly along the EU external borders but also amongst these countries themselves. At the same time, the people on either side of the border had to develop a common historical awareness and to find or to revive a common way of thinking that was more strongly oriented towards a European future. Numerous border areas with minorities, which require a particularly careful approach, constitute an additional problem.

Today, there are many border and cross-border regions (euroregions or similar structures) in Central and Eastern Europe where cross-border initiatives and pilot actions are already in place with the help of cross-border programmes in the framework of the EU support for Central and Eastern Europe (Phare CBC and TACIS CBC). These border regions have quickly learned from the experience in the area of cross-border cooperation in the European Union and they gradually established cooperation with neighbouring regions in all areas of life on regional/local and national level. The

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1 See Chapter A.4
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Main motives for cross-border cooperation are:

- the transformation of the border from a line of separation into a place for communication between neighbours;
- the overcoming of mutual animosities and prejudices between peoples of border regions which result from historical heritage;
- the strengthening of democracy and the development of operational regional/local administrative structures;
- the overcoming of national peripherality and isolation;
- the promotion of economic growth and development and the improvement of the standards of living;
- the rapid assimilation into or approach towards an integrated Europe.

In the Mediterranean area, cross-border cooperation in the countries adjacent to the EU is also supported in the framework of the MEDA programme.
EUROREGION

**Organisation**
- amalgamation of regional and local authorities from both sides of the national border, sometimes with a parliamentary assembly;
- cross-border organisations with a permanent secretariat and experts and administrative staff;
- according to private law based on national associations or foundations from both sides of the border according to the respective public law.
- according to public law based on international treaties which also regulate the membership of regional authorities.

**Method of working**
- development and strategic-oriented cooperation, no measures based on individual cases;
- always cross-border-oriented, not as national border region;
- no new administrative level;
- hub for cross-border relations; citizens, politicians, institutions, economy, social partners, organisers of cultural events etc.;
- balancing between different structures and powers on both sides of the border and with regard to psychological issues;
- partnership cooperation, vertically (European, governmental, regional, local) as well as horizontally beyond the border;
- implementation of cross-border decisions at national level and according to procedures applicable on both sides of the border (avoidance of competence and structural power conflicts);
- cross-border participation of citizens, institutions and social partners in programmes, projects and decision-making processes;
- direct initiatives and the use of own resources as preconditions for help and support of third parties.

**Content of cross-border cooperation**
- definition of fields of action according to joint interests (e.g. infrastructure, economy, culture);
- cooperation in all areas of life: living, work, leisure time, culture etc.;
- equal emphasis on social-cultural cooperation as on economic-infrastructural cooperation;
- implementation of treaties and agreements and concluded at European level between countries to achieve cross-border practice;
- advice, assistance and co-ordination of cross-border cooperation, particularly in the following fields:
  - economic development;
  - transport and traffic;
  - regional development;
  - environmental protection and nature conservation;
  - culture and sports;
  - health affairs;
  - energy;
  - waste disposal;
  - tourism and leisure;
  - agricultural development;
  - innovation and technology transfer;
  - schools and education;
  - social cooperation;
  - emergency services and disaster prevention;
  - communications;
  - public security.
A 2

EXPERIENCE TO DATE
CHAPTER A 2: EXPERIENCE TO DATE

OUTLINE:

The first part of this chapter presents the general principles of cross-border cooperation, while the second details specific issues and problems of cooperation in the different types of border regions. Here, border regions are subdivided into different categories such as border regions on the internal and external borders of the EU, and land and maritime border regions.

KEY POINTS:

- **The "philosophy of cross-border cooperation"** is that of a genuinely joint cooperation between two neighbouring border regions. Joint cross-border cooperation does not mean that one partner initially acts alone at national level and later tries to involve or cooperate with the neighbour across the border. It encompasses all areas of daily life and development of joint programmes, priorities and actions. It also includes extensive involvement of social groups, administrative levels and so on in cross-border cooperation.

- **The principles of cross-border cooperation**, which were developed by AEBR and followed by the European Commission, are the following: wide-ranging vertical and horizontal partnership; subsidiarity through involving the regional and local levels and delegating responsibility to them; preparation of joint cross-border development concepts and programmes, implementation of cross-border projects.

- **The types of border regions** are differentiated by important factors, such as the degree of homogeneity of a region; the level of development and support status under EU structural policy and programmes for Central and Eastern Europe; natural geographic features such as mountain ranges, rivers and maritime borders; and position on the current and future external borders of the EU or between candidate countries.

- **In Objective 1 regions** (i.e. less developed regions), in the past the lack of cross-border and national transport infrastructure has meant that infrastructure projects were accorded a high priority by Member States and regions.

- **In Objective 2 regions**, meaning those experiencing industrial restructuring and employment problems, and rural areas with a fragile economy in need of diversification, the focus is more on "soft actions".

- **The new border regions on the current external borders** of the EU came into being in 1995 due to the accession of new Member States. There are significant differences on borders with highly-developed non-EU countries like Norway and Switzerland compared with those with the countries of Central and Eastern Europe. The Phare CBC Initiative and TACIS CBC have led to INTERREG being strengthened through the possibility of funding cross-border actions on the EU’s external borders with Phare CBC and TACIS CBC countries. However, the practical cooperation between these two programmes continues to be impeded by considerable obstacles. MEDA creates possibilities for cooperation in the Mediterranean area.

- **The maritime borders** have seen a growing number of cross-border activities, especially in the areas of the environment and transport. In the framework of INTERREG A, the EU supports such activities only in justified "exceptional cases", but the number of internal and external maritime borders eligible for support under INTERREG and the Phare CBC Initiative has increased substantially over the last 10 years.
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For further information on the documents mentioned above, please contact the AEBR/LACE Secretariat, AEBR, Tel: +49 2562 702 19, Fax: +49 2562 702 59.
General Principles of Cooperation

Since the late 1980s and early 1990s, Europe has been experiencing trends which continue today:

- the gradual dismantling of the internal borders within the EU since 1 January 1993. This process has been accompanied by a shift of previous national state borders to the EU's present external borders with other countries and it gained new strength with the accession of Austria, Sweden and Finland to the EU;
- efforts to establish contacts across the new external borders to facilitate intellectual, political and economic exchanges with third countries such as Switzerland, Norway and the countries of Central and Eastern Europe and the Mediterranean; and
- the fact that as new members join the EU its present external borders become new internal borders whilst the previous borders in Central and Eastern Europe become new external borders of the EU.

These processes have a direct effect on all border regions on the current and future internal and external borders of the EU. They have led to a substantial geographic expansion and intensification of cross-border cooperation.

This cooperation takes the form of inter-governmental commissions and commissions for spatial planning or, at regional and local level, the form of cross-border euroregions or "associations" having a similar structure. They can be organised with or without formal inter-state agreements. Structures can be formed at both national/regional and regional/local level.

These trends have presented new challenges, as well as the need to emphasise the "philosophy" from which cross-border cooperation emerged almost 40 years ago.

To be effective now and in future, cross-border cooperation has to be more wide-ranging and characterised by joint activities from the beginning:

- all aspects of daily life in the border regions should be included: economy, work, leisure, culture, social affairs, housing, planning, etc.;
- it has to take place on a daily and regular basis, and involve partners from all areas and on both sides of the border from the beginning;
- it should be conducted on all levels: national, regional and local.

This concept of cross-border cooperation includes the need to cooperate at all levels and to introduce co-ordinated processes between them. Otherwise, all across Europe, conflicts over competencies are inevitable given the different and sometimes incompatible administrative structures on both sides of the border. This "particularly intensive" form of cross-border cooperation has been successfully practised for several decades in various European border regions.

The Association of European Border Regions (AEBR) has, inter alia, adopted the following principles for successful cross-border cooperation:

- partnership;
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- subsidiarity;
- the existence of a common cross-border development concept or programme,
- joint structures on regional/local level and independent sources of financing.

These principles, which are generally recognised, form the basic requirements for European aid programmes.

Consequently, cross-border cooperation does not mean that neighbouring border regions first develop their individual programmes, priorities or projects independently of each other at national level and only later contact their partners on the other side of the border in order to have them become involved. It is not enough to simply co-ordinate national plans or add a few project proposals and call this a cross-border programme or project. Nor should cross-border cooperation take place merely because external sources of funding are available, although this will naturally act as a significant incentive and stimulus to cooperation.
With regard to cooperation beyond borders, the following types are to be clearly distinguished:

- cross-border cooperation
- interregional cooperation
- trans-national cooperation

These three types of cooperation are compared to each other in the following overview:

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<th>Inter-regional cooperation</th>
<th>Trans-national cooperation</th>
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<td>- directly neighbourly cooperation in all areas of life between regional and local authorities along the border and involving all actors</td>
<td>- cooperation (between regional and local authorities) mostly in single sectors (not in all areas of life) and with selected actors</td>
<td>- cooperation between countries (sometimes allowing regions to participate) with regard to a special subject (for example regional development) related to large, connected areas</td>
</tr>
<tr>
<td>- more organised because of a longer tradition (regional/local)</td>
<td>- as yet, organisation not advanced because of a short tradition</td>
<td>- organisation usually still under development</td>
</tr>
<tr>
<td>- interlinked within the framework of the Association of European Border Regions (AEBR)</td>
<td>- interlinked within the framework of the Assembly of European Regions (AER)</td>
<td>- the interlinkage is rarely organised but there are certain approaches within the framework of international organisations (for example, Council of Europe, Nordic Council)</td>
</tr>
</tbody>
</table>
Partnership and subsidiarity

The principle of partnership has two elements: a vertical partnership on both sides of the border; and a horizontal partnership across borders between partners who often differ from each other.

Vertical partnerships refer to the relationships to and between the EU level, the national level and the regional/local levels on both sides of the border. The vertical organisations and structures created for this purpose should complement or complete those already in place, not compete with or replace them.

Horizontal partnerships refer to the relationships between these partners (organisations/structures) on both sides of the border. This principle is based on the equality of both partners, irrespective of the size of a country, its physical or economic importance, or other characteristics like population. To develop this kind of horizontal partnership, a number of obstacles concerning differences in administration, competencies and funding sources have to be dealt with.

Experience shows that cross-border cooperation functions best and is most successful where regional and local participants take the initiative and assume responsibility. Following the "bottom-up" principle and keeping in mind the rules for horizontal and vertical partnerships enable cross-border cooperation according to the principles of subsidiarity. In this context, subsidiarity also means strengthening the regional and local bodies as the most appropriate administrative level for cross-border cooperation. These bodies have the flexibility needed to balance out remaining differences in the structures and competencies on both sides of the border, and compensate for them in cross-border structures.

Numerous agreements on cross-border cooperation have been concluded at European level or between neighbouring states. The border and cross-border regions are the only ones which can give these agreements a practical content and breathe life into them. Consequently, problems in practical cooperation on a regional/local level often stem from the fact that agreements concluded at higher levels (European, bi- or multilateral level) have not yet been implemented in national law.

Cross-border "concepts" and strategies

Partnership and subsidiarity are particularly important in the process of planning and implementing joint cross-border strategies or concepts. They are a basic prerequisite to creating equal strategic framework conditions and prospects for joint, sustained and long-term cooperation.

These joint concepts and strategies take into account the relevant national and European programmes and plans, and create an environment for overcoming isolated thinking on both sides of the border and developing a collective perspective on cross-border regional development. This perspective enables the partners to identify at the outset shared problems and opportunities with respect to positive and negative effects of the border, and accordingly with respect to common development potential. Cross-border concepts are usually based on a shared SWOT (Strengths - Weaknesses - Opportunities - Threats) analysis to identify general develop-
ment opportunities and priorities so that existing strengths can be utilised and existing weaknesses reduced. This analysis results in Programmes with specific priorities in terms of quality, financial measures, time and fields of activity. Such medium-term Operational Programmes run for about five years. Besides the fields of activity, they already contain specific possible measures for cross-border cooperation which can be translated into subsequent projects.

Specific Aspects and Problems of Cooperation with Different Types of Border Regions

General

Border and cross-border regions in Europe clearly differ in their geographic size, population density, economic features and stage of development (infrastructure, vitality of the regional economy, labour market characteristics, etc.). Border and cross-border regions can be classified according to different criteria, yielding certain types of border regions with specific subject areas and difficulties with cooperation.

Assessment according to type of border region

In cross-border cooperation, the following types of regions can be distinguished:

- border regions within the European Union, in **Objective 1 regions**.
- border regions within the European Union with a more developed economy but facing special problems (Objective 2 regions and objective 3 regions),
- border regions on the borders of candidate countries and on the new future external borders of the European Union,
- border regions on maritime borders.

These types may overlap to some extent.

Important criteria which differentiate types of border regions include:

- **degree of homogeneity of the cross-border region.** Some border areas are characterised by a common identity or regional consciousness where cross-border cooperation occurs as a natural process. This shared identity may arise from historical, cultural, linguistic, geographic and other reasons (e.g. the euroregions of NL/D; Portugal/Galicia; E/P; FIN/S/N, DK/D; Ireland/ Northern Ireland, UK/IRL; Italy/Slovenia; Alsace/Baden/ Basle (F/D/CH)); and/or economic links or a feeling of belonging together (Saarland/Lorraine/ Luxembourg). This feeling of belonging together can stem from the existence of a common

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1 **Objective 1** regions are those whose per capita gross domestic product (GDP), measured in terms of purchasing power and calculated based on Community data of the last three years available on 26 March 1999, is less than 75% of the Community average.

2 **Objective 2** regions are those with structural problems whose economic and social adjustment is to be promoted according to Article 2 of the Structural Funds Regulation and whose share of population or surface area is significant enough. In particular, they include regions experiencing socio-economic change in industry and services, underdeveloped rural areas, problem districts in cities, and regions in crisis which are dependent on fishing.

3 Regions are funded under **Objective 3** which do not fall under Objective 1.
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regional labour market in the cross-border region or urban/rural complementarity in which a city on one side of the border supplies the rural hinterland on both sides (e.g. Enschede in EUREGIO, Trieste in Friuli-Venezia-Giulia, Szczecin in Pomerania). Other border regions lack this type of shared identity for historical, cultural or economic reasons (e.g. parts of the Spanish/Portuguese border, Greece’s borders with the Balkans) and/or for geographic/physical reasons such as the sea (Nord-Pas-de-Calais, F and Kent, UK) or a mountain range (the Pyrenees, the Alps);

- level of development and support status of the border region under the EU’s structural policies: There is an order of preference for eligibility for support, from the least-developed Objective 1 regions in the EU (rural, often peripheral areas, now also including some areas in severe industrial decline), to somewhat more developed Objective 2 regions, primarily in the core regions, to the most developed regions without Objective status, likewise mostly in core regions of the EU;

- position on the EU borders: border regions on the EU's internal borders and those on the external borders which are either on the periphery and less developed (e.g. Greece/Balkans, Germany/Poland and Germany/Czech Republic, Austria/Hungary) or in Europe’s more-developed areas (e.g. Italy/Switzerland, Austria/Italy, Scandinavia, Germany/Switzerland, etc.);

- natural geographic features such as mountain borders (Alps, Pyrenees, Scandinavia) and maritime borders (Sardinia (I) /Corsica (F), Nord-Pas-de-Calais (F)/Kent (UK), Wales (UK)/Ireland, Øresund (DK/S) /Island Co-operation (S/FIN) and the Greek islands.

Various combinations of these and other factors create a multitude of types and varieties of border and cross-border regions in Europe. Specific problems and issues facing the different types are outlined briefly below. Criteria used to group border regions below are the level of development with respect to classification under European structural policy, coupled with their position on the internal/external borders of the EU and on land/maritime borders.

Less advanced border regions on internal land borders

Land border regions which are generally regarded as "less advanced" tend to correspond to those classified as Objective 1 under the EU's structural policies. Up to now, these have mostly included the least-developed rural regions, also characterised by a peripheral location in the national economy and in the EU.

INTERREG regions in Objective 1 areas often encompass very large programme areas in geographical and financial terms.

There is generally no lack of cross-border ideas or initiatives. The problem is rather in being able to convert these ideas into concrete projects, since frequently political problems and jurisdictional difficulties still need to be overcome. As the implementation of INTERREG-I and IIA programmes is still often heavily influenced by the
national level, the flexibility needed to meet the special priorities of the different border regions is often lacking. The lack of regionalisation in these INTERREG programmes is clearly noticeable. In recent years, it has been possible to achieve gradual improvements in these areas. By means of the principles of partnership and solidarity, the border regions are being increasingly brought into the decision-making process in the framework of INTERREG IIA and its autonomous subprogrammes for the individual cross-border areas/regions.

In general, the border regions in Objective 1 areas have the following priorities:

- further improvement of the transport and communication infrastructure in and between border regions, as the basis for sustained cross-border cooperation and related new economic activities;
- improved exploitation of region-specific development potential (regional cross-border Operational Programmes);
- diversification of activities in rural areas to prevent further depopulation;
- promoting cross-border networks;
- improving the quality of human resources;
- solving environmental problems, especially in rural areas;
- cross-border urban and rural development policy; and
- realising cross-border forms of organisation.

For the Portugal/Spain border regions, the of cross-border infrastructure and means of communication which urgently need improvement still represent a barrier. Despite the structural underdevelopment and peripheral location, the areas gradually succeed in taking full advantage of the benefits of the expanded EU single market; e.g. in cross-border trade, the cross-border labour market or to attract new investors.

In the Ireland/Northern Ireland border region, security issues have long had a significant effect on political and economic development. The tense situation has deterred investors from setting up business. Moreover, the parallel Community PEACE initiative has taken up so much of the administrative capacity and political interest of the authorities that relatively little attention has been available for INTERREG IIA. The new political situation has considerably improved the atmosphere, but it is still too soon to talk about practical impact and results. The common culture and language offer every possibility for joint initiatives and cooperative projects. Cross-border cooperation functions are increasingly being delegated to regional and local partners.

The most important obstacle in the relationship between the Southern maritime border regions of Corsica and Sardinia, Corsica and Tuscany and Puglia and Western Greece is the continuing relatively weak level of cross-border contacts. Shared interests are found mainly in the areas of environmental protection and better use of maritime potential (e.g. for tourism). Comparatively close links have developed in recent years between Wales and Ireland.

In the border regions of Northern France/Southern Belgium (Hainault), dealing with the consequences of restructuring old industries is a top priority. The common language and culture provide a good base for real cross-border cooperation.
The border regions of Greece, Eastern Germany, Eastern Austria (Objective 1), and Sweden and Finland (Objective 6) are dealt with in the chapter "External borders".

The sparsely populated former Objective 6 regions existed only for a short period after Sweden and Finland joined the EU and until they were accorded Objective 1 status for the 2000-2006 period. These regions have fewer than eight inhabitants per square kilometre (0.4% of the EU population). They are located in Central and Northern Scandinavia and comprise about half of the two countries, but in Finland they have only 16.6% and in Sweden just 5.0% of the total population.

For these sparsely populated border areas in Objective 6 regions, the priorities are the following:

- gradual elimination of their peripheral position in the European single market, *inter alia* by getting rid of remaining infrastructural disadvantages and overcoming long distances;
- improving the quality of education (including universities) and employment possibilities, especially for young people and women;
- improving the relatively poorly developed cooperation networks; and
- building and extending social amenities (despite relatively high costs) by using cross-border trading areas.

**Other border regions on internal land borders**

"More advanced" border regions encompass a broad spectrum, ranging from areas not deemed eligible for assistance under EU structural policies to those classified as Objective 2 regions.

Objective 2 regions are those with structural problems whose economic and social adjustment is to be promoted under Article 2 of the Structural Funds Regulation, and whose share of population or surface area is significant enough. In particular, they include regions experiencing socio-economic change in industry and services, underdeveloped rural areas, problem districts in cities, and regions, which are dependent on fishing.

The "more advanced" border regions comprise all other internal borders and by far the bulk of the total border population within the European Union. Their main characteristic feature is that in most of these border regions (of the original 6-member European Community), cross-border cooperation began earlier than in the rest of Europe. The regional and local authorities have established competence for the implementation of INTERREG programmes and projects, and the social partners are included. In some cases, there are already well-functioning organisational structures with approaches to integration based on bilateral legal agreements or international treaties.

For the border regions within the EU, the priorities are:

- improving cross-border cooperation between small and medium-sized enterprises (where old industrial relationships have collapsed, and despite the EU single market new ones are not yet taking shape);
- solving structural problems of the labour market (hidden unemployment due to decades of having a mono-structural economy);
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- eliminating infrastructural barriers (large-scale ones as in the Alps and Pyrenees, and missing links in all border regions);
- solving social problems related to growing numbers of cross-border commuters;
- solving environmental problems caused by traditional economic structures (industry and agriculture); and
- cross-border conservation of the environment, nature and cultural heritage.

Priorities differ in individual border regions:

In the Pyrenees and Alps, the priority is to overcome the natural geographic barriers, the peripheral situation within the country associated with them, and the transit function within the EU. Consequently, high priority is given to measures to upgrade infrastructure and communications, especially environmentally-friendly investments in the rail and telecommunication network. Further priorities are developing tourism and the associated preservation of cultural heritage on both sides of the border, as well as creating new jobs in agriculture (in mountain regions).

In the centre and north-west of the EU (France/Germany; France/Luxembourg/Germany; Belgium/Germany; Belgium/Netherlands; Netherlands/Germany; France/Belgium/England) the priorities of the border regions are:

- improving cross-border co-operation between small and medium-sized enterprises;
- upgrading cross-border vocational training and the ability of the local labour force to create new jobs, in order to eliminate the effects of decades of having a mono-
- structural economy and of hidden unemployment;
- developing cross-border strategic concepts such as agricultural marketing, logistics, waste recycling and tourism;
- improving cross-border co-operation in the environmental field, taking into account the interests of agriculture, tourism and regional development;
- solving everyday border problems;
- strengthening cooperation in the social sector (cooperation between hospitals, service agencies, administrations, etc.); and
- plugging transport gaps in the border regions (missing links between national and European main transport routes).

In the northern part of the EU (Sweden/Denmark/Northern Germany and Northern Netherlands/Germany) the priorities are:

- cross-border cooperation in the economic and technological domains;
- joint development of rural regions and tidal shallows, taking environmental aspects into consideration;
- development of specific measures concerning the labour market; and
- targeted elimination of remaining gaps in the transport network (e.g. with regard to extensive European main transport routes).

Regions on the external borders

Border regions on the EU’s external borders display considerable diversity in terms of development problems and other characteristics, including level of political development. They can range from the most-developed regions in
central Europe (EU borders with Switzerland) and the northern periphery of Europe (the external borders with Norway) to the least-developed regions in the EU’s east bordering on Central and Eastern Europe.

The accession of Austria, Finland and Sweden brought major quantitative and qualitative changes to the border regions on the EU’s external border, in that the EU now has land borders with Norway, the Russian Federation, Slovakia, Hungary and Slovenia.

Cross-border cooperation at the EU’s external borders not only differs greatly, but is also highly varied and complex. In addition, these border regions are often confronted with rapid changes in border regions next to them.

One may distinguish the following categories of border regions on the EU external borders:

- regions bordering on EFTA countries (Norway and Switzerland);
- border regions lying next to candidate countries (e.g. Estonia, Poland, the Czech Republic, Hungary, Slovenia, Bulgaria);
- border regions lying next to other less developed countries (e.g. Albania, the Russian Federation, Morocco).

The external borders of Greece, Eastern Germany and Eastern Austria are Objective 1 regions, whereas most of the Swedish/Finnish border regions have been Objective 6 regions in the past and have become Objective 1 regions in the 2000-2006 period.

Regions bordering EFTA countries are on Switzerland’s borders with France, Italy, Austria and Germany and between Norway and Northern Denmark/Sweden.

Cross-border cooperation is characterised by the following features:

- long distances and peripheral location in Scandinavia;
- economic development is above or average relative to the European Union;
- the border regions are important thoroughfare areas or international transit zones (Denmark, Sweden, Finland, Switzerland); and
- there are structures, institutions and programmes for cross-border cooperation.

Both institutionalised procedures and bilateral agreements exist. At government/regional level, associations have been set up such as Nordkalotten Mittnorden, ARGE-ALP (Association of the Central Alps), Alpen-Adria (Association of the Eastern Alps), COTRAO (Working Community of the Western Alps) and the Lake Constance Council. At the same time, in recent years cross-border forms of cooperation have been established at regional and local level (e.g. euroregions and other cross-border structures in Scandinavia as well as between Switzerland and Austria, Germany, France and Italy).

Regions bordering EFTA countries have the following priorities:

- environmentally friendly infrastructure (priority to railways, shifting of transport), working together in the tourism sector, cooperation between small and medium-sized enterprises, promotion of cultural relations and protection of cultural heritage;
• focused joint measures to protect mountain regions, for example to prevent further depopulation; and
• promotion of economic development and human resources.

Cross-border cooperation on the external EU borders with the countries of Central and Eastern Europe and the Mediterranean is characterised by the following:

• there is a strong will to increase cross-border cooperation through informal contacts and organisations, with nation-states still playing a predominant role;
• cross-border cooperation formerly absent for political reasons is making continuous progress, especially at the regional and local level;
• at the EU's external borders with the Baltic States, Poland, the Czech Republic, Slovakia, Hungary, Bulgaria and Slovenia, euroregions and other forms of cross-border cooperation have developed quickly, and their number is steadily growing (also in Romania, which has currently no border to the EU);
• conflicts between neighbouring states or the political situation is still impeding cross-border cooperation (e.g. EU border regions next to Albania, FYROM or Russia);
• having different geographic, economic and industrial features, all border regions on the external borders have to overcome major economic differences (asymmetric industries and economies, currency and wage disparities, lack of infrastructure and border crossings, environmental problems);
• migration (political and economic) affects the psychological and political climate in these border regions; and
• the democracies and administrative structures, which are still young, have to be further improved.

On the external borders to Central and Eastern Europe, the focus is more on:

• building up young democracies and administrative structures;
• upgrading infrastructure and opening new border crossings;
• improving transport and the communication networks;
• economic development;
• eliminating economic disparities on both sides of the border;
• improving environmental protection in all areas;
• greater participation in future INTERREG programmes and their management; and
• doing a better job of combining EU resources with those of Phare CBC and TACIS CBC.

On the external borders of Greece (see also Objective 1 regions), the focus is increasingly on:

• developing local and region-specific capabilities;
• developing cross-border transport infrastructure, in particular quickly opening additional border crossings;
• genuine cross-border projects;
• examining specific cross-border environmental issues; and
• greater regional and local participation in INTERREG/Phare CBC procedures.

In addition, the following apply specifically to cross-border cooperation on the border between Finland/Norway and Russia:
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- eliminating the major disparities in the standard of living and in political and administrative structures;
- solving legal and ownership questions as a precondition for long-term cooperation;
- gradually developing economic links which previously were almost completely absent; and
- overcoming psychological barriers by imparting established knowledge as a precondition to understanding and trust.

Cross-border Structures in Central and Eastern Europe in the year 2000

In the year 2000, there are already numerous cross-border structures in Central and Eastern Europe, which show a considerable diversity as far as their objectives, competencies and capacities are concerned. They can be distinguished according to their geographical situation at the EU borders (EU external borders), the cooperation at borders between associated countries and the cooperation at future EU external borders to Russia, Belarus, the Ukraine and Moldova.

Similar to Northern, Western and Southern Europe a distinction has to be made between

- euroregions and similar structures and
- different types of working communities

Currently a total of 50 cross-border regions constituting euroregions or similar structures are known, of which 26 are situated at EU external borders, 16 at borders between candidate countries and 8 at future EU external borders.

Most of the euroregions or similar institutions in Central and Eastern Europe have been established at the EU external borders with Estonia (EST/FIN), Poland (D/PL), the Czech Republic (D/CZ; A/CZ), the Slovak Republic (SK/A), Hungary (HU/A), Slovenia (SLO/IT) and Bulgaria (BG/GR). These euroregions are at the same time the most advanced cross-border structures in the Central and Eastern European countries. Many euroregions along the EU external borders have prospered in particular due to the EU programmes INTERREG and Phare CBC. Examples, which are worth mentioning in this context are the euroregions North Karelia (FIN/RF), Pomerania (D/PL/S), Pro Europa Viadrina (D/PL), Bober-Neisse (D/PL), Neisse (CZ/D/PL), Elbe-Labe (CZ/D), Erzgebirge (CZ/D), Egrensis (D/CZ), Bayerischer Wald/Böhmerwald (A/CZ/D) and Záhorie-Weinviertel (CZ/A/SK). The Euroregion Neisse, founded between Poland, the Czech Republic and Germany in Zittau (D) in 1991 is the oldest of these euroregions.

Between 1990 and 1999 several euroregions or cross-border working communities were established at the borders between the candidate countries in Central and Eastern Europe as well as along their external borders with Russia, Belarus, the Ukraine and Moldova. Listed from North to South, these are, for example, the Region Alüksne-Pskov (LV/EST/RUS), Euroregion Saule (S/LT/LV/BLR), Euroregion Niemen, Euroregion Bug (PL/UKR), the numerous euroregions at the Czech/Slovak/Polish borders, Carpathian Euroregion (HU/PL/SK/UKR/RO), Euroregion Váh-Dunaj-Ipêl (SK/HU), Euregio Danube-Drava-Sava (CRO/HU), Euroregion DMTC/DKMT (RO/HU/YU), Únia-Slaná (SK/HU), Euro-Regió Ház
Further border and cross-border regions have been established in recent years, which, however, have not yet developed the necessary permanent structures as far as their legal form, organisation and funding is concerned. Nevertheless, they have – and this is particularly remarkable – learned a lot from the Western euroregions and working communities, e.g. with regard to the development of structures and the programming of cross-border cooperation.

It would be desirable to provide assistance to the border and cross-border regions in Central and Eastern Europe, in particular concerning

- the strengthening of cross-border structures and secretariats
- the development and implementation of programmes in the period 2000-2006 and their financial management as well as
- the sector-specific development of projects with the help of regional seminars, assistance and information.

Maritime borders

Maritime border regions are found on both the internal and external borders of the EU. They include various stages of development, from Objective 1 regions to regions without Objective status under the European Structural Funds. Only certain maritime border regions are eligible for INTERREG assistance (four maritime programmes under INTERREG I and 17 maritime programmes along the EU's internal and external borders under INTERREG IIA). The Nordic countries have a particularly long tradition of cooperation on maritime borders.

Key elements favouring close cross-border cooperation on maritime borders are:

- a short distance between the shores of border regions, plus good transport links (ports, ferries), which enable "gateway" functions for the free movement of goods and persons and for international transport;
- in some cases where the border regions are very close to each other, access was improved further by creating fixed links between the coasts concerned (e.g. via the tunnel under the English Channel linking the UK and France, and the bridge over the Øresund between Denmark and Sweden); and
- strong historical ties and cultural similarities (e.g. between Denmark/Sweden/Finland, between Estonia/Finland or between Ireland/Wales).

The priorities for the maritime border regions include the following main aspects:

- general upgrading of transport links, particularly in Objective 1 regions (e.g. GR/I), to overcome access difficulties. This applies to the type of transport (ferries, trains, etc.), the time needed to travel from one border region to another, costs, distance (proximity of regions on the two sides of the border), and specific issues:
  - the "gateway" function as stimulus and transit link to international markets (e.g. Finland/Sweden);
  - gaps in the transport infrastructure and in the transport and communication network.
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linking both border regions (access points),
- environmental monitoring, protection and management, joint development and management of natural resources;
- strengthening the cross-border region as an economic unit. This involves in particular maritime border regions situated very close to each other with strong historical and cultural ties (joint actions in economic development, tourism, co-operation between companies, research and training), (e.g. Åland-Islands);
- the challenge for regions located farther apart from each other is to develop contacts and networks between very different authorities and organisations in the framework of interregional cooperation.

In the case of **internal maritime border programmes** there are important differences which can basically be grouped together geographically (see Table 1).

All five programmes in the Northern group (Fyn-Kern, Storstrom-Ostholstein, Øresund, Aland and Karken-MittSkandia - S/F) have permanent, regional/local cross-border structures which have been responsible for practically all technical aspects of developing and managing INTERREG IIA programmes. With the exception of Øresund, all these programmes have a common bank account for EU contributions. This contrasts with the three Southern European programmes (Greece-Italy, Corsica-Sardinia, Corsica-Tuscany), which are totally underdeveloped in terms of cross-border institutional arrangements, but there are initial signs of an important bottom-up initiative to create permanent structures at the regional and local levels.

The three Western European programmes (Ireland-Wales, Rives-Manche and Kent-Nord-Pas-de-Calais) are an intermediate form where specific cross-border programme management arrangements have been created for the purposes of INTERREG. These arrangements do not involve common structures, but instead the coordinated work of competent central and regional/local government authorities and social partners from both sides of the border, through joint committees and working groups. In this way, programme development and the technical aspects of programme management are conducted with a high degree of cross-border cooperation.

Under INTERREG IIA there are no cross-border structures and procedures used for programme development and management for the **external maritime programmes**... The only exception is the Swedish/Norwegian component of the Karken/MittSkandia programme (SF/S/N), where the Karken Council has responsibility for programme management. However, this is a mixed type programme encompassing both internal and external EU borders and both land and sea borders.

Certain regions already have cross-border structures or new initiatives which might some day be able to participate in INTERREG management. An example is South-eastern Skåne (S), which is supposed to participate in the programme for Pomerania (D/PL). Overall, however, for the external maritime programmes of the Southern group there are no
initiatives to create local/regional cross-border structures.

Generally speaking, there are highly developed and fully functional cross-border structures and procedures in the Northern group of programmes, but these are lacking in the Southern group. The Western group of programmes is in a middle position, with all three programmes having achieved a considerable degree of joint management without the creation of specific cross-border structures.
Table 1: INTERREG IIA Maritime Programmes

<table>
<thead>
<tr>
<th>Geographic Group</th>
<th>Internal EU Borders</th>
<th>External EU Borders</th>
</tr>
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<tbody>
<tr>
<td>Northern</td>
<td>9 - Fyn-K.E.R.N. <em>DK/D</em></td>
<td>12-Bornholm <em>DK/Baltic Countries</em></td>
</tr>
<tr>
<td></td>
<td>10 - Storstrom-Ostholstein <em>DK/D</em></td>
<td>56 - Finland/Estonia <em>FIN/EST</em></td>
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<tr>
<td></td>
<td>11 - Oeresund <em>DK/S</em></td>
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<td></td>
<td>50 - Islands (Archipelago) <em>FIN/S</em></td>
<td></td>
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<tr>
<td></td>
<td>51 - Kvarken-MittSkandia <em>FIN/S/N</em></td>
<td></td>
</tr>
<tr>
<td>Western</td>
<td>35 - Nord-Pas-de-Calais/Kent &quot;Transmanche&quot; <em>F/GB</em></td>
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<tr>
<td></td>
<td>36 - Rives-Manche <em>F/GB</em></td>
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<tr>
<td></td>
<td>40 - Ireland-Wales <em>Irl/GB</em></td>
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<tr>
<td>Southern</td>
<td>27 - Greece-Italy <em>GR/I</em></td>
<td>31 - Spain-Morocco <em>E/MRC</em></td>
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<tr>
<td></td>
<td>33 - Corsica-Sardinia <em>F/I</em></td>
<td>44 - Italy-Albania <em>I/A</em></td>
</tr>
<tr>
<td></td>
<td>34 - Corsica-Tuscany <em>F/I</em></td>
<td>45 – Gibraltar <em>GB/MRC</em></td>
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A 3

LEGAL INSTRUMENTS FACILITATING CROSS-BORDER COOPERATION
CHAPTER A 3: LEGAL INSTRUMENTS FACILITATING CROSS-BORDER COOPERATION

OUTLINE:
This chapter presents an overview of the way that the availability of appropriate legal instruments may facilitate or hinder cross-border cooperation generally, and in connection with cross-border programmes or specific projects. It covers multilateral and bi/trilateral inter-state agreements, as well as regional and local level agreements of various types (e.g. conventions, protocols, contracts).

KEY POINTS:
- The Nordic Agreement (1977) on cross-border cooperation between municipalities was one of the first inter-state agreements.
- Multi-lateral inter-state agreements, such as the Madrid Outline Convention of the Council of Europe and its Additional Protocols have proved of limited value due to major differences in regional and local administrative structures and legal systems between neighbouring states.
- Regional and local level agreements, such as working protocols, have led to the formation of many cross-border "working communities" on the internal and external borders of the EU as well as in Central and Eastern Europe.
- Obstacles and restrictions of a legal nature on most EU borders are still holding back the involvement of regional and local authorities in the management of cross-border programmes.
- Bilateral agreements, such as the Benelux, the German/Dutch or the Karlsruhe Agreement facilitate the work of cross-border structures and the implementation of cross-border programmes based upon public law.
- Project-specific cooperation has been facilitated in some instances by European or national legal instruments (e.g. EEIG, Mixed Economy Company).
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For further information on the documents mentioned above, please contact the AEBR/LACE Secretariat, AEBR, Tel: +49 2562 702 19, Fax: +49 2562 702 59.
Availability of Appropriate Legal Instruments for Cross-border Cooperation

Not only in the Member States of the European Union, but also in the whole of Central and Eastern Europe, cross-border cooperation between authorities and public bodies on regional/local level has developed rapidly in recent years. A variety of legal agreements have been tried, including protocols and treaties, with a view to generally facilitating cross-border activities or specifically enabling the setting up of cross-border structures.

The direct participation of cross-border regions in particular (regional and local bodies) in the management of cross-border programmes is still held back by a number of obstacles or restrictions of a legal nature. These obstacles relate to several factors:

• As there is no single instrument of public law which is valid throughout Europe and which would be suitable for cross-border cooperation in general, activities and the implementation of specific programmes continue to be governed by bilateral agreements between states, which depend above all on the political will of the partners concerned.

• Some national legislative systems enable the regional/local level to directly participate in cross-border cooperation initiatives and subsequently in the management of programmes. The participation of regional bodies in international agreements therefore varies throughout Europe, and this affects the current degree of centralisation/decentralisation in the management of cross-border programmes.

• Given the fact that the control of public funds is ensured, cross-border cooperation, which is based upon private law, is in a position to manage programmes, which have been developed and implemented by public bodies. However, forms of cooperation based upon public law go further and guarantee a more democratic involvement.

Various types of agreements, including conventions and treaties, continue to be needed in order to generally facilitate cross-border cooperation and to ensure genuine and sustainable cross-border structures and joint programmes. There also exists a whole range of economic cooperation activities using specific instruments of European law (e.g. European Economic Interest Grouping) or national law (Public Interest Grouping, Mixed Economy Company) which facilitate cooperation at project level.

Multilateral Agreements

These agreements are some of the most important and long-standing instruments which aim at providing a framework for cross-border cooperation. Firstly, there are inter-state agreements in the context of regional integration (e.g. the 1977 cross-border cooperation agreement between the Nordic countries). Secondly, there are agreements concluded under the auspices of international bodies like the Council of Europe (Madrid Outline Convention on Transfrontier Cooperation between Territorial Communities or Authorities, which has been signed by 33 countries at the end of 1999. An Additional Protocol was signed by 14 countries at the end of 1999).
These instruments lay down a certain number of general conditions for inter-
state agreements or contracts between regional/local authorities. They are however limited (as in the case of the Madrid Outline Convention) because they do not themselves provide a treaty for cross-
border cooperation but merely a framework which needs to be transferred into national law (such as the Anholt Agreement dated 1991 or the Agreement of Karlsruhe dated 1996). Furthermore, there are considerable differences in regional and local administrative structures and legal systems in the signatory countries. In many cases this makes it impossible

- to set up direct agreements between the regional levels involved in order to form permanent cooperation instruments governed by public law or private law, or

- to grant exclusive competencies to national authorities in matters of public law in the context of cross-border cooperation.

**Bilateral and Trilateral Agreements**

These cover the possibility of cross-border cooperation exclusively between national authorities through protocols or agreements. This type of cooperation is carried out in the framework of inter-state commissions which have varying plans of activity, operate over varying geographical areas, and are generally concerned with encouraging cooperation in the field of spatial planning (cp. Chapter C1) or other clearly defined areas of cooperation.

Inter-state agreements on the development and promotion of cross-
border cooperation have been concluded since the 1960s. There are various types of agreements, such as simple agreements on good neighbourhood at the borders, agreements on spatial planning, agreements on strategies for cross-
border regional development or inter-
state agreements on the implementa-
tion of the Madrid Outline Convention permitting general cross-
border cooperation between regional and local territorial authorities on a public law basis.

Examples for agreements on good and neighbourly relations, which promote mutual understanding, cooperation, friendship and good neighbourhood are those concluded between

- Hungary and the Ukraine in 1991,
- Hungary and Slovenia in 1992,
- Hungary and the Slovak Republic in 1995,
- Hungary and Romania in 1996.

Between 1990 and 2000, Poland concluded agreements on cross-
border cooperation with all its neighbouring countries (D/CZ/SK/UKR/BLR/LT/RUS). As early as 1973, France and Switzerland concluded special agreements on the establish-
ment of particular "neighbourhood commissions", which were charged to solve neighbourhood problems in the canton of Geneva and the departments of Ain and Haute-Savoie.

Other agreements cover specific issues, e.g. agreements on disaster prevention and mutual help in cases of emergency or severe accidents (Austria-Slovak Republic 1999), water supply (Slovenia-Croatia 1996), employment in border areas (Austria-
Hungary 1997), public health care (Norway-Sweden 1993), tourism (Austria-Hungary) or nuclear matters (Finland-Sweden 1987).
A particular area for inter-state agreements are the intergovernmental commissions for the development of regional planning, which were recommended by the European Conference of the Ministers of Spatial Planning. Such commissions have been established in particular in the Western European countries since the 1960, e.g.

- BENELUX in 1969,
- Belgium-Germany in 1971,
- Switzerland-Germany in 1973,
- Austria-Germany in 1974,
- The Netherlands-Germany in 1976.

Given the fact that these commissions are merely in a position to give recommendations, their possibilities of taking influence are rather restricted. The special EU-programmes INTERREG IIC (1997-1999) and INTERREG IIB (2000-2006) have even further limited their ability to act (cp. Chapter C1).

The Western European agreements, which led to the establishment of government commissions for the enhancement of cross-border cooperation, dealt with a larger range of tasks and were also more efficient. Examples in this context are:

- France-Switzerland (Geneva) in 1973,
- France-Germany-Switzerland in 1975,
- France-Germany-Luxembourg in 1980,
- France-Italy in 1981,
- France-Spain in 1994.

In the 1980s and 1990s, government commissions for tasks related to regional planning were also established in the Central and Eastern European countries through the conclusion of inter-state agreements, such as:

- Austria-Hungary in 1985,
- Germany-Poland in 1992,
- Slovak Republic-Poland in 1994,
- Slovak Republic-Hungary in 1995,
- Czech Republic-Poland in 1995.

These agreements can also allow regional authorities to become involved in the cooperation between national authorities. This solution is used in federal states in particular, where cooperation agreements between various levels of public authorities have made it possible to cooperate on and, more specifically, to manage cross-border programmes and projects. In most cases, regional and local authorities are authorised to directly conclude international agreements for all matters, which lie within their own competencies, as long as these agreements are in line with the respective national legislation. Due to their exclusive competence in foreign affairs, however, the regional and local authorities act under the control of the national authorities, who have retained the right to veto or approve.

Moreover, states can decide to sign treaties which aim at laying down general foundations for regional or local cross-border cooperation. The BENELUX Cross-Border Convention of 1989/1997, the German-Dutch Cross-Border Treaty of 1991 and the Agreement of Karlsruhe of 1996 are three examples of inter-state agreements which are based upon the Madrid Outline Convention and which enable regional and local authorities and certain public bodies to engage in cross-border cooperation on public law basis. Similar treaties have been concluded between:

- Austria-Italy in 1993,
- Finland-Russia in 1995,
- France-Italy in 1995,
- France-Spain in 1997,

Furthermore, in recent times agreements between European
regions have been concluded without the national governments being involved. An example in this context is the agreement between the Federal State of North Rhine Westphalia (D), the Federal State of Rhineland Palatinate (D), the German Speaking Community (B) and the Region of Wallonia (B). This agreement is in many respects comparable to the Anholt agreement of 1991 (D/NL).

These types of state treaties/conventions can also include precise rules relating to the management of cooperation programmes. They have quickly become one of the most common instruments of cross-border cooperation over all aspects and stages of a "cross-border programme", namely:
- planning;
- implementing;
- monitoring;
- funding;
- monitoring.

The German-Dutch Treaty on Cross-border Cooperation (Anholt Agreement of 1991) has permitted the signing of an additional agreement for the management and decentralised implementation of INTERREG cross-border programmes between Germany and the Netherlands.

Regional and Local Level Agreements

Notable amongst these agreements is the signing of many working protocols which have led to the formation of Working Communities on the internal and external borders of the European Union, (Communauté de Travail des Alpes Occidentales - COTRAO; ARGE AllP; ARGE Alpen Adria; Communauté de Travail des Pyrénées - CTP; Communauté de Travail du Jura - CTJ; and Communauté de Trabalho do Norte Portugal-Galicia).
A 4

EU LEVEL INITIATIVES AND PROGRAMMES
Chapter A 4: EU Level Initiatives and Programmes

Outline:

This chapter presents the main Initiatives and Programmes of the European Union which support cross-border cooperation in the border regions of the EU, Central and Eastern European countries, and Mediterranean non-member countries.

Key Points:

- INTERREG is the largest of the “Community Initiatives” of the EU’s Structural Funds. In the period 2000-06 it is known as “INTERREG III” and supports three types of transboundary cooperation:
  - Strand A: Cross-border cooperation
  - Strand B: Transnational cooperation
  - Strand C: Inter-regional cooperation.

- Cross-border cooperation (Stand A of INTERREG) is the longest established type of cooperation and is allocated the bulk of INTERREG III funds. It represents the continuation of INTERREG I (1990-93) and INTERREG IIA (1994-99).

- The Phare CBC (Cross-Border Cooperation) initiative was launched in 1994 by the EU, to support cross-border cooperation in the regions of Central European countries bordering the European Union. Since December 1998, it also covers the border regions on the borders between Central European candidate countries. Phare CBC corresponds to Strand A of INTERREG.

- EU support under INTERREG (Stand A) and Phare CBC is through cross-border cooperation programmes, based on common strategies and cross-border management structures. These two instruments are governed by different EU regulations and procedures and are not fully coordinated.

- EU support is available for cross-border cooperation projects in some other cases, including:
  - Tacis CBC (covering Western border regions of Russia, Belarus, Ukraine, Moldova);
  - MEDA (scope for support to some border regions of Mediterranean non-member countries)
  - CARDS (new instrument – December 2000 – which can support cross-border cooperation in Western Balkan countries)
  - LACE projects of AEBR (networking and technical assistance to border regions)

References:

- European Commission Regulation concerning Phare CBC: 2760/98 (December 1998)
- European Council Regulation concerning MEDA: (27 November 2000)
EU Support for Cross-Border Cooperation

Since 1990 the European Union has provided financial support for cross-border cooperation through a number of initiatives, programmes and projects. The first of these instruments was the Community Initiative INTERREG which was launched in 1990 and concerns border regions of the EU. The Phare CBC (Cross-Border Cooperation) programme followed in 1994, covering border regions in Central European countries. INTERREG and Phare CBC have advanced considerably throughout the 1990’s and they will be supporting substantial programmes in the 2000-06 period.

Other, less developed, EU instruments supporting cross-border cooperation, include Tacis CBC (for some of the border regions of countries of the ex-Soviet Union) and MEDA (for Mediterranean non-member countries), and CARDS the new programmes for Western Balkan countries).

Since 1990 the EU has also provided financial support for AEBR’s LACE projects, which have provided advisory support and promoted the exchange of good practice and networking between border regions.

The INTERREG Initiative (1990-1999)

The growing importance of border regions and cross-border cooperation in the overall process of European Integration was recognized by the establishment of the INTERREG “Community Initiative” in 1990. The approval of 31 INTERREG I Operational Programmes (1991-93) represented the diverse range of border regions and experiences of cross-border cooperation within the EU:

- Operational Programmes on internal and external borders of the EU;
- underdeveloped Objective-1-regions and “core” regions of the EU;
- regions with experience of local and regional cross-border cooperation and structures (“bottom-up” programmes) and those with a more centralised national approach to cross-border cooperation (“top-down” programmes).

With a total EU contribution of €1,082 million, projects were funded across a wide range of sectors such as transport and communications, environment, business, tourism, rural development and training.

Following the success of INTERREG I, the European Council at its Edinburgh “summit”, identified cross-border cooperation as a priority for Community Initiatives in the 1994-99 period of the Structural Funds. INTERREG II Initiative comprised three strands:

- INTERREG IIA as the main strand focused on cross-border cooperation with a total EU allocation of €2,562 million;
- INTERREG IIB aimed to complete selected energy networks (former Regen Initiative) and had been allocated €550 million;
- INTERREG IIC was introduced in 1996 aimed at transnational cooperation actions on spatial planning and other fields, and received an allocation of €413 million.

A total of 59 Operational Programmes were submitted and approved under
INTERREG IIA with total EU funding of €2.6 billion, the highest assistance of all Community Initiatives. This figure rises to over €4 billion when required co-financing (national, regional, local including private funds) is added. During the 1990s, INTERREG has provided about €6.5 billion for cross-border cooperation enabling the realisation of several thousand additional cross-border projects.

INTERREG IIA has incorporated for the first time all border regions along the internal and external borders of the EU. The number of internal and external borders increased through the EU accession of Austria, Sweden and Finland. A breakdown of the Operational Programmes demonstrates the increasing importance of the external EU border - 35 programmes related to internal EU borders and 24 concerned the external borders of the EU (Central European Countries, Russia, Norway, Switzerland, Cyprus, Morocco).

### Financial Distribution of INTERREG IIA

<table>
<thead>
<tr>
<th>Border Regions at Objective</th>
<th>Internal borders</th>
<th>Other Regions</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Internal borders</td>
<td>1,065 million</td>
<td>600 million</td>
<td>1,655 million</td>
</tr>
<tr>
<td>External Borders</td>
<td>795 million</td>
<td>105 million</td>
<td>900 million</td>
</tr>
<tr>
<td>Total (€)</td>
<td>1,860 million</td>
<td>705 million</td>
<td>2,565 million</td>
</tr>
</tbody>
</table>

A second factor in the significant expansion of INTERREG IIA is the stronger emphasis on cooperation across maritime borders. A total of 16 maritime Operational Programmes were supported under INTERREG IIA compared to just 4 under INTERREG I. Most of these programmes (11) relate to internal EU borders.

EU funds for operational programmes in some Objective 1 regions exceed €100 million with Spain/Portugal (€552 million) and Greece/external borders (€310 million) as the largest. Overall, the 59 operational programmes vary in their financial assistance, for example, 30 programmes receive between 5 and 25 million EURO. It is important to note that most of the largest programmes are ‘national’ programmes which cover the whole of a national border.

### INTERREG III (2000-06)

INTERREG will be the largest Community Initiative under the EU Structural Funds for the period 2000-06 (“INTERREG III”) with an allocation of €4,875 million. In April 2000 the European Commission established formal Guidelines 1: INTERREG III will have three strands covering:

- **Strand A**: cross-border cooperation - a continuation of INTERREG I and IIA;
- **Strand B**: transnational cooperation, which represents an extension of INTERREG IIC; and
- **Strand C**: interregional cooperation – a new strand which corresponds to an extension and possibly widening of the field of cooperation previously covered by RECITE and Ecos-Ouverture type programmes.

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1 OJ 2000/C 143/08

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The objectives of the three stands have been defined, as follows:

- **Strand A**: Cross-border cooperation between neighbouring authorities is intended to develop cross-border economic and social centres through joint strategies for sustainable territorial development.

- **Strand B**: Transnational cooperation between national, regional and local authorities aims to promote a higher degree of territorial integration across large groupings of European regions, with a view to achieving sustainable, harmonious and balanced development in the Community and better territorial integration with candidate and other neighbouring countries.

- **Strand C**: interregional cooperation is intended to improve the effectiveness of policies and instruments for regional development and cohesion through networking, particularly for regions whose development is lagging behind and those undergoing conversion.

The general principles for all three strands of INTERREG III are:

- Joint cross-border/transnational strategy and development programme
- Partnership and a “bottom-up” approach
- Complementarity with the “mainstream” of the Structural Funds
- A more integrated approach to the implementation of the Community Initiatives
- Effective coordination between INTERREG III and external policy instruments, especially with a view to enlargements.

**Strand A**, is the longest standing form of cooperation across national borders, and will receive the bulk of the financial resources of INTERREG III. With very few exceptions, the development, approval and implementation of programmes under Strand A is expected to be carried out separately from those of Strands B and C.

Some of the provisions in the new Guidelines concerning Strand A show considerable continuity with INTERREG I and IIA and will be familiar to the practitioners who are already involved in the development and management of INTERREG programmes. These include:

- The method of designation of eligible areas. As with INTERREG I and IIA the eligible areas are specified in an annex to the Guidelines (and which with very few changes cover the same areas and borders as in INTERREG IIA).
- The extent of eligible areas, which remains at NUTS III level, with the provision that in special cases up to 20% of the programme budget may be spent in adjoining NUTS III areas.
- The very wide range of eligible actions. The Guidelines provide an indicative list of priority topics (see box below), which together with eligible measures are amplified in an annex. It is however

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2 The European Commission published additional draft guidelines concerning Strand C:

3 Strand A will receive between 50% and 80%; Strand C will be allocated 6%; the remainder will go to Strand B.

4 It is expected that a Community Initiative Programme under Strand B for the Baltic Sea regions will also cover Strand A measures
emphasised that this is an indicative list and the full range of eligible actions under the Structural Funds is available.

Some of the provisions in the Guidelines introduce new requirements which mark significant changes in content or emphasis, as summarised below.

A common strategy and common programme development are essential conditions and all measures and operations must be based on joint programming for the regions concerned. Moreover, the establishment of a common bank account for at least all EU contributions is a major new requirement. Joint management of the programme implementation through cross-border mechanisms is another key condition for the acceptance of an INTERREG IIIA programme by the European Commission.

The principle of wider cross-border partnership and emphasis on a 'bottom-up' approach to be developed and applied from the phase of the elaboration of the joint strategy to the implementation of the operations characterise the new Guidelines. Regional-level cross-border structures based on regional/local authorities in border areas are expected to take the lead in the preparation of the programmes, and subsequently in their management and evaluation, working in partnership with national authorities where appropriate.

Two types of programme are possible under Strand A:

- The first type involves a single programme for the whole of a border, comprising several regional-level sub-programmes in the case of longer borders (e.g., Spain/Portugal, Germany/Poland);
- The second type will be represented by regional-level programmes for parts of a border (i.e., euroregion or similar level), as already done under INTERREG I and IIA for the D/NL, NL/B, D/F, F/UK, and many of the Scandinavian and other borders.

As required by the General Regulation of the Structural Funds, there will be a common cross-border Monitoring Committee to supervise the programme. A common Steering Committee, reflecting the membership of the cross-border partnership, will be responsible for the operational management of the implementation of each programme or sub-programme, including the final selection and approval of projects. The General Regulation of the Structural Funds also requires the designation of a Managing Authority with overall responsibility for managing the common programme and a Paying Authority for common financial administration. The Guidelines also envisage a joint technical secretariat to assist the Managing Authority with operational management tasks.

The financial management system will be simpler and more flexible through the use of a single Structural Fund (ERDF) with enlarged scope to cover actions normally eligible under ESF, EAGGF and FIFG. Moreover, the transfer of all ERDF funds (and preferably national matching funds) will be made to a single programme account, without splitting the ERDF funds by Member State.

Member States were invited by the European Commission to submit Community Initiative Programmes by November 2000 and most have done
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so. Some more programmes are expected to be submitted in the early months of 2001. The Commission will normally consider and approve these programmes within 5 months of a valid submission. In total, some 52 C.I.P.s are expected to be approved under INTERREG III. The implementation of this strand of the Initiative is likely to be fully started by the middle of 2001.

Phare CBC

The Phare CBC (Cross-Border Cooperation) Programme was established in 1994 for the promotion of cross-border cooperation between regions in the CECs and the EU. The eligible regions were those CEC regions bordering Member States of the EU. In the 1994-99 period, Phare CBC programmes covered 15 national borders and received €1 billion EU funds – in excess of EU funds allocated to counterpart INTERREG IIA programmes. Phare CBC programmes supported actions mainly in the fields of infrastructure (transport and environment) and economic development. Some programmes also supported small, people-to-people projects and other small-scale actions.

The original Commission Regulation concerning Phare CBC was introduced in 1994 with the aim of “mirroring” INTERREG and provided for Phare CBC programmes in CEC border bordering EU Member States. Such approximation between INTERREG and Phare CBC programmes was achieved only to a limited extent. In 1998 the Commission introduced the current Regulation which governs Phare CBC and has the following aims:

- To promote cooperation of border regions in countries in Central and Eastern Europe with adjacent regions in neighbouring EU and accession countries and thus to help them overcome the specific development problems which may arise from their position within the national economies, in the interest of the local population and in a manner compatible with the protection of the environment; and
- To promote the creation and the development of cooperation networks on either side of the border, and the establishment of links between these networks and wider Community networks.

This new Phare CBC Regulation of 1998 established some key parameters for cross-border cooperation programmes concerning CEC borders, which remain valid to date, notably:

- it broadened the geographical eligibility by including CEC/CEC borders between the 10 Central European candidate countries;
- it redefined eligible actions under Phare CBC (see box below);
- it introduced new planning and implementation instruments:
  - Joint Programming Documents;
  - Joint Cooperation committees; and
  - Joint Small Project Funds.

Phare CBC programmes for 1999 and 2000 were prepared under the new Regulation, but they did not have the benefit of counterpart actions under INTERREG. In the new period of the EU Structural Funds (2000-06), Phare CBC is meant to match Strand A of Intereg. Cross-border strategies and Joint Programming Documents have been under preparation during most of 2000, especially since the publication of the EC’s Guidelines for INTERREG.

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5 Commission Regulation 2760/98
III in April 2000, and in some cases are continuing.

In the post-2000 period all EU/CEC border regions will be covered by new JPDs which be approved under Structural Funds rules and procedures rules (as C.I.Ps) on the EU side and under Phare rules and procedures on the CEC side. A similar approach is followed for CEC/CEC borders eligible under Phare CBC and JPDs have already been prepared or are under preparation. (Even if common rules and procedures aply, even in these cases formal financing approvals will have to be made separately for the two sides).
Eligible Actions under Phare CBC

a) alleviation of the administrative and institutional obstacles to the free flow of persons, products or services across the border while taking into account the security aspects of such flows,
b) improving infrastructures, in particular communication facilities and the provision of local water, gas and electricity supplies, providing benefits across border areas,
c) environmental protection, for instance waste management, environmental management and pollution prevention dealing with problems exacerbated by the proximity to external borders,
d) agricultural and rural development measures with particular attention for facilitating cross-border cooperation projects,
e) measures in the fields of energy and transport, aimed at complementing the development of trans-European networks in accordance with orientations adopted by the Commission,
f) actions related to Justice and home affairs Community policy,
g) promotion of business cooperation, enterprise development, financial cooperation and cooperation between institutions representing the business sector (e.g. chamber of commerce),
h) aid to investment and provision of supporting services and facilities, in particular for technology transfer and for marketing for small and medium-sized enterprises,
i) training and employment measures,
j) local economic development, including tourism,
k) measures to promote cooperation in health, particularly the sharing of resources and facilities on a cross-border basis,
l) the development or establishment of facilities and resources to improve the flow of information and communications between border regions, including support for cross-border radio, television, newspapers and other media,
m) cultural exchanges,
n) local employment, education and training initiatives.
Coordination of INTERREG (Strand A) and Phare CBC

Since the introduction of Phare CBC in 1994 with the intention to “mirror” INTERREG there have been many differences in the regulatory regimes of INTERREG and Phare CBC, constraining the coordination of cross-border programmes and actions under these two instruments of the EU. These emanate mainly from the “parent” regulations governing the two instruments: the Structural Funds’ Regulations in the case of INTERREG, and the main Phare Regulation\(^6\) and the general Financial Regulation concerning external aid\(^7\), in the case of Phare CBC. The major differences can be summarised, as follows:

- INTERREG programmes have firm financial allocations of EU funds for the whole duration of the programme, whilst Phare CBC programmes have (at best) indicative multi-annual frameworks;
- INTERREG Programmes are approved once by the European Commission for a multi-annual period (currently 2000-06), whilst Phare CBC programmes require annual approvals by the Commission;
- Individual projects under INTERREG do not require the approval of the European Commission, but Phare CBC projects are normally submitted to the Commission for ex ante approval/endorsement, with the exception of very small projects;
- There are no size limitations in the case of INTERREG projects, but a minimum size of €2 million currently applies to Phare projects, (except those coming under small project funds of Phare CBC programmes);
- Certain eligible actions under Phare CBC can be used only for small projects (actions j to n – see box).

The border regions and AEBR have asked repeatedly the European Commission to revise the rules concerning the operation of Phare CBC in order to bring it closer to INTERREG. The new Phare CBC Regulation of December 1998 made a first step in this direction with the introduction of Joint Cooperation Committees, Joint Programming Documents, and Joint Small Project Funds. These changes were reinforced through the European Commission’s Guidelines for INTERREG III, which include a section on the coordination of INTERREG with Phare CBC and other external aid programmes. However, the different regulatory regimes of INTERREG and Phare CBC make it difficult to bring the two sides together in the implementation of programmes and projects.

In an attempt to overcome some of these difficulties the European Commission approved on 27 October 2000, a Communication from Mr Verheugen, Commissioner responsible for Enlargement, entitled: **Phare 2000 Review – Strengthening Preparations for Membership.** This review announced changes to **Evolve Phare Cross-Border Cooperation towards INTERREG**. These changes will come into effect from 2001 and include a much greater use of grant schemes covering projects from €50,000 to €2 million. This will reduce the ex ante approval requirements of

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\(^6\) Council Regulation 3906/89
\(^7\) Council Financial regulation of 21/12/1977, OJ L 356
the Commission for individual projects, and will remove the size limitations on project. The review also confirmed the continuation of Joint Small Project Funds for projects under €50,000. New rules concerning the implementation of programmes and projects, including grant schemes, are included in the European Commission’s Practical Guide to Phare, Ispa & Sapard contract procedures.

**Phare CREDO**

The Phare CREDO Programme was developed in 1996 to promote and support “East-East” cross-border cooperation involving CEC-CEC and CEC-NIS border regions and communities. The objectives of CREDO were to promote good neighbourliness and social stability in the border regions, to promote cross-border cooperation which can contribute to economic and community development, and to contribute towards decentralisation in the CECs. A range of multi-sectoral projects were eligible including economic development, socio-cultural cooperation, urban and regional services, human resources, environment and local and regional government. Eligible beneficiaries were decentralised, public and private sector bodies and non-profit making organisations.

The CREDO Programme has raised the profile and opportunities for cross-border cooperation in many borders and supported genuine cross-border projects with partners on both sides of the border. However, it has also been negatively perceived in many border regions due to its complex and bureaucratic structures and management, the relative small size of its overall budget and delays in implementation, and the lack of a programmatic approach similar to INTERREG and Phare CBC. Accordingly the European Commission decided to replace CREDO on the borders between candidate countries by expanding the eligible regions under Phare CBC (see above). But it is currently (December 2000) unclear how Phare support will be available for cross-border cooperation in other border regions of Phare beneficiary countries, not covered by Phare CBC.

**Tacis CBC**

The Tacis Cross-Border Cooperation Programme was launched in 1996 to fund cross-border activities on the western borders of Tacis beneficiary countries with the EU and CECs – ie. The western border regions of the Russian federation, Belarus, Ukraine and Moldova. The main focus of Tacis CBC has been on border networks such as crossing facilities, environment and cross-border cooperation at local level including the Baltic Small Projects Facility. The 1997 Programme includes a Regional Capacity Building Initiative the implementation of which has been assigned to AEBR (see below).

Tacis CBC is part of the wider Tacis Programme concerning the provision of assistance to economic reform and recovery in the New Independent States and Mongolia. The Council Regulation for 1999 encourages cross-border cooperation between the NIS and the EU and CECs, and between the NIS themselves. It states that
cross-border cooperation shall primarily serve to:

- assist border regions in overcoming their specific developmental problems stemming from their relative isolation;
- encourage the linking of networks on both sides of the border such as border-crossing facilities;
- accelerate the transformation process in the partner states through their cooperation with border regions in the EU or CECs; and
- reduce transboundary environmental risks and pollution.

Tacis CBC lacks a programmatic approach and specific regional or other institutional arrangements concerning its operation to match those of INTERREG (Strand A) and Phare CBC. Therefore, coordination between cross-border actions under Tacis and other EU funding instruments has proved practically impossible to achieve to date.

**CARDS and MEDA**

In December 2000 the EU adopted a new regulation concerning assistance for Western Balkan countries (known as CARDS) covering Albania, Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia, and the FY Republic of Macedonia. CARDS will *inter alia* support "the development of closer relations among recipient countries, between them and the European Union and between them and countries which are candidates for accession to the European Union, in coordination with other instruments for cross-border, transnational and regional transboundary cooperation with non-member countries".

This means that the Phare CBC programmes for Albania/Greece and FY Republic of Macedonia with Greece will be succeeded by new programmes under CARDS, and new programmes could be developed, e.g., for Croatia/Slovenia and Croatia/Hungary, Bulgaria/FYROM. The modalities of the cross-border programmes under CARDS and their coordination with INTERREG and Phare CBC are not yet known.

The EU has also recently amended the regulation concerning MEDA (financial and technical assistance for Mediterranean non-member countries). Although there is scope for EU support for cross-border actions under MEDA, there are no programmatic, institutional or other arrangements equivalent to those of INTERREG (Strand A) or Phare CBC. Such arrangements are needed in order to achieve coordination with INTERREG on borders such as Spain/Morocco, Gibraltar/Morocco, Greece/Cyprus, Greece/Turkey.

**LACE**

The Linkage Assistance and Cooperation for the European Border Regions (LACE) project of AEBR was launched in 1990, to coincide with the introduction of INTERREG, and to act as a European observatory for cross-border cooperation. The LACE-TAP project (Technical Assistance and Promotion of Cross-Border Cooperation) covers the period of implementation of INTERREG IIA (1999-2001).

Since its inception, the LACE project has been closely linked with the operation of INTERREG. In particular, LACE has promoted cross-border cooperation.
Practical Guide to Cross-border Cooperation

cooperation and cross-border structures throughout the EU, and has been actively involved in strengthening networking between border regions and facilitating the transfer of know-how and best practice to the less advanced border regions. LACE-TAP is managed by AEBR and its costs are partly covered by an EU grant and partly by AEBR and regional contributions.

In the periods 1996-1997 and 1999-2000 the European Commission has funded similar activities in the Central Europe countries under the LACE-Phare CBC project, which is managed by AEBR. The activities and services of the LACE-TAP and LACE-Phare CBC projects are summarised below.

Main Activities of LACE Projects

- **Networking** between practitioners involved in cross-border cooperation (INTERREG and Phare CBC) allowing exchanges of know-how and experiences.
- **Website** with LACE publications, profiles of border regions, information on programmes and projects.
- **Workshops, Seminars and Conferences** have been organised in border regions and have provided an ideal forum for networking as well as debate and advice on policy and implementation aspects of cross-border cooperation, including cross-border programmes and structures.
- **Publications** have been researched and produced including, technical publications such as Practical Guide and Manual, as well as Info-Sheets, a colour magazine addressing the wider public (under LACE-TAP), and a LACE-Phare CBC Newsletter.
- **Advisory Support** has been provided to the border regions and the European Commission, including specialist reports (e.g. Institutional Aspects of Cross-Border Cooperation, Discussion Paper on the future of Maritime Cooperation, Study on Financial Engineering).
- **LACE Offices** in 10 EU border regions under LACE-TAP and 6 **Info-Points** in CEC border regions under LACE-Phare CBC, have been established to gather information on programmes, projects, strategies etc., disseminate information on good practice, assist with the organisation of workshops/conferences and translations, and promote networking between the border regions.
- **Scientific Technical Committee** comprising scientific experts from universities and research centres with specialist input to strategic and policy issues and publications.

For more information see: [http://www.lace.aebr-ageg.de](http://www.lace.aebr-ageg.de)

In April 2000 the Commission also entrusted AEBR with the implementation of the Regional Capacity Building Initiative under the Tacis CBC programme. RCBI covers the Western border regions of the Russian Federation, Belarus, Ukraine and Moldova. It includes the provision of long-term and short-term technical assistance, the assessment reports in the border regions, training seminars and study visits.
A 5

TECHNICAL REQUIREMENTS
CHAPTER A 5: TECHNICAL REQUIREMENTS

OUTLINE:

This chapter deals with the technical requirements of EU-supported cross-border programmes, especially those under INTERREG (Strand A) and Phare CBC. It deals with: the process of cross-border strategies; the content and structure of cross-border programmes; the requirements for programme evaluation; indicators for monitoring and evaluation.

KEY POINTS:

- Cross-border strategies and programmes should be prepared by cross-border partnerships, and should contain a common strategy and a single programme for both sides of the border. The programme should be accompanied by an “INTERREG Agreement” between the partners.

- The programme should contain (strategic and operational) objectives, priorities and measures (based on types of action eligible under the relevant EU regulations). Specific guidance applies to JPDs (Joint programming Documents), which are required for programmes on EU/CEC and CEC/CEC borders.

- The general evaluation requirements for EU Structural Funds’ programmes, apply to cross-border programmes (evaluation at ex ante, interim and ex post stages).

- Due to their specific characteristics, cross-border cooperation programmes should follow a particular approach to monitoring and evaluation, concerning:
  - ex-ante evaluation, including the specificity of SWOT analysis and complementarity with mainstream programmes;
  - the definition of quantitative and qualitative indicators (for establishing baselines, and for measuring outputs, results and impacts);
  - sources of information.

REFERENCES:


- European Commission Regulation concerning Phare CBC: 2760/98 (December 1998)

REFERENCES:


- INTERREG II NOTICE laying down guidelines for operational programmes which Member States are invited to establish in the framework of a Community initiative concerning border development, cross-border cooperation and selected energy networks (94/C/180/13), Official Journal of the European Communities (EC) No 1628/94 of 4 July 1994 - see Annex D.3
**Cross-Border Strategies and Programmes**

Over time, cross border development strategies have become increasingly popular mechanisms driving the economic and social development of the cross border regions. Such a strategic framework provides a “vision” of the future and defines the objectives and development priorities for the cross border region. Moreover, this type of framework allows for planned and integrated action, in place of ad-hoc and uncoordinated intervention. Overall, cross-border strategies constitute a natural development beyond the dealing with day-to-day problems and provide a useful framework for funding programmes.

While the formulation of a regional development strategy for any region is important, the joint preparation of such a strategy for a cross-border region is of particular importance. This arises from having different national territories included within the cross-border region and the resultant need to minimise the “barrier effect” caused by the border, and the need also to reduce development and income differentials between the two parts of the region. In the past, the focus of cooperation between actors in cross-border regions was mainly on matters relating to physical planning and probably little else. Nowadays it is recognised that there is scope for fruitful exchanges on a whole range of different issues, ranging from socio-cultural cooperation to the environment through to economic development issues. Significantly, formulation of a cross-border strategy allows the joint working on developing an understanding of problems and opportunities together.

The preparation of a common cross-border development strategy gives the communities on both sides of the border, the opportunity to collaborate and to jointly define the future of their cross-border region. It will help further each community’s understanding of the other, and enhance the organisational, business and other linkages which exist, to the benefit of all those involved. Moreover, collaboration and joint working in the preparation phases of such a strategy provides a solid base for on-going joint working in programme definition, implementation and monitoring, as well as in the emergence of truly joint projects with a genuine cross-border character. The main steps in preparing a strategy are shown in the diagram below.

Important pre-conditions for a genuine cross-border development and effective management of a cross-border programme, include the establishment of a cross-border partnership, backed by a formal agreement. A wide cross-border partnership should be developed, in the case of INTERREG/INTERREG, INTERREG/Phare CBC and Phare CBC/Phare CBC programmes, including regional and local authorities, and as appropriate national authorities. The composition and functioning of the partnership will differ from region to region, reflecting variations in structures and competencies and traditions, and should also engage in appropriate ways the social partners and other relevant bodies. This partnership should be developed from the outset, from the phase of elaboration of the joint strategy to the implementation of the operations.

Good practice shows that a normal programme document suffices in the case of “national mainstream”
programmes but it should be complemented by a separate agreement in the case of cross-border programmes, in order to overcome the differences that exist between the two sides of the border in administrative systems and detailed interpretation of EU regulations and guidelines. A comprehensive INTERREG Agreement (or INTERREG / Phare CBC or Phare CBC / Phare CBC agreement) between the partners in the cross-border partnership would be desirable, although not required by the EU regulations and guidelines, and should be prepared at the same time as the draft programme in order to create implementation conditions which approximate those of national mainstream programmes.

The agreement should define the membership of the Monitoring and Steering Committees, establish common procedures for all sub-programmes, designate the financial administration body(ies) and deal with financial liability issues between national and regional/local partners. It should also cover matters such as co-financing and the role of existing cross-border structures, such as euroregions. A checklist of the main contents of such an agreement is in Table A.5.1.

A single programme (JPD for INTERREG/Phare CBC or for Phare CBC/Phare CBC), will be drawn up for each national border. The programme must cover both sides of the border with the cross-border region seen as a “single socio-economic and geographical entity". Reflecting the approach defined in the European Commission’s Guidelines for INTERREG IIIA, such a programme should include regional-level sub-programmes, which will be autonomous in management terms (i.e. each of them with its own Steering Committee and decision-making concerning project selection. For duly justified cases (e.g. very long borders and well-established cooperation based on well established cross-border structures) the Guidelines envisage that a programme may be drawn up for one cross-border region (e.g. euroregion level).
Contents and structure of cross-border programmes

The cross-border programme should include a systematic description and analysis. The description of the current situation should be for the cross-border region as a whole and should include:

- A quantified description of disparities, gaps and potential for development.
- A detailed analysis per sector;
- A description in terms of competitiveness and innovation, SMEs, employment and the labour market;
- A description of the environmental situation of the region;
- A description of the financial resources deployed, the main results of operations in the previous programming period and the evaluation of the results available.

The description of the existing situation should be concluded with a systematic **SWOT analysis**, which should be conducted in common for the whole of the cross-border region. The SWOT should pay particular attention to problems (including weaknesses and threats) which are associated with the border and to common cross-border “potential” (including strengths and opportunities).

The cross-border strategy and programme should be linked to the wider regional development policies and should take account of additionality and complementarity with mainstream programmes, under the Structural Funds in EU Member States and under Phare and other pre-accession instruments (ISPA,
SAPARD) in candidate countries. It should also take account of the European spatial planning perspective.

The strategy for long-term cross-border cooperation should include the definition of the vision for the cross-border region and strategic objectives, and the main priorities and measures for achieving these objectives.

In practical terms, the main points of the SWOT analysis (problems and potentials) need to be linked to the main fields of action which can be supported by the EU instruments. In this way the main priorities and measures of the programme can be identified. This is illustrated in Table A.5.2. Each priority and measure can then be developed further in terms of operational objectives, target groups, project selection criteria, expected results/indicators and possible measure managers. An illustration is provided in Table A.5.3.

Priorities should be limited in number (say, maximum 5), and contain an outline of the measures to implement them. Priorities and measures could, for example, be as illustrated in the example below. The nature of any technical assistance measures required to prepare, monitor and evaluate the programme should be mentioned, possibly in the form of a separate priority or measure.

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**Example of Programme Structure (Priorities & Measures)**

**Priority A: Improving infrastructures**
- measure 1: transport
- measure 2: environment
- measure 3: utilities

**Priority B: Promotion of enterprise development and business cooperation**
- measure 1: industrial parks, business incubators
- measure 2: support to SMEs, credit schemes

**Priority C: Agricultural and rural development**
- measure 1: rural development

**Priority D: Training and employment**
- measure 1: vocational training
- measure 2: entrepreneurship

**Priority E: People to people actions (SPF)**

Priority or Measure on Implementation / Technical Assistance

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Joint Programming Documents (JPD)

The Phare CBC Regulation of 1998 and INTERREG III Guidelines require a Joint Programming Document to be prepared for regions on EU/CEC and CEC/CEC borders. This document will be the equivalent to the “single programme” required for internal EU borders under INTERREG. It must therefore include “common development strategies and priorities” for the cross-border region which must be viewed as “a single economic and geographic entity”.

The Phare CBC Regulation of 1998 and the INTERREG III guidelines provide a number of principles guiding the preparation of the JPD:

- The common programme (JPD) will be prepared and its implementation monitored by a cross-border structure - the Joint Cooperation Committee;
- For the cross-border region seen as a “single socio-economic and geographical entity” it will include:
  - a common development strategy;
  - common priorities; and
  - common measures (as far as possible).
- All operations selected to implement the JPD must have a clear impact on the other side of the border;
- Actions taken under INTERREG and Phare CBC will be integrated into the wider framework of regional development policy (notably the National Development Plans of the candidate countries, as well as the European spatial planning perspective);
- Partnership and involvement of regional/local actors - regional/local authorities and social partners (bottom-up approach) are key features;
- Co-ordination and complementarity with mainstream pre-accession aid (Phare, ISPA, SAPARD) and Structural Fund support will be required.

The JPD will be agreed by the Joint Co-ordination Committee (JCC) as a whole. It will then be submitted to the European Commission for its approval. Different submission and approval procedures apply under INTERREG and Phare CBC. Generally, a fundamental difference between the two instruments will persist and while the JPD will remain indicative in the case of the Phare CBC Programme, it will obtain the legal status of a Community Initiative Programme (CIP) in the case of INTERREG.

In the case of INTERREG, the JPD/CIP will be submitted to the European Commission by the Member State concerned. When the Commission approves each programme, it shall grant a single contribution from the ERDF. The Commission may also make a global grant to an approved intermediary body, for all or part of the programme, in agreement with the Member State concerned. Each CIP will be accompanied by a Programming Complement, which defines the measures planned to implement the priorities and is approved by the Monitoring Committee for the CIP (i.e. the JCC). This Complement must be sent to the European Commission no later than three months after the Commission decision approving the CIP and is valid for the whole 2000-06 period, subject to normal review and modification procedures under the Structural Funds.
In the case of Phare CBC the JPD will be sent to the European Commission by the country’s Phare National Aid Co-ordinator, and then transmitted for information and discussion to the Phare Management Committee. (For JPDs covering Phare CBC/Phare CBC borders, parallel submissions to the Commission will be required by the Phare National Aid Co-ordinators of the countries concerned).

As an external aid programme of the EU, the Phare CBC part of the JPD requires annual approval through the system of financial proposals and financing memoranda between the European Commission and each of the Phare countries. Thus an annual approval process is necessary in the case of the Phare CBC funding instrument, but a one-off approval exercise is required in the case of INTERREG for the whole seven-year period.
General evaluation requirements

Programme evaluation is a general requirement of the Structural Funds and other EU funding instruments. Evaluation is most useful when it forms an integral part of the everyday programme and/or project management. In general, three types of evaluation can be distinguished:

Ex ante evaluation is carried out before the start of the programme and assesses the relevance of the programme and its proposed activities. More specifically it appraises the quality of the strategy and objectives, the internal and external coherence of the programme and the planned measures. It also defines the allocation of funds, defines objectives and indicators, results and impacts.

The on-going evaluation analyses, during implementation, assess if the programme and its actions are on schedule and whether the planned outcome or objectives will be achieved or met within the given time. Such evaluation studies are known as interim or mid-term evaluation. Corrective actions can be proposed during this phase.

The ex post evaluation is carried out after the programme has been completed and assesses the overall and specific impact of the programme and its activities on the target groups. Ex post evaluation should compare results achieved with the initial (ex ante) objectives and should assess and analyse why discrepancies occurred.

The outcome of the evaluation should provide an input in the planning of the next phase of the programme or project. It may lead to a redefinition or modification of the action or the selection of new target groups or activities.

Evaluation of cross-border cooperation programmes

INTERREG programmes are required to fulfil the obligations for evaluation as set out in the Structural Funds regulations. General methodological advice on ex ante evaluation and on indicators for monitoring and evaluation has been prepared by the European Commission for all types of programmes in the new programming period 2000-2006. However, the general advice concerning Structural Funds programmes is not sufficient or entirely appropriate for cross-border cooperation programmes.

The need for a specific methodological approach for the evaluation of cross-border cooperation programmes (Strand A of INTERREG and similar programmes under other financial instruments, notably Phare CBC), arises from the specificities of these programmes, especially:

- the dualism of its aims, which cover both “regional development” and “cross-border cooperation and regional integration”;
- the transnationality of the institutional systems involved in the preparation and management of implementation of these programmes.

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• differences in data availability still prevailing on many borders;
• and in the case of external EU borders, differences in regulations applying on either side of the border, such as under INTERREG on the EU side and correspondingly under Phare/Tacis CBC on the other side.

The specificity of the evaluation of cross-border cooperation programmes has been recognised by the European Commission and specific guidance on the evaluation of INTERREG IIIA programmes has been issued in addition to the general methodological advice concerning the evaluation of Structural Funds programmes.

**Ex-ante evaluation**

In order to meet the European Commission’s “standard” requirements, the ex-ante evaluation should cover the following aspects:

• **Learning from past experience**, including evaluation studies of predecessor programmes.

• **The context of the intervention**, including:
  - covering both dimensions of cross-border programmes: *regional development* and *cross-border regional integration*; and
  - based on a common *cross-border SWOT analysis*, which identifies separately *problems associated with the border* (i.e. resulting from the barrier affect of the border or from the relative peripherality of the region) and *common potential* for development.

• **The rationale and overall consistency of the strategy**, including its relevance and internal consistency, and particularly its complementarity with relevant mainstream programmes and policies.

• **Quantification of objectives** (which is more difficult to achieve for cross-border cooperation programmes than for mainstream Structural Funds programmes, principally due to the intermediate nature of many of the results/impacts – these limitations can be addressed by constructing a system of INTERREG/CBC specific indicators and by using mixed packages of quantitative and qualitative methods for whole evaluation fields, rather than relying on isolated indicators).

• **Estimate of expected impact** (which in most cases in not possible or appropriate to aim to measure in simple “final impact” terms, such as GDP and jobs, as for mainstream programmes - a more complex and subtle set of “measurements” will be required to reflect the impact achieved by the programme, including intermediate impacts and qualitative elements)

• **Implementation system**, i.e. assessment of fulfilment of the requirements of EU regulations and guidelines, e.g. cross-border

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3 Complementarity and proportionality should also be taken into account, and if a cross-border cooperation programme is much smaller than a mainstream regional development programme for the same region this aspect of ex-ante evaluation is of limited importance
partnership in the preparation of the programme, common structures for the management of its implementation, common monitoring and evaluation framework.

**Indicators**

The ex-ante evaluation should establish appropriate **indicators** which can be used for monitoring the progress of the implementation of the programme, and for establishing at mid-term and ex-post stages, its:

- **Outputs** (e.g. people trained, enterprises assisted by the measures of the programme);
- **Results** (e.g. improved qualifications, increase business activity);
- **Impacts** (e.g. reduction in unemployment/increase in employment).

Indicators of achievement of the objectives are essential for the monitoring and evaluation of a programme. The indicators should follow the structure of the programme and its “intervention logic”, i.e. there should be indicators corresponding to different levels:

- Measure-level (operational objectives);
- Priority-level (specific objectives);
- Programme-level (global objectives).

**Table A.5.4** provides an illustration of how the indicators can be structured to correspond to the intervention logic of the programme.

For each of the indicators, it should be possible to define its value prior to the commencement of the implementation of the programme, i.e. its **baseline** value, and its subsequently achieved value (allowing a measurement of result or impact).

The definition and use of indicators should not be a “mechanistic” exercise. They should be used in a way that they provide a fairly simple and meaningful picture of the situation in the cross-border region, before, during and after the implementation of the programme. For instance, in the case of the proposed/chosen **impact indicators** it should be advisable to check at the ex-ante stage whether their baseline values paint a realistic picture of the cross-border region, i.e. the context of the intervention, and therefore can be used as **context/impact indicators**. Given the specificity of the INTERREG (Strand A) and similar programmes these context/impact indicators should be suitable for defining both:

- **baselines of socio-economic integration** (e.g. workers commuting, enterprises doing business on the other side); and
- **baselines of cross-border cooperation** (e.g. existing cross-border contacts, forums, structures).

and subsequently measuring impact in terms of increase in cross-border labour market or business activity, and in terms of intensification of institutional cooperation.

**Table A.5.5** provides examples of INTERREG/CBC specific indicators, which may be used in connection with programme-level context and impact measurements.

There is no uniform set of indicators that should be used for all cross-border cooperation programmes, throughout Europe. The planners and managers of each programme should select the most appropriate indicators for the context of the particular cross-border region and the types of actions included in the programme. Both
quantitative and qualitative indicators will be needed. Table A.5.6 provides examples of INTERREG/CBC indicators for each of the main fields of action (priority topics) identified in the Guidelines for INTERREG IIIA programmes. In addition, to INTERREG/CBC specific indicators, programme planners and managers can use other “standard” indicators suggested by the European Commission for mainstream Structural Funds programmes (see above).

Sources of Information

A general characteristic of INTERREG/CBC specific indicators, like the ones presented in the illustrative examples accompanying this chapter, is that they tend to require special gathering of information, e.g. from surveys. There might be a few exceptions when general statistical sources can be used (e.g. workers’ cross-border commuting) but the frequency of updating and level of detail are unlikely to suit the INTERREG cycle.

Data gathering can be less demanding for some types of action (e.g. one-off physical actions such as building a missing link between infrastructure networks) and for some other qualitative indicators (e.g. signing of cross-border agreements). Such information should normally come from programme records and monitoring reports. For other aspects, such as attitudinal aspects, information gathering can be much more demanding, as the quality and sophistication of any on-going “observatory” of cross-border attitudes will need to be of a high standard to offer meaningful and reliable measurements of the results/impact of the cross-border programme intervention.

The sources of information represent a major constraint with serious implications, including the following:

- a selective approach is essential, focusing on as few as possible and the most relevant of indicators;
- ideally indicators should be combined by target group to simplify data gathering (e.g. businesses can be asked questions concerning several measures / indicators);
- special data gathering on a cross-border basis should be planned in the form of standardised and easy-to-repeat surveys or panels of respondents;
- the cost implications of the above should be recognised from the beginning, with adequate provision made in the programme, under implementation and technical assistance measures.

* However, there should be scope for adapting and using two systems and sources of information for the same set of indicators (e.g. numbers of visitors in measures concerning tourism) even on external borders. INTERREG and Phare CBC programmes should support the adaptation of sources of information to cross-border monitoring and evaluation needs.
Table A.5.1: Checklist of Main Contents of an INTERREG-type Agreement (INTERREG/INTERREG, INTERREG/Phare-CBC, Phare-CBC/Phare-CBC borders)

<table>
<thead>
<tr>
<th>Field</th>
<th>Aspects / Matters to be Defined in the Agreement</th>
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</table>
| **General**                        | • Contracting partners  
|                                    | • Geographic area  
|                                    | • Subject and duration  
|                                    | • Involvement of social partners & NGOs  
|                                    | • "Managing Authority”/"Implementing Agency”  
|                                    | • "Paying Authority”/"Paying Agency”  
| **General criteria for projects to be supported** | • Strategic objectives  
|                                    | • specific programme project criteria  
|                                    |   - cross-border character and impact  
|                                    |   - partnership principle  
|                                    |   - capacity building  
|                                    |   - overall financing ensured for both sides of the border  
|                                    | • eligible actions  
|                                    | • eligible applicants  
|                                    | • conditions for ”successful implementation” (final report, criteria and procedure for its approval)  
|                                    | • eligible costs  
|                                    | • grant type and co-financing rules (max. EU contribution and non EU)  
|                                    | • exit strategy and sustainability  
| **Structures**                     | • Monitoring Committee for the Programme  
|                                    |   - Composition  
|                                    |   - Decision making procedures  
|                                    | • Joint Technical Secretariat for the Programme  
|                                    |   - Responsibilities  
|                                    | • Steering Committee (for each sub-programme)  
|                                    |   - Composition  
|                                    |   - Responsibilities  
|                                    |   - Decision making procedures  
|                                    | • Board (for each sub-programme)  
|                                    |   - Composition  
|                                    |   - Responsibilities  
|                                    | • Joint Technical Secretariat (for each sub-programme)  
|                                    |   - Composition  
|                                    |   - Responsibilities  

| Technical Management | • Application procedure defined  
  - Receipt and processing of grant applications  
  (e.g. role of secretariat)  
  - Application forms  
  - Timetable  
• Appraisal / approval procedure  
  - Bodies responsible for different steps in appraisal / approval  
  - Selection criteria  
• Monitoring and evaluation procedure  
  - Body/ bodies responsible for monitoring / evaluation  
  - reporting procedures (progress and annual reports)  
  - evaluation results fed back into planning process  
• Information and publicity measures considered (e.g. information for potential beneficiaries, professional organisations and general public) |
| Financial Management | • Authority / body with responsibility for financial management defined  
• Principles for possible re-allocation of funds between sub-programmes  
• Specific financial management functions delegated (e.g. to a sub-authority or a bank) |
| Financial Administration | • Joint bank account  
• Accounting  
• Use of interest rates on EU bank account |
| Financial Liability | • Contracting conditions with project partners  
• Payment procedures |
| Audit | • Accounting and auditing procedure  
• Repayment |
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<tr>
<th>Problem No</th>
<th>Urban, rural, coastal development</th>
<th>Enterprise &amp; SME development</th>
<th>Labour market &amp; social inclusion</th>
<th>Research, technology, culture &amp; health</th>
<th>Environment &amp; energy</th>
<th>Transport &amp; telecoms</th>
<th>Legal and administrative cooperation</th>
<th>Cooperation between citizens &amp; institutions</th>
<th>Technical assistance</th>
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Symbols:
- M ✓: major contribution
- m☐: minor contribution

5 Priority Topics for INTERREG III
### Table A.5.3: Programme “Matrix”

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<td>Protection of cultural and tourism heritage</td>
<td>Programme Management</td>
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<td>Target Groups</td>
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<td>Project selection criteria</td>
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<td>Results / Indicators</td>
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Table A.5.4: Indicators and Intervention Logic of a Programme

<table>
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<tr>
<th>“Intervention logic”</th>
<th>Examples of indicators</th>
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<td>Mainstream</td>
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<td>Global objectives</td>
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<td>Priority Level</td>
<td>Specific objectives</td>
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<tr>
<td>Measure Level</td>
<td>Operational objectives</td>
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<tr>
<td>Project Level</td>
<td>Programme operations</td>
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Table A.5.5: Examples of INTERREG/CBC-specific Context / Impact Indicators

<table>
<thead>
<tr>
<th>Type of Indicator</th>
<th>Definition</th>
<th>Measurement</th>
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<tbody>
<tr>
<td>1. INSTITUTIONAL SITUATION</td>
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</tr>
<tr>
<td>1.1 Degree of cooperation in “essential” public services</td>
<td>Contact / cooperation between organisations responsible for emergency services, environmental protection, hospitals, natural resource management, etc</td>
<td>% of organisations with: informal contacts; ad hoc forums; cooperation agreements (eg between fire services); formal cross-border structures</td>
</tr>
<tr>
<td>1.2 Degree of cooperation in other fields</td>
<td>Contact / cooperation between socio-economic organisations (e.g. chambers of commerce, training agencies, universities, etc)</td>
<td>% of organisations with: informal contacts; ad hoc forums; cooperation agreements; formal cross-border structures</td>
</tr>
<tr>
<td>2. Physical Situation (Infrastructure and Utilities)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1 Connections between networks:</td>
<td>Elimination of missing links (or, integration of networks)</td>
<td>Completion and operation of missing links</td>
</tr>
<tr>
<td>- Transport networks (road, rail)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Utilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Telecoms</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Energy</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.2 Cross-border public transport</td>
<td>Cross-border passenger services Passenger transport cost/frequency</td>
<td>Availability of cross-border passenger services Cost/frequency</td>
</tr>
<tr>
<td>2.3 Cross-border postal services</td>
<td>Cost/speed of postal service between adjacent regions</td>
<td>Cost/speed</td>
</tr>
<tr>
<td>2.4 Cross-border telecoms</td>
<td>Cost of telecoms between adjacent regions</td>
<td>Cost</td>
</tr>
</tbody>
</table>
### 3. SOCIO-ECONOMIC SITUATION

| 3.1 | Citizens’ cross-border affinity / activity | Inhabitants on one side understanding / using the language of the other side | % of population speaking other side's language  
% of population following other side's media: radio, TV, newspapers  
Inhabitants on one side visiting friends, cultural facilities/events, shopping, etc on other side | % of population & frequency |
|-----|------------------------------------------|----------------------------------------------------------------------------|------------------------------------------------------------------------------|
| 3.2 | Cross-border business activity           | Enterprises on one side of the borders with business interests on the other side | % with contacts on other side  
% selling significant part (e.g. % of turnover) of their goods/services to the other side | |
| 3.3 | Cross-border labour market activity      | Workers involved in cross-border activity                                 | % working on other side  
% with dual qualifications | |
| 3.4 | Cross-border educational activity        | Students involved in cross-border activity                                | % studying on other side  
% studying for dual qualifications | |
Table A.5.6: Examples of INTERREG/CBC-specific Output/Result Indicators

<table>
<thead>
<tr>
<th>Ref.</th>
<th>Output</th>
<th>Type of Indicator</th>
<th>Definition</th>
<th>Measurement* / Nature</th>
<th>Source of info</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td></td>
<td><strong>Promotion of urban, rural and coastal development</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1a</td>
<td>Output</td>
<td>Planning systems</td>
<td>Common planning for border regions (or specifically for urban or rural or coastal areas)</td>
<td>Establishment of cooperation between planning departments: • planning forums (QL) • joint working groups (QL) • joint studies (QL/QT) • common planning guidelines or plans (QL)</td>
<td>1</td>
</tr>
<tr>
<td>1.1b</td>
<td>Result</td>
<td>Intensity and quality of urban, rural, coastal development</td>
<td>Balanced development of the cross-border area(s)</td>
<td>Achievement of balanced development in terms of e.g. building construction (QT), growth in jobs (QT), environmental/visual quality (QL), etc</td>
<td>2,3</td>
</tr>
<tr>
<td>2.</td>
<td></td>
<td><strong>Development of entrepreneurship, SMEs, tourism and local development and employment initiatives</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1a</td>
<td>Output</td>
<td>SME cross-border networking</td>
<td>Contact / cooperation between SMEs</td>
<td>Number of SMEs involved in cross-border projects (QT)</td>
<td>1</td>
</tr>
<tr>
<td>2.1b</td>
<td>Result</td>
<td>SME cross-border networking</td>
<td>SMEs involved in cross-border cooperation</td>
<td>Increase in percentage of SMEs of SMEs with: • cooperation agreements (QT) • joint ventures (QT)</td>
<td>3</td>
</tr>
<tr>
<td>2.2a</td>
<td>Output</td>
<td>Marketing of quality tourism</td>
<td>Common marketing strategy and marketing activities</td>
<td>• Cooperation structures between tourism offices (QL) • Joint information services (QL)</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
|   | 2.2b Results | Marketing of quality tourism | Numbers of tourists | Increase in number of tourists:  
• in quality tourism (QT)  
• in visitors staying on both sides of the border (QT) |
|   |   |   |   |
| 3. | Integration of labour market and promotion of social inclusion |   |   |
| 3.1a Output | Labour market services | Common employment services (e.g. EURES) or linking-up of employment services | Establishment of common employment services (placement services, databases of vacancies & training opportunities) |
| 3.1b Result | Labour market operation | People in cross-border training and commuting | Increase in:  
• number (or percentage) of people participating in cross-border training  
• number (or percentage) of cross-border job placements |
| 3.2a Output | Territorial employment pacts | Cross-border territorial employment pacts | Establishment and operation of territorial employment pacts (QL) |
| 3.3b Result | Employment development projects/initiatives | Cross-border employment development projects/initiatives (targeted on cross-border labour market integration etc objectives) | Number (and quality/relevance to objectives) of cross-border projects/initiatives for employment development (QT & QL) |

| 4. | Cooperation in the domains of RTD, training, culture and health |   |   |
| 4.1a Output | Cooperation between organisations | Cooperation between research centres and businesses from either side of the border in RTD |  
• establishment of cross-border cooperation structures (e.g. networks, forums) (QL) |
| 4.1b Result | RTD projects | Development of cross-border | Increase in:  |
| 4.2a | Output | Cultural events | Cross-border cultural events (festivals, exhibitions) | • number of events held (QT) | • number of participants (QT) | 1 |
| 4.2b | Result | Cultural activity | Residents participating in cultural activities (not only INTERREG projects) on other side of border | Increase in number (or percentage) of residents participating in cultural activities on other side of border (QT) | 3 |

### 5. Environmental protection and renewable energies

| 9.1a | Output | Emergency response systems | Establishment of a cross-border emergency response systems (e.g. in a sea area, river estuary, forest) | • cooperation agreement between environmental protection etc agencies concerning response to emergencies (QL) | • installation of a network monitoring stations (QL) | 1 |
| 9.1b | Result | Emergency response systems | Emergency incidents | Reduction in: | • number of emergency incidents (QT, QL) | • human and material losses arising from emergency incidents (QT, QL) | 2, 3 |
| 9.2a | Output | Water treatment | Installation of water treatment plants | Completion and operation of plants (QL) | 1 |
| 9.2b | Result | River pollution | Presence of pollutants in cross-border river(s) | Percentage of reduction in pollutants in river water (QT) | 3 |
### 6. Basic infrastructure of cross-border interest

<table>
<thead>
<tr>
<th>Output</th>
<th>Result</th>
<th>Description</th>
<th>Technical Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.1a</td>
<td></td>
<td>Rail infrastructure</td>
<td>Construction of missing cross-border link between railway networks</td>
</tr>
<tr>
<td>6.1b</td>
<td></td>
<td>Time saved and convenience gained</td>
<td>Travel time between major cities either side of the border and convenience of travel</td>
</tr>
<tr>
<td>6.2a</td>
<td></td>
<td>Public transport administration</td>
<td>Cooperation between organisations responsible for public transport on the establishment of cross-border public transport services (bus, rail)</td>
</tr>
<tr>
<td>6.2b</td>
<td></td>
<td>Public transport services</td>
<td>Cross-border public transport services</td>
</tr>
</tbody>
</table>

### 7. Legal and administrative cooperation

<table>
<thead>
<tr>
<th>Output</th>
<th>Result</th>
<th>Description</th>
<th>Technical Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.1a</td>
<td></td>
<td>Obstacles to the single market (eg as they affect cross-border consumers)</td>
<td>Preparatory work (pilot projects, studies) to address problems related to cross-border consumers</td>
</tr>
<tr>
<td>7.1b</td>
<td></td>
<td>Obstacles to the single market (eg as they affect cross-border consumers)</td>
<td>Consumers awareness and complaints</td>
</tr>
</tbody>
</table>

### 8. Cooperation between citizens and institutions
### Practical Guide to Cross-border Cooperation

#### 8.1 Output

**Output:** Cooperation between citizens and (private, voluntary) organisations

**Contact/cooperation between civil organisation, eg youth groups, citizen right groups, consumer organisations**

**Numbers of individuals and organisations participating in cross-border projects (QT)**

---

**8.1 Result**

**Result:** Cooperation between citizens and (private, voluntary) organisations

**Knowledge and understanding of each other’s history, traditions, etc**

- better knowledge of each other’s history, traditions, etc (QL, QT)
- better mutual understanding (QL)

---

**8.2a Output**

**Output:** Knowledge of neighbours’ language

**Language training**

**Numbers of participants in language training courses (QT)**

---

**8.2b Result**

**Result:** Knowledge of neighbours’ language

**Usage of neighbours’ language**

**Increase in proportion of (certain sections of) the population with good command of neighbours’ language (QT)**

---

#### 9. Technical Assistance

<table>
<thead>
<tr>
<th>9.1a</th>
<th>Output</th>
<th>Feasibility / preparatory studies</th>
<th>Cross-border studies</th>
<th>Number and quality of studies carried out (QT,QL)</th>
</tr>
</thead>
<tbody>
<tr>
<td>9.1b</td>
<td>Results</td>
<td>Cross-border projects</td>
<td>New cross-border project proposals</td>
<td>increase in number of genuine cross-border projects (with parity between cross-border partners) (QT)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>improvement in the quality of projects submitted for funding (QL) and success rate (QT)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1,3</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>9.2a</th>
<th>Output</th>
<th>Cross-border programme structures</th>
<th>Creation of structures for cross-border cooperation programmes</th>
<th>Establishment and operation of cross-border programme structures (QL)</th>
</tr>
</thead>
<tbody>
<tr>
<td>9.2b</td>
<td>Result</td>
<td>Cross-border programme structures</td>
<td>Common cross-border management of programme</td>
<td>Achievement of genuine common management of programme</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1,3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(decisions taken by the two sides working together at all stages of the management process) (QL)</td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td>------------------------------------------------------------------------------------------------</td>
<td></td>
</tr>
</tbody>
</table>

* or proof of fulfilment of objective, if qualitative indicator

QL: qualitative  QT: quantitative
1: programme records/monitoring reports  2: statistical sources  3: survey / study
PART B

COOPERATION STRUCTURES
B 1

STAGES OF COOPERATION AND APPROPRIATE STRUCTURES
CHAPTER B 1: STAGES OF COOPERATION AND APPROPRIATE STRUCTURES

OUTLINE:
This chapter considers appropriate structures (Euroregions, working groups, etc.) for cross-border cooperation, their development and their cooperation status. Where development is concerned, it discusses one-off and long-term strategic cooperation. With regard to development stages, it covers the initial stage of regular contacts between border regions, the stage of formulating cross-border analyses, concepts and strategies, and the more advanced stage of managing and implementing cross-border programmes and projects.

KEY POINTS:

• One-off activities and initiatives by individuals are found at the start of any type of cross-border cooperation scheme. Euroregions or working groups develop from these.

• Cross-border analyses and strategic and development-oriented cooperation are needed for exploiting the inherent potential of the border regions.

• Regular contacts with neighbouring regions are an essential step towards cooperation. This often involves the creation of cross-border information networks and similar contact mechanisms. If any cross-border structures are needed, they tend at first to be "light" or "loose" structures.

• Developing cross-border concepts and strategies involves cooperation between partners on both sides of the border from the outset. They work jointly on a socio-economic analysis of the cross-border region and together set strategic objectives for its future joint development and priorities for action. Cross-border structures such as permanent working groups and secretariats are important for providing continuity and support for this strategic process.

• Independent programme management and implementation is the most advanced stage of cross-border cooperation. It requires structures with technical/administrative, financial and political decision-making capacities. A large number of practical issues need to be successfully addressed in order to create a structure capable of, for example, operating a programme under the EU Initiatives INTERREG or Phare CBC.

• The main principles for establishing appropriate structures have emerged from the experience of many years of cross-border cooperation in Europe:
  - cross-border structures should be created only to meet the needs of expanding and deepening cooperation activities. They should not be the first step in cross-border cooperation;
  - in cross-border structures with decision-making powers there should be parity between the partners on both sides of the border (independent of area or population);
  - diversity in structures and jurisdictions throughout Europe is the most frequently encountered barrier to cross-border structures, so region-specific practical solutions should be found for each cross-border situation;
  - cross-border structures do not constitute additional administration levels. They are rather a cross-border interface or exchange to enhance the cross-border efficiency of cooperation between regional/local and national bodies on either side of the border.
REFERENCES:

- Chapter A.1: Motives for Cross-Border Cooperation
- European Charter for Border and Cross-border Regions, AEBR *(For further information please contact the LACE Secretariat, AEBR, +49 2562 70219, Fax: +49-2562 70259)*.
FROM ONE-OFF ACTIVITIES TO LONG-TERM STRATEGIC COOPERATION

Europe’s political, cultural and social diversity has produced a plethora of administrative and legal systems, structures, laws and jurisdictions in the Member States of the European Union and the Council of Europe. This diversity of systems and structures can make practical everyday cooperation very difficult, and this situation must be overcome. Border and cross-border regions can act as a bridge or interface between nation-states and their structural particularities. Border regions most affected do not only have direct experience with these problems, they also have experience in promoting and implementing cooperation with all parties involved on both sides of the border.

Existing structures for cross-border cooperation may differ greatly in terms of both the **overall objective** (ad hoc or long-term, sustained cooperation) and the **degree** of cooperation. In both cases, various processes, working methods and approaches to implementing initiatives and programmes are applied. The mode of cooperation can also vary greatly. Whichever structures are chosen their results in each case depend on the commitment and trust of people. Involvement of active individuals is crucial at all levels of cooperation and includes politicians, experts in public institutions (e.g. regional authorities, cities, municipalities, training institutes), academics, individuals from the private sector (e.g. enterprises, professional chambers and associations), trade unions and community groups.

Two basic forms of working structures can be distinguished:

- **one-off activities** - cooperation for a specific purpose, e.g. to create cross-border networks for information exchange purposes or to carry out a certain measure (e.g. building a bridge over a border river);

- **strategic and development-oriented cooperation**, in other words **not one-off**, to exploit the inherent potential of the border region through cross-border cooperation, foster new economic activities and support job creation, environmental protection and socio-cultural development. In this respect the cross-border region can be regarded as an entity in itself.

Obviously, in all efforts aimed at cross-border cooperation these different stages of cooperation also require different structures.

In this context it is vital to recognise that developing cross-border structures does not primarily mean creating legal entities - let alone entities under international law. Developing cross-border structures primarily means interlinking actors and organisations at regional/local (and in some cases national) level which often already exist, and creating a permanent capacity (political, technical, administrative structures) for cooperation such as establishing joint secretariats or branch offices. This is considered below over three stages: coordination between partners; development of strategies; and management of programmes.

COOPERATION BETWEEN PARTNER REGIONS

Cross-border cooperation usually starts with individual initiatives, even if the objective is long-term, and often
depends on particular individuals taking the necessary pioneering steps. This applies in particular to borders with a sensitive political or historical past, very different cultural backgrounds, or ethnic minority problems.

Building trust between the partners is the priority during initial contacts. Trust can only be built up gradually. Getting to know your partners on the other side of the border means knowing their historical background, traditions and habits, political and legal structures, legal system, economic situations and, most importantly, their language.

One instrument which can be used during this first phase is different cross-border forums or networks established in regions on both sides of the border and supported by a secretariat. These networks serve as a mechanism not only to facilitate cooperation in providing infrastructure or supporting business contacts and to overcome major barriers (e.g. in the cultural, social, educational and language sphere), but also to provide solutions for eliminating everyday border problems. In this context experience shows that socio-cultural cross-border cooperation is as important as socio-economic cooperation. It often provides a basic platform on which successful cross-border economic or infrastructure projects are built. Cross-border cooperation in the cultural sphere generally manages to achieve visible results very fast, and these contribute greatly to the development of an understanding of the situation in the neighbouring country. This is vital for spatial planning, addressing environmental issues, taking necessary economic decisions or undertaking infrastructure projects.

One-off activities are found at the beginning of each type of cooperation and can be the start of long-term, strategically oriented cross-border cooperation. These one-off activities create networks and in some cases also lead to structures which can have a multiplier effect as a platform for promoting generalised cross-border cooperation. Furthermore, cross-border information networks can be used to establish initial contacts between those actors in the region who benefit from cooperation. The generation and dissemination of bilingual information on specific subjects (e.g. on market opportunities, producers) and statistics further support this process. This information not only heightens awareness in the border regions but also paves the way for the establishment of links between existing actors on both sides of the border in the private and/or public sector, e.g. business relations (particularly SMEs), enterprise or innovation centres, tourist offices or university research institutes.

Public, private or non-profit sector bodies can be involved in the construction of these cross-border networks. Cooperation may be ad hoc, based either on arrangements and sporadic working groups or on agreements at local, regional or national level. Such relatively loose cooperation can occur between regional authorities, chambers of industry and commerce, employers’ associations, trade unions or other groups cooperating with their partners across the border.

Some general principles for initiating successful cross-border cooperation can be derived from this variety of one-off approaches:

- cross-border cooperation should be kept as close as possible to the individual citizen at regional and local level;
selected politicians at all levels (national, regional and local and, as appropriate, European) should be involved;

• cooperation should be based on partnership and subsidiarity ("inwards" and "outwards", i.e. involvement of all those who can contribute to the cross-border process inside and outside the region);

• cross-border structures with their bodies, a joint branch office and a joint budget need to be developed as both a result of and a tool for increasing cooperation, not as an end in themselves.

DEVELOPING CROSS-BORDER "CONCEPTS AND DEVELOPMENT STRATEGIES"

Strategic and development-oriented cooperation requires a long-term approach. It is based on an analysis of the existing situation, previous cross-border cooperation and the potential for economic and social development of a European (i.e. cross-border) region which will define models, objectives, priorities, key issues and fields of activities for cross-border cooperation. One of the first steps is to define the cross-border region. Here, one of the main criteria should be joint problems, issues and common interests/concerns in different cross-border areas rather than purely geographical or administrative factors. The choice of name is also important!

The objective of cross-border development concepts is to provide the information and analysis for an integrated and long-term (15-20 years) strategic approach which defines specific priorities and objectives in which individual projects can be carried out. Short-term (3-5 years) Operational Programmes will be distilled from this long-term strategy in a second step.

PROGRAMME MANAGEMENT AND IMPLEMENTATION

The implementation of a long-term and task-oriented cross-border strategy requires functional cross-border management. Responsibilities need to be taken into account as well as qualitative and time priorities. In the implementation of an overall cross-border strategy there are certain components which can be addressed only with the help of the EU (e.g. Community Initiatives such as INTERREG, Phare-CBC, TACIS-CBC), with the help of national bodies (e.g. national support programmes) or through the cross-border regions themselves at regional and local level. Because of the different structures and legal systems in Europe particular solutions for the practical management of such cross-border programmes and projects must be found.

Both a cross-border strategy and adherence to the principles of partnership and subsidiarity are essential preconditions for successful management of cross-border development concepts and programmes at regional and local level. These principles need to be reflected in the practical solutions developed for each border region and applied in the different stages of programme planning and implementation.

This long-term sustained approach is used to activate and exploit the existing

1 See Chapter A.5
2 See Chapter A.1
inherent development potential of the border region through the instrument of cross-border cooperation. The ultimate objectives are to promote new economic activities, develop the economic base, create jobs and further promote cross-border development of a European border region in all spheres of life. This region-specific strategic approach to the development of a border or cross-border region is fostered by the EU through a number of initiatives and programmes, notably INTERREG and Phare CBC.

At this stage it is important that a permanent cross-border structure be established to be able to continuously accompany this process of strategy development and review. This could be an executive committee created for a cross-border structure or region, permanent working groups and/or a cross-border secretariat with members from both sides of the border. Such cross-border decision-making structures and financial and technical support systems (from outside or inside the border region) are urgently needed in this more advanced phase of cooperation.

In cross-border decision-making structures (working groups or Euroregions), whether established under public or private law, it is essential that there be equal representation for the participating bodies from both sides of the border. It is of crucial importance that all principal actors on both sides of the border who can make a practical contribution to the cross-border cooperation be involved in the implementation of programmes and projects (public authorities, social partners, environmental associations and so forth). Working groups in which projects are planned, developed and carried out are particularly well suited for this. However, if the number of partners from each side of the border must vary because of different national administrations, structures and competencies, numerically equal representation is not a necessary condition. This broad engagement in practical actions of all resources in a cross-border region ensures:

- genuine cross-border objectives and areas of activity;
- the cross-border character of programmes and projects;
- compliance with EU criteria for INTERREG and Phare-CBC and with requirements of national plans and regulations where these are well-developed;
- balance of the programmes, in terms of fields of action and projects within a cross-border region;
- provision of funds from both sides of the border (e.g. for national, regional and local co-financing of EU programmes);
- capacity for implementation of cross-border projects;
- adherence to cross-border priorities during implementation;
- appropriate evaluation of programmes and projects.

MAIN PRINCIPLES FOR ESTABLISHING APPROPRIATE STRUCTURES

Long-term and objective-orientated cross-border cooperation sooner or later demands permanent and binding
Practical Guide to Cross-border Cooperation

cross-border organisational structures. These should have technical/administrative, financial and decision-making capacities commensurate with their growing tasks. In decision-making bodies with policy or management responsibilities there should be equal representation of partners from each side of the border, regardless of a region's size, population and legal authority.

The technical and administrative personnel involved in cross-border tasks must be responsible to a cross-border body. This helps to overcome obstacles arising from strong national interests and parochial thinking. This is the only way to achieve a cross-border regional consensus which is internally acceptable and externally credible.

The absence of cross-border organisations/structures and strategies can give rise to serious reservations about the scope of European and national support for border regions; for example, how far border regions can be given extensive devolved powers, whether they can be entrusted with carrying out a programme like INTERREG, whether they can be given funds directly and the extent to which they can be held accountable for such funds.

Whilst the development of genuinely cross-border structures is quite difficult to achieve in a short period of time, some practical arrangements can be set up fairly fast. Cross-border management of programmes and project implementation may be achievable in the short term under private law but only in the long term under public law. It is possible to create national associations/societies on both sides of the border without serious problems, based on the public law applicable in each country. These regional/local structures under national law (national legal "crutches") serve to conclude cross-border private-law agreements which can be used to form a joint cross-border structure.4

The relatively advanced structures of cooperation on the Dutch-German border are often considered a result of particular political and geographical factors. Although there is some truth in this, the basic conditions are much the same throughout Europe: above all, the legal structures must be adapted to various regional/local and national requirements. This is achievable, as has been demonstrated in recent years, for example on the Portuguese-Spanish border, Germany's borders with Poland and the Czech Republic, in Austria, Ireland-Northern Ireland and northern Greece. This is also especially true in associated countries such as Poland, the Czech Republic, Slovakia, Hungary, Slovenia, Romania, Bulgaria or the Baltic States.

Recurrent mistakes which hinder cross-border structures and joint programme management are attempts to harmonise and make similar legal authority and structures on both sides of the border as a sort of precondition to cross-border cooperation. Many years are lost through such efforts, which can also prove to be counter-productive.

After all, no country inside or outside the EU will change its cultural structures or legal powers simply because of the border region. It is much more important to utilise the possibilities and "tread the paths" already in place on both sides of the border. It is also important for all parties involved in cross-border cooperation to work together within the confines of

4 See Chapter A.3
national parameters. This has been shown with particular clarity in the various bilateral and trilateral implementing agreements of the "European Outline Convention on Transfrontier Co-operation between Territorial Communities and Authorities" of the Council of Europe (the Anholt Agreement, Karlsruhe Agreement and so forth).

In addition, cross-border regions should not make the mistake of trying to do everything themselves. Cross-border programme management is certainly necessary to pull all the threads together, but implementation of individual projects should remain the task of the authorities, organisations, associations and all other bodies/agencies and social partners already operating with their expertise on either side of the border. This not only reduces the administrative burden of cross-border work but also reinforces the cross-border basis in the region and the commitment of all partners.

Strategic cross-border cooperation in established structures (working groups, Euroregions and so forth) is not aimed at creating new administrative structures on cross-border level, but rather serves as a cross-border interface and engine for all cross-border tasks and contacts. The focus is on the cross-border service function for citizens, the economy, official authorities and social partners. A great deal can be achieved in this manner through a cross-border “Euroregion”, whether it be as “advocate for cross-border matters” or even as management of cross-border programmes and implementation of concrete joint projects.

Cross-border acceptance and authority can be achieved above all by successful political and practical activities. The key features are partnership and subsidiarity, both vertical (upwards and downwards) and horizontal (across borders) between the different structures and levels of authority. This illustrates that Euroregions do not assume the powers of others nor act counter to the state; on the contrary, they respect partners on the other side of the border and their established social, cultural, historical and economic features and diversity.
B 2

COOPERATION STRUCTURES AT STRATEGIC (PROGRAMME) LEVEL
CHAPTER B 2: COOPERATION STRUCTURES AT STRATEGIC (PROGRAMME) LEVEL

OUTLINE:
This chapter refers to the main factors which facilitate or hinder the development of cross-border structures. It presents in some detail the different legal instruments and methods available for the creation of cross-border structures. It then considers appropriate cross-border structures for the management of INTERREG and related EU programmes.

KEY POINTS:
- Many factors influence the emergence of cross-border structures. **Positive** factors include the existence of general commitment among partners to cooperate, framework treaties and funding programmes supporting cross-border actions. **Negative** factors include restrictions on regional/local authorities imposed by national legislation and differences in competencies between levels of administration in neighbouring countries.
- **Various forms of legal agreements** (e.g. conventions, treaties, protocols, contracts) exist at multilateral and bi-/trilateral levels, involving national and/or regional and local authorities (see also Chapter A.3).
- Some of these structures involve the creation of **new organisations** (new legal entities), but there are also cases of informal structures without any legal form. Some structures are permanent, whilst others have been created for managing specific EU programmes, notably INTERREG and Phare CBC.
- Cross-border structures can vary considerably in the range of functions, capacities (technical, financial, decision-making) and purpose. The most common types of cross-border structures are:
  - **“Euroregions”** (and similar structures in the Nordic countries) which are properly constituted legal entities, are multi-purpose and have extensive capacities, and many of them have played the central role in the development and management of INTERREG I, IIA and IIIA programmes;
  - **“Working Communities”** (and similar associations) which are based on working agreements, have limited capacities and were rarely involved in the management of INTERREG I and IIA programmes (but have been active in studies and in the development of projects).
- The Guidelines for INTERREG IIIA and the Regulation of Phare CBC impose new requirements for **common programme management**, involving genuine cross-border partnership structures and procedures at regional/local level.

EXAMPLES

| EUREGIO (D/NL) | PROVENCES-ALPES-COTE D’AZUR (PACA) / RHONE-ALPES / LIGURIE / PIEMONTE / VAL D’AOSTE (F/I) |
| EUREGIO RHEIN-WAAL (NL/D) | EUROREGION POMERANIA (D/S/PL) |
| STORSTROMS AMT / OSTHOLSTEIN (DK/D) | EUROREGION TATRY (PL/SK) |
| ARGE ALP (A/D/I/CH) | EUROREGION NESTOS – MESTA (GR/BG) DKMT |
| ARGE ALPEN-ADRIA (A/CH/D/H/HR/I/SLO) | EUROREGION NEMUNAS – NIEMEN – HEMAH (LT/PL/BY) |
| COMMUNAUTÉ DE TRAVAIL DES PYRÉNÉES (E/F) | HELSINKI-TALLINN EUREGIO (FIN/EST) |
| PAMINA (D/F) | EUROREGION WEINVIERTEL-SOUTH MORAVIA-WEST SLOVAKIA (A/CZ/SK) |
| KENT – NORD-PAS-DE-CALAIS (UK/F) | |
| COMUNIDADE DE TRABALLO GALICIA-NORTE DE PORTUGAL (E/P) | |
| COMUNIDAD DE TRABAJO EXTREMADURA - ALENTEJO (E/P) | |
| EUROREGION ELBE / LABE (D/CZ) | |
FACTORS FACILITATING OR HINDERING THE DEVELOPMENT OF CROSS-BORDER STRUCTURES

Advancing cross-border cooperation requires permanent and “binding” cross-border structures. Experience shows that cooperation comes first and structures follow, usually through a gradual process of adaptation and finding pragmatic solutions to a multitude of legal, administrative and political problems. This process should not be aimed at creating a new, cross-border level of administration. It should, instead, be regarded as the cross-border “interface” or “exchange” between the relevant levels of administration which exist on either side of the border.

The term “cross-border structure” does not always mean the creation of new organisations, let alone the establishment of separate legal entities. Quite often, it means a variety of arrangements involving adaptation, inter-linking and cooperation between existing bodies and a multitude of formal and informal agreements.

There are many factors which influence the emergence and development of cross-border structures, the most important of which are as follows:

- **Positive factors:**
  - extensive experience in cross-border cooperation;
  - specific-purpose agreements;
  - framework agreements (e.g. international treaties);
  - availability of funding programmes supporting cross-border actions.

- **Negative factors:**
  - public law limitations on local/regional authorities imposed by national legislation;
  - differences in structures and powers of different levels of agreement and administration on either side of the border;
  - lack of political will, especially at national level, to remove existing constraints, e.g. through new national legislation or bilateral treaties.

Various forms of legal agreements (e.g. conventions, treaties, protocols, contracts) exist at multilateral or bi/trilateral levels, including national and/or regional authorities. Many such agreements have provided a suitable basis for the creation and operation of cross-border structures at strategic level. These are presented below.

FRAMEWORK AGREEMENTS

International treaties can provide a comprehensive framework for cross-border and inter-regional cooperation - both for public and private bodies. Different types of international treaties, conventions and agreements have been used to facilitate cross-border cooperation at local, inter-regional, inter-governmental and multi-national level. Based on these treaties, cross-border activities can take place between public bodies at different levels (e.g. between states and regions, regions and provinces, regions and municipalities, local authorities and international organisations) and concern many different fields of cooperation.

At multilateral level, a number of agreements have been concluded. One of the early multilateral agreements was the "Treaty of Helsingfors" (1962), which created the legal basis for cooperation between the Nordic States. In this Treaty, the Nordic States commit...
themselves to close cooperation on legal, cultural and socio-economic issues as well as in the field of physical infrastructure and environmental regulations. In 1977, the Nordic Agreement on cross-border cooperation between municipalities, which was concluded between Finland, Denmark, Sweden and Norway, postulated that cooperation between municipalities across national borders should be pursued to the same extent and in the same way as between municipalities within one country. It is furthermore stated that each contracting party should proceed with necessary changes to the national legislation in order to enable such cooperation.

The Council of Europe has outlined the main treaties for cross-border cooperation in the Madrid Outline Convention on Transfrontier Cooperation between Territorial Communities or Authorities of 1981 (and subsequent protocols). Ratified by more than 25 countries (April 2000), in the main part of the convention the contracting parties commit themselves (within the framework of their national laws) to a number of tasks: resolving legal, administrative and technical difficulties of cross-border cooperation (Article 4); considering the possibility of providing regional and local authorities with special facilities in order to engage in cross-border cooperation (Article 5); and supplying relevant information to other contracting parties (Article 6); to their own regional and local authorities (Article 7), and to the Council of Europe (Article 8).

In its Annex, the Convention proposes model treaties/agreements of cross-border cooperation adapted to the needs of regional and local authorities. It deals with 5 different models for inter-state agreements and 6 models for outline agreements/contracts of a generic or consultative nature in which different degrees of centralisation and differences in the administrative structures of participating states are taken into account:

The first group concerns model interstate agreements:

- for the promotion of cross-border cooperation;
- on regional cross-border consultation;
- on local cross-border consultation;
- on contractual cross-border cooperation between local authorities;
- on organs of cross-border cooperation between local authorities.

A second group of outline agreements concerns agreements, statutes and contracts between local authorities:

- outline agreement on the setting-up of a consultation group between local authorities;
- outline agreement on coordination in the management of cross-border local public affairs;
- outline agreement on the setting up of private law cross-border associations;

1 Article 2 of the Outline Convention defines the term "territorial communities and authorities" as "communities/authorities or bodies which exercise regional and local functions".

2 see: Council of Europe (1989): European Outline Convention on Transfrontier Cooperation between Territorial Communities or Authorities, Strasbourg: Council of Europe.
• outline contract on the setting-up of administrative bodies for cross-border cooperation between local authorities;

• outline contract for the provision of supplies or services between local authorities in frontier areas (public-law type);

• outline agreement on the setting up of organs of cross-border cooperation between local authorities.

An additional protocol to the Madrid Convention, which came into force on 1.12.1998, advocates the setting up of permanent institutions for cross-border cooperation with either public or private law character and legally binding decision making power. These permanent institutions would enable territorial communities and authorities to:

• conclude cross-border cooperation agreements with territorial communities or authorities of other states;

• set up permanent cooperation bodies as a public or private law entity. Decisions taken by this cooperation body would be legally binding for the territorial communities or authorities which concluded the agreement.

The main limitation for the practical application of the Madrid Outline Convention is the different levels of centralization and differences in the state administration and the juridical systems of the partners in the border region. These differences prevent the direct application of the systems and models of the Outline Convention. This factor has, however, not been addressed in the additional protocol to the Outline Convention. Both the Outline Convention and the additional protocol do not in themselves provide a treaty for cross-border cooperation but merely a framework. Examples from several border regions demonstrate that additional treaties need to be concluded between two national states in order to enable the regional and local authorities to engage in direct cross-border cooperation. Despite these general limitations, the Madrid Convention has laid the legal groundwork for increased cooperation and made possible the recent ratification of several bilateral treaties.

Such international treaties laying general foundations for cross-border cooperation between local/regional authorities have come into effect in the 1990's in the following cases:

• BENELUX Convention (signed in 1986, came into effect 1991);

• German-Dutch Cross-Border Treaty (signed in 1991, came into effect in 1993);

• Vienna Agreement between Italy and Austria (signed in January 1993, came into effect 1995) and Rome Agreement (signed in November 1993 came into effect 1994);

• Karlsruhe Accord covering cross-border cooperation between France, Germany, Luxembourg and Switzerland (signed in 1996, came into effect in 1997);

• Treaty of Bayonne between France and Spain (signed in 1995, came into effect in 1997).

The German-Dutch Treaty concluded in May 1991 and ratified in

3 Agreement between the Federal Republic of Germany, the Land of Lower Saxony, the Land of North Rhine Westphalia and the Kingdom of the Netherlands on transfrontier cooperation between territorial communities or authorities and other public authorities.
1993 is an example of a framework agreement allowing for the most developed form of participation of regional and local authorities in cross-border cooperation and enables regional authorities to pass public or private law agreements at a cross-border level.

This agreement is based on a strong political commitment at all three levels (national, regional and local) and was designed with the prime objective of developing a practical instrument to enable regional and local bodies to engage in cooperation. The treaty was furthered by the few existing differences in Dutch/German jurisdiction and spheres of powers between the Dutch/German authorities as well as by the familiarity of regional and local authorities in both countries with legal forms and with the resulting possibilities for regional and local cooperation.

The main feature of the German/Dutch treaty is that it provides for four types of cooperation at sub-regional level:

- agreements under public law can be concluded between regional and local authorities;
- one local or regional authority can act on behalf of another in a foreign country;
- the establishment of an "Arbeitsgemeinschaft" (Association) as a forum for decision making, but without official powers;
- the establishment of an "Öffentlich rechtlichen Zweckverband" (administrative association for particular public service under public law) with a legal personality which can act on behalf of its members at cross-border level and represents the most far-reaching form of cooperation.

The Treaty has also provided the framework for the ratification of special agreements for the management and implementation of the INTERREG programme on the Dutch/German border. These involve the national government of the Netherlands, the German Länder (Lower Saxony in the case of Ems-Dollart; North Rhine Westphalia; and Lower Saxony in the case of the EUREGIO, Euregio Rhein-Maas-Nord, Euregio Rhein-Waal), the Dutch provinces and the border regions. In the case of the Euregio Rhein-Maas, the same agreement applies and includes the respective Belgian authorities. These special agreements established the framework for the management structure and financial modalities for the INTERREG I Operational Programmes for all five border regions.

A second example is the BENELUX-Convention 1989 which provides public local bodies in Belgium, the Netherlands and Luxembourg with new legal possibilities for implementing cross-border cooperation, but without any obligations. Two solutions are proposed: a legal entity of public law, based on Dutch intermunicipal cooperation principles, and a more restricted form of cooperation, based on an administrative agreement, without the creation of any legal entity.

SPECIFIC AGREEMENTS

Bi- or trilateral agreements between national governments have frequently been concluded to establish special structures for inter-governmental cooperation such as ad hoc working groups.

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4 See the “Agreement on the NL-NRW/Nds - EC INTERREG Programme” (cf. A.3 for reference)
bodies or joint institutions. Some of these are illustrated in the examples below.

**Inter-state commissions** have been established since the 1960s and 1970s throughout Europe. This mechanism of cross-border cooperation was recommended in 1970, following the first conference of European Ministers of Spatial Planning, organized by the Council of Europe in Bonn. Since then, these commissions have been established along many borders in Western Europe (e.g. Germany/France, Germany/Netherlands, Germany/Austria), but also along borders with Central and Eastern Europe since 1991 (e.g. Germany/Poland and Hungary, Poland, Czech Republic, Slovakia and Bulgaria with their neighbours). Depending on a number of factors, these inter-state commissions maintain varying levels of work intensity and cover different geographical entities (e.g. setting up of one commission between the national states for the entire border region, or sub-commissions as in the case of D/NL (1976).

The overall objective of inter-state commissions is to improve cross-border cooperation in the field of spatial planning. In addition, inter-state commissions have worked in other areas of planning which are related to and affect the outcome of spatial planning. These include fields of:

- physical planning on both sides of the border, particularly in relation to public works;
- regional economic development;
- environment and environmental protection;
- transport infrastructure, traffic and public transport;
- public services and amenities (e.g. education and training, water and waste management).

Other types of agreements/protocols have been concluded at national level which establish **specific organisations** with a focus on a specific area of cooperation, e.g. the setting up of a commission for the establishment/management of a joint natural park (Luxembourg/Germany (1964), Germany/Belgium (1971), Germany/Netherlands (1976)); mutual assistance in case of natural disasters (e.g. Germany/Italy (1977), Belgium/Germany (1980), Belgium/France (1981), Belgium/Netherlands); protection of the environment (e.g. the river Rhine - France/Germany/Switzerland/Luxembourg/Netherlands; Lake Geneva - France/Switzerland (1977, 1980) or the joint information and consultation on nuclear technology facilities and disaster prevention in the border region, e.g. Germany/Italy (1981), Switzerland/France (1979).

In decentralized states, **sub-national units can sometimes participate in cooperation** with representatives of central bodies. In federal states (e.g. Germany, Austria) sub-national authorities (Länder) have designated powers and can form international agreements with foreign national authorities or states. In unitary states legal agreements involving local or regional bodies normally need the approval of the national level, e.g. through the Conseil d’État in France. Bilateral agreements between non-equivalent public authorities often aim...
at specific project management, for example:

- The Agreement signed between Luxembourg and the Land Rheinland-Pfalz of 1958 on the management of a hydroelectric plant on the river Our;

- An agreement of 1977 between Switzerland and the German Land of Baden-Württemberg concerns fishing in the lower part of the River Rhine.

The practical scope for engagement of sub-national/regional and municipal entities in international treaties varies greatly and is dependent on the legal and administrative framework of the respective countries. These differences in powers are reflected in different administrative structures (ranging from highly integrated to totally separate), which have a substantial effect on the day-to-day management of cross-border programmes such as INTERREG.

Following INTERREG I experience, one can distinguish some typical situations. In some cases, the national authorities have retained the exclusive power to sign international agreements (e.g. in France). This generally corresponds to situations where cross-border programmes have been managed centrally with a small input from regional and local authorities in the planning and implementation of the programme. In specific cases, the regional authorities have the national consent to conclude international agreements, albeit under the auspices of national authorities (which often retained a right of veto, e.g. Germany). This situation corresponds to direct active management and follow-up of cross-border programmes by regional authorities.

Formal agreements

In a number of cases, the conclusion of treaties at a national level and/or adjustments in the national legislation has created the prerequisites for the establishment of closer cooperation between regional and local authorities, some of which have been formally established through the conclusion of agreements/contracts.

Until 1992, in some European Union Member States such as France, Italy or Spain, inter-state agreements were the prerequisites for regional authorities to be involved in cross-border cooperation. However, the Loi Joxe of 1992 has modified the situation in France, allowing for the first time French regional and local authorities to be involved in the conclusion of cross-border agreements and to set up cross-border bodies.

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5 The Council of Europe has provided an overview of all agreements/protocols which have been concluded.

6 This has been the case in P/E where several regions have signed a joint declaration of cooperation; e.g. the regions of Extremadura (E) / Alentejo (P); Norte (P) / Galicia (E); and Andalucía (E) / Algarve (P).
(Mixed Economy Societies and Public Interest Groupings) which involve regional and local authorities on the same level in the partner region. These agreements, however, should not interfere with French national state powers and commitments. In other Member States such as Germany or the Netherlands, these agreements are required only if cooperation is based on public law.

Another example, based on the Dutch/German Treaty allows the creation of "Zweckverbände" and other forms of organisation between local/regional authorities on the Dutch/German border. Existing Euroregions have been re-constituted under this Treaty, e.g. Euregios Rhein-Waal and Ems-Dollart.

Working agreements

At regional and local level in Europe a large number of examples exist where equivalent regional and local authorities have signed protocols or working agreements, most of which do not have an international legal base (e.g. Communauté de Travail des Pyrénées (CTP), Communauté de Travail des Alpes Occidentales, Communauté de Travail du Jura, Comunidade de Trabalho Norte de Portugal-Galicia; ARGE-ALP, Alpen Adria, etc.).

These associations have tended to establish a working structure consisting of a number of working groups in the main fields (e.g. transport, environment, tourism, etc.) which meet several times per year. In some cases these agreements were concluded under the auspices of the national governments (e.g. Comunidade de Trabalho Norte de Portugal-Galicia) and in other cases with no formal acknowledgement from central governments (CTP between France and Spain). The issue of a "legitimated structure" through the national government can, however, be decisive for the potential involvement of the regional level in the management of programmes such as INTERREG. During INTERREG I, some associations (e.g. Comunidade de Trabalho Norte-Galicia) were involved in the planning and management of the INTERREG programme while others (e.g. CTP) were not.

There is a long tradition of such agreements between regional and local authorities in Europe. These have been concluded to manage public services, e.g. transport, water and sewage treatment between neighbouring towns and localities, for instance:

- The Convention between the State Council of Basel and the Municipal Council of the City of Lörrach, which was set up to divert sewage waters from Lörrach to the Rhine river;
- The towns of Ventimiglia (I) and Menton (F) have signed a statement of intent which, in combination with a convention for cross-border cooperation (signed at regional level between the Italian province of Imperia and the French department of Alpes-Maritimes), provided the legal base for the establishment of joint public services in the border towns.
TYPOLOGY OF CROSS-BORDER STRUCTURES

There are now many cross-border structures in existence, representing a considerable diversity in purpose, powers and capacities (including involvement in INTERREG and related programme or projects). The following typology summarizes the main characteristics of structures with a multi-purpose orientation, and actual (or potential) capacity for programme-level functions.

Euroregions and similar bodies

A number of cross-border bodies are known as “Euroregions” (or “Euregios”). Although they are not identical in legal form or organisation they share many common characteristics, and especially they:

- are permanent;
- have a separate identity from their members;
- have their own administrative, technical and financial resources;
- have their own internal decision making.

The geographical area of a Euroregion is typically determined by the extent of socio-economic integration and not solely by administrative units. The cross-border Euroregion bodies are not a new tier of local or regional government but an interchange point for existing public and private sector bodies. Although they are the main bodies for all regional/local activities of a cross-border nature, the implementation of most of the actions included in cross-border plans and programmes is done by the competent authorities and other organisations according to national procedures. A more detailed list of characteristics of the Euroregions is in Table B.2.1.

Practically all Euroregions within the EU have been accorded an important role in INTERREG on both internal and external EU borders. Their geographical area has been designated as the eligible area for INTERREG IIA purposes, and their organisation performs all or some of the functions required for the management of the implementation of the corresponding operational programme.

Most Euroregions or similar bodies are established on the borders of Germany with the Netherlands, Belgium, Switzerland, Austria, Poland, Czech Republic, France and Denmark. There are also Euroregions on the Belgian/Dutch border (Euregio Scheldemond), Italian/Austrian border (Euregio Tyrol), Greek/Bulgarian border (Euroregion Nestos/Mesta) and the French/Spanish border (Euroregion Midi-Pyrénées, Languedoc-Roussillon, Catalunya) (see Table B.2.2a). There is also a growing number of structures created on similar lines and using the term “Euroregion” in Central and Eastern European countries (see Box, below).

Moreover, the regional cross-border structures in the Nordic countries have considerable similarities with the Euroregions, especially in terms of identity, capacity, and role in INTERREG IIA. There are eight such structures (see Table B.2.2b):

They are associations of local authorities constituted under the Nordic Agreement, permanent and multi-purpose in nature, and with own resources derived from members’ subscriptions. The main difference from the German/Dutch Euroregions tend to be the much larger size of the geographical area covered by some of
In terms of the necessary steps for establishing a Euroregion-type structure, the following (if there is no international cross-border cooperation treaty covering a particular border):

- associations of regional/local authorities (municipalities, counties, etc.) are formed specifically for cross-border purposes on both sides of the border under national (public or private) law;
- the associations then enter into an agreement on cross-border cooperation (typically under private law), covering at least the following:
  - equal representation on the governing body (council, committee);
  - financial contributions of the associations to a common budget;
  - common secretariat.
- if the above agreement is under public law allowing the participating public authorities to transfer responsibilities and liabilities but not constitutional rights to the cross-border body, the above agreement can also cover the management of INTERREG programmes and projects; otherwise, a separate INTERREG agreement will be required with the competent member state authorities being party to it.

**Working communities and other bodies**

In a large number of cases, regional or local authorities, or other organisations have agreed to cooperate, e.g. by signing a protocol of cooperation or a legally non-binding agreement, and have created some sort of structure, typically without its own legal personality.

The commonest term used for such structures is “Association” (communauté de travail) and the commonest type of membership is that involving regional authorities. Examples include: Jura (F/CH), Pyrenees (E/F) and Extremadura/Alentejo (E/P).

Another type is the Regionalrat (regional council) which brings together elected politicians from participating regional authorities from either side of the border (e.g. A/H established in 1993 which comprises the counties of Győr-Moson-Sopron and Vas, the cities of Győr, Sopron and Szombathely (H) and the Land of Burgenland (A). The Regionalrat is supported by thematic working groups. The cooperation between Austria and Hungary has the objective to create a Euroregion. The Regionalrat is a first step in this direction.

A variety of other names are also in use. For instance in the case of Ireland/UK (Northern Ireland) there are three cross-border “clusters” (informal associations) of local authorities (district councils from NI, and counties from Ireland), called: EBRC (East Border Regions Committee); ICBAN (Irish Central Border Network); and NWRCBG (North West Region Cross Border Group).

The main common features of such structures can be summarized as follows:
- they are permanent;
- they sometimes have a separate identity (e.g. ICBAN in IRL/NI) but

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7 In Scandinavia, specific INTERREG Structures and spatial areas were created through the integration of areas which had specific and historic traditions of cooperation. For example “North-Calotte” comprises five border regions. In a similar fashion MittSkandia and Kvarkken were partially combined.
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they often retain the identity of their members (e.g. Association of Galicia and Norte in E/P);

• they rarely have separate capacity from the members, normally relying on a revolving chairmanship and secretariat; and committees/working groups of officials representing the members and meeting from time to time, and are without substantial financial and personnel resources of their own;

• they rarely have separate decision making from their members, maintaining an inter-organisational form of decision-making, i.e. participants in the committees, working groups etc of the cross-border structure acting as representatives of their own authority.

Typically these structures have focused on strategic planning activities (such as studies), and/or development of specific projects, and to date they have not been accorded a major role in INTERREG. An example, of limited involvement in INTERREG I was that of the establishment of a technical assistance bureau on the Spanish/Portuguese border - the Gabinete de Initiativas Trasfronterizas, GIT) by the Association of Extremadura/Alentejo. There is however, a tendency for the geographically smaller and more focused ones to increasingly play a role in INTERREG II A for specific projects and functions, e.g. the three IRL/NI “clusters” and the Association of Galicia/Norte/Galicia (P/E).

Some of the structures represent very large groupings in terms of numbers of members and geographical area covered, e.g. COTRAO, ARGE ALP, Alpen-Adria, Association of the Pyrenees. As such they have not been easy to fit in with the scope INTERREG II A (although they might have been closer to IIC), and anyway their members tend to participate in other capacities in INTERREG structures.

There are also cross-border bodies which are non-governmental organisations belonging to the private or voluntary sectors. An example is Cooperation Ireland in IRL/NI, which was established in 1979 by a number of leading individuals in business, trade unions, professional and academic life, and has developed and implemented a large number of projects promoting cross-border understanding and cooperation in the economic, social and cultural fields.

**Structures specific to INTERREG or other EU programmes**

The final category is that of structures created specifically for the purposes of INTERREG. Such structures exist in one form or another for all internal borders, with at least a programme monitoring committee and secretariat. Similarly, for all external borders with CECs, there are JPMCs.

Although the initial raison d’ être of such structures is the management of the implementation of INTERREG programmes, there are signs of consolidation and transformation into a permanent cross-border structure for other cross-border cooperation activities. A good example is that of PAMINA on the French-German border. An important development in this context has been the establishment of the “Information and Advice Office for Cross-Border Issues” in January 1991. The office provides information and analysis services for the public and private sector. It is jointly financed by the German Länder Rheinland-Pfalz and Baden Württemberg on the German side and the
region of Alsace and the Department of Bas Rhin on the French side.

*Table B.2.3* summarizes the main characteristics of cross-border structures and their potential role in connection with the development and management of EU cross-border programmes.
Cross-Border Structures in Central and Eastern Europe in 2000

To date, several cross-border structures with different objectives, competencies and capacities have been established in Central and Eastern Europe. A recent assessment identifies some 26 structures at the European Union’s external borders, 16 between the candidate countries and a further 8 at the candidate countries’ eastern borders. In all around 50 cross-border regions have been established with the support of AEBR, either as Euroregions or working groups/associations (see Table B.2.2c).

Most Euroregions and similar institutions in Central and Eastern Europe have been established at the EU’s external borders - with Estonia (ES/FIN), Poland (D/PL), the Czech Republic (A/CZ/D), the Slovak Republic (SK/A), Hungary (HU/A), Slovenia (I/SLO) and Bulgaria (BG/GR). With the support from the EU-programmes INTERREG and Phare CBC, these Euroregions have developed successfully as can be illustrated by the following examples: - Euroregions Karelia (FIN/RF), Pomerania (D/PL/S), Pro Europa Viadrina (D/PL), Bober-Neisse (D/PL), Nisa-Neisse-Nysa (CZ/D/PL), Elbe-Labe (CZ/D), Erzgebirge-Krusno Hory (CZ/D), Egrensis (D/CZ) and Bayerischer Wald/Böhmerwald/Sumava (A/CZ/D).

The oldest of these Euroregions was founded in the trilateral Polish/Czech/German border region in 1991 - members of the Nisa Euroregion include:
- the association of Polish local authorities in the Euroregion Nisa;
- the regional/local association of towns and communities in the Northern Czech part of the Euroregion Nisa;
- the association of German local authorities in the Euroregion.

The Euroregion has three secretariats, with its directors working closely together. The Euroregion’s highest body - the Board (3 x 10 persons) elects the three-member presidency. Euroregion Nisa and other well established Euroregions are already playing an active role in the implementation of EU cross-border programmes, notably through the management of Small Project Funds.

A series of Euroregions and cross-border working groups/associations also emerged at the candidate countries’ external borders. These include the region Vörö/Alūksne-Pskov (LV/ES/RF), the Euroregion Saule (S/LV/LT/RF), the Euroregion Country of Lakes (LV/LT/BLR), the Euroregion Niemen (PL/LT/BLR/RF) the Euroregion Bug (PL/UKR/BLR), the Euroregions at the Czech/Slovak/Polish border, the Carpathian Euroregion (HU/PL/SK/UKR/RO), the Euroregion Váh-Dunaj-Ipel (SK/HU), the Euroregion Danube-Drava-Sava (YU/RO/HU), the Euroregion DMTC/DKMT (RO/HU/YU), the Euroregion Únia-Slaná (SK/HU) and the Euro-Régió Ház Kht (HU/RO).

An example illustrating this category is the Carpathian Euroregion – a large-scale cross-border structure located in the border region shared by Poland, the Slovak Republic, Hungary, the Ukraine and Romania. Established by the border regions’ municipalities and provinces, the highest body of the Euroregion - the “Council of the Carpathian Euroregion” consists of 15 members and is headed by a chairman. An Executive Director runs the common secretariat and co-ordinates the activities of the national ‘branch offices’ and the Euroregion’s sector-specific working groups.

Other recently established cross-border structures are still at the stage of establishing appropriate legal, organisational and financial arrangements. Nevertheless, they have made remarkable progress by learning from the more experienced Euroregions, in particular in the areas of structures and programming of cross-border cooperation, and have been actively supported by AEBR’s LACE-Phare CBC project.
STRUCTURES FOR MANAGING EU PROGRAMMES

Developments stemming from EU initiatives and programmes

The introduction of substantial EU funding programmes, beginning with INTERREG I in 1990, accelerated developments in cross-border cooperation, created new needs for institutional arrangements capable of handling the development and management of the implementation of cross-border programmes.

INTERREG I comprised 31 Operational Programmes in the period 1990-93. These represented a diverse package in terms of size and institutional arrangements, falling broadly into two categories.

The first category represented a bottom-up approach. The programmes built on many years of experience and existing cross-border structures such as the Euroregions on the Dutch/German border. Accordingly, in this and similar borders, the development and management of the implementation of the programmes was done by the Euroregions in partnership with the member state authorities, and the programmes were of a regional/local scale reflecting the geographical scope of these structures. In some other cases, the new Community Initiative led to the creation of new structures specifically for the purposes of INTERREG (e.g. PAMINA on the French/German border).

The second category represented a top-down approach, with programmes compiled by national authorities without the involvement of cross-border structures, in the few cases that such structures existed (e.g. Pyrénées for E/F). The creation of cross-border structures was envisaged in the INTERREG guidelines, and new cross-border structures at regional level have been established with assistance from LACE, including the Working Communities of Galicia/Norte, Extremadura/Alentejo, and Centro/Extremadura on the Portuguese/Spanish border. However, the management of the implementation of these programmes was carried out by the national authorities concerned, in some cases with limited cross-border coordination (e.g. Portugal/Spain) and in others with greater coordination and substantial involvement of regional/local authorities (e.g. Kent/Nord Pas de Calais, UK/F).

INTERREG IIA (1994-99) represented a considerable expansion by comparison with INTERREG I in terms of number of programmes (59 OPs) and geographical coverage, largely due to the inclusion of eligible regions in the three new member states and the former East Germany, but also due to the inclusion of more internal maritime borders. As a result of which there were:

- a large group of programmes concerning external borders (28);
- a large group of maritime programmes concerning internal or external borders (16 OPs).

In the Guidelines for INTERREG IIA the Commission strongly encouraged Member States and regions to submit integrated programmes and to establish “shared institutional structures”. Although not all Member States developed really integrated cross-border programmes, these guidelines have contributed at least to better coordination in programme submission and management. Together with the experience gained from INTERREG I and the experience brought into the EU from the pre-
accession cooperation in the Nordic countries, this trend led to a strengthening of the cross-border institutional arrangements in many cases, especially concerning internal land borders.

In terms of programme size, extreme variations still prevail. Out of the total EU contribution of ECU 2,565 million, the largest programmes for Spain/Portugal and Greece External Borders receive ECU 552 million and ECU 310 million, respectively, whilst 6 other OPs receive less than ECU 5 million each. However, in terms of geographical scope, there has been a trend towards smaller geographical areas, and programmes at the regional/local level are the norm. The only purely "national" programmes are those for the Spanish/Portuguese and Spanish/French borders. The Greece External Borders programme contains separate sections for the Greek/Bulgarian and Greek/Albanian borders, and de facto for the Greek/FYROM border (for each of which there is also a separate Phare CBC programme and JPMC - see below), as well as for cooperation with Cyprus.

A major new development concerning external EU borders was the establishment of the Phare CBC (Cross-Border Cooperation) programme in 1994, concerning the border regions of Central European Countries (CECs) with EU Member States. Phare CBC adopted the same timeframe as INTERREG IIA (i.e. 1994 to 1999) covering 15 national borders (through 17 programmes).

In terms of institutional arrangements Phare CBC has introduced an important development, namely the establishment of Joint Programming and Monitoring Committees (JPMC) for each of the borders, comprising representatives from the countries concerned and with active involvement of the services of the Commission responsible for INTERREG and for Phare CBC. This development was significant in many respects:

- the JPMCs have become established and fully functioning on all borders;
- they cover both programming and implementation aspects; and
- include regional-level representatives (e.g. Euroregions).

Cross-border structures for each national border have evolved in various ways and in many cases now involve elaborate cross-border structures with the JPMC at their apex, and various other components below (e.g. sectoral working groups in HU/A, and Euroregions in PL/D). As part of these arrangements CEC representatives attended as observers the meetings of Monitoring Committees of counterpart INTERREG Programmes (e.g. Hungarian representatives attend the Austrian INTERREG Committee meetings).

Additionally, Small Project Funds have been established as part of practically all Phare CBC programmes, with their management delegated to Euroregions or equivalent regional/local level structures.

Since 1996, a new Tacis Regulation and a separate budget line introduced

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8 In 1994 a new Community Initiative was introduced, specifically for Northern Ireland and the border counties of Ireland, the Special Support Programme for Peace and Reconciliation (Peace Programme), which includes a sub-programme for cross-border development. Highly decentralised methods have been adopted for its implementation, including European Commission agreements with eight "intermediary funding bodies" to manage 30% of the programme funds.

9 FYROM became eligible under Phare CBC after the adoption of the INTERREG IIA programme for Greece (External Borders)

by the European Parliament have allowed the establishment of a **Tacis CBC** programme, which covers *inter alia* the border regions of Russia with Finland. The programme is operated under normal Tacis procedures and there are no institutional arrangements of a cross-border nature.

The same applies to the MEDA Programme which was introduced in 1997 but lacks specific provision for cross-border cooperation programmes.

### Main functions of cross-border structures in INTERREG IIA

A number of “generic” requirements concerning structures and procedures connected with INTERREG can be identified for all Operational Programmes. They arise from:

- the requirements of the Structural Funds regulations (e.g. concerning programme preparation, monitoring and evaluation);
- the nature of the programmes (e.g. the need for project selection and for contracting with project managers, and for the transfer of programme funds).

The main functions of cross-border structures, which emanate from these requirements, are summarized in Table B.2.3.

### Structures

The requirements of the Structural Funds regulations give rise to some basic “joint management” structures, to be found in all INTERREG IIA programmes, namely: a programme Monitoring Committee and a programme or committee Secretariat.

The **Monitoring Committee** always comprises representatives of the Member States concerned and the Commission. There are two main variations:

- the nature of its membership, in terms firstly of regional/local-level representatives and secondly of representatives of non-state bodies (social partners, private/voluntary sectors);
- the range of responsibilities assumed by the Committee:
  * either restricted to the minimum specified in the regulations, i.e. general overseeing of implementation at programme level (with the Monitoring Committee often part of a dual committee system, together with a Steering or Management Committee which deals with programme management including final responsibility for project selection);
  * or broadened for guiding all aspects of the implementation of the programme, including in many cases final responsibility for project selection.

Similarly, the **Secretariat** is always supposed to be “joint”, at least in the sense that responsibility for the secretariat function is assumed jointly by the Member States concerned. There are several variations in terms of the nature of the body assuming or hosting the secretariat and the geographical location of the secretariat.

In terms of the **nature** of the body, it can be:

- a permanent cross-border organisation, e.g. Euroregion or similar organisation;
Practical Guide to Cross-border Cooperation

- a joint structure created by the competent authorities for the purpose of INTERREG, e.g. PAMINA;
- not a common or joint structure but its functions are performed by the competent authorities of the Member States.

In terms of location the secretariat can be:
- on one site within the eligible cross-border region serving the whole of it;
- on two sites on each side of the border, serving different parts of the border region;
- outside the eligible region(s), e.g. in the capital cities of the Member States concerned (like Athens).

All other structures needed to perform the functions described below are not standardized but are arranged in different ways by the competent member state authorities. They may include technical assistance officers or bureaus, technical groups or project assessors, programme managers, steering committees etc. Typical variations involve the setting up of joint structures by the member state authorities concerned or assigning these functions to the common structures of a Euroregion or similar body. In some cases this is done through a formal INTERREG agreement between the competent Member State authorities and the relevant regional/local cross-border structures.

Functions

Programme development

The principal EU requirement is that Member States should submit a single operational programme in the case of internal borders. Other requirements arise out of the general EU principles of partnership and subsidiarity and from good practice in the field of cross-border cooperation programmes. Overall the following checklist12 (with an indication of typical variations in brackets) will be appropriate:

- preparatory work (cross-border studies and concepts стратегических, SWOT analyses etc. or lack of them);
- development of draft programme including financial plan (in common, or compilation of separate components prepared separately by each side and degree of integration e.g. non-cross-border measures in some OPs, involvement of social partners etc);
- ex ante evaluation;
- submission of draft programme to the Commission, and Commission approval with/without amendments;
- preparation of agreement concerning the management of the implementation of the programme (prior to the programme coming into operation, or lack of such an agreement).

Programme implementation

Although little is prescribed by the EU and consequently there are substantial differences between Member States and programmes, one can identify a number of essential steps which apply generally.

Information and advisory support to beneficiaries on project development

These functions are not necessarily performed in all programmes. When performed they may be assigned to different structures (e.g. secretariat, 12 Although derived from internal borders, this is a generic checklist and can be used for external borders, without implying the same standards of good practice in all cases.
Practical Guide to Cross-border Cooperation

development officers, technical assistance bureaus) operating on a cross-border basis or on one side of the border.

Submission of project applications

Project proposals are submitted either in response to (open or restricted) calls for proposals or in accordance with closed/internal procedures.

In the case of calls for proposals, there can be variations in terms of:
- function ("post box" or linked to information/advice);
- location (a single or several locations in the eligible area) where applications can be submitted;
- timing (identical or different deadlines for either side of the border, for all measures or some of them).

Project appraisal (assessment of project applications)

This can vary considerably:
- done by whom? Done entirely in common or separately on each side of the border (e.g. by Member State authorities) or a combination of the two?
- using what criteria? At programme/measure/project level (already stated in the approved OP)? Other "normal national" criteria?
- is pre-selection performed? All projects are taken forward (or only pre-selected projects are taken forward/recommended and some projects can be rejected at an early stage)?

Project selection

Final selection or confirmation of pre-selection is normally done jointly by a cross-border body (common structure or joint committee), but in practice there can be exceptions (for non-cross-border measures in the case of some Objective 1 programmes, e.g. E/P).

Final project assessment, project selection and possibly by formal project approval might be combined and be carried out in one step by the same cross-border structure.

Approval and contracting

Formal approval is given either by the single cross-border body which carries out the selection and/or by the competent Member State authorities, separately. This includes the allocation of EU and national funds.

Notification of approval and contract may be issued by the same or different authorities. A fundamental variation exists as to whether there is a single contract per approved project (issued to a managing partner who then makes payments to other partners on the other side of the border) or separate contracts to each partner on each side of the border.

Financial management

This covers several functions, such as: payments; control; and financial responsibilities.

There can be variations depending on use of special arrangements for the INTERREG programme (e.g. common bank account for EU contributions, and possibly also for national contributions) or use of normal national systems (which are likely to differ).

Monitoring

Monitoring will normally be linked to both technical and financial management of the programme. Thus, there
Programme evaluation and review

This is normally carried out as a common activity in the framework of partnership between the Commission and the Member States concerned (including regional/local authorities as appropriate) and covers:

- ex ante, mid-term, ex-post evaluation;
- programme review and possibly modification.

Summary of INTERREG IIA situation

The situation which applied to the management of cross-border programmes under INTERREG IIA is summarized in Tables B.2.4, B.2.5 and B.2.6.

These tables allow a number of conclusions to be drawn concerning institutional aspects of programme development and management under INTERREG IIA.

Programme development

A large majority (over two-thirds) of internal land border areas had cross-border concepts/strategies and programmes developed in common by (mainly) regional/local partners. The same applied to a similarly large proportion of internal maritime programmes. In the case of external borders cross-border concepts/strategies existed for nearly two-thirds of the areas, but the involvement of regional/local bodies in programme preparation had been mainly in a consultative capacity.

Technical management

Similarly in a large majority (some two-thirds) of internal land border areas all four key management functions were performed jointly through common activities and structures. This was the case in just under a half of all internal maritime programmes. In the case of external border areas, common information and advice functions were performed in just under a half of all programmes, but only in a very small number of areas were other functions, such as common project selection, performed in common.

Financial management

There was a significant degree of integration in financial management in internal land border programmes with just over a half of the OPs having a common bank account for EU contributions. This applied in one-third of internal maritime programmes (and only in one exceptional case in external borders).

Cross-border structures

There were regional/local level cross-border structures, to a large extent, in practically all border areas: internal (land and sea borders) and external borders, but they varied in nature and capacity. The main gaps were in large parts of the Greek external borders, in smaller parts of the Spanish/Portuguese and several internal maritime borders.

In terms of capacity and experience the structures on the internal land borders were by far the most advanced. In two-thirds of the internal land border areas regional/local cross-border structures were playing a significant role in cross-border concept/strategy and programme development.

13 In the case of the Dutch-German border, the Euregios carry out the evaluation themselves and this is checked by independent consultants.
development as well as in the management of INTERREG IIA OPs. This happened in about a half of the internal maritime programmes, and to a much lesser extent in external borders.
STRUCTURES FOR MANAGING INTERREG IIIA AND RELATED EU PROGRAMMES

The New Guidelines for INTERREG

INTERREG is the largest Community Initiative under the EU Structural Funds for the period 2000-2006 with an allocation of €4,875 million. On 28 April 2000 the European Commission agreed the Guidelines concerning this Initiative (“INTERREG III”).

INTERREG III has three strands covering:
- **Strand A**: cross-border cooperation - a continuation of INTERREG I and IIA;
- **Strand B**: transnational cooperation, which represents an extension of INTERREG IIC; and
- **Strand C**: interregional cooperation, which succeeds RECITE and Ecos-Ouverture type programmes.

Strand A concerns the promotion of “integrated regional development between neighbouring border regions”. This is the longest standing form of cooperation across national borders, and will receive the bulk of the financial resources of INTERREG III. With very few exceptions, such as for certain maritime regions, the development, approval and implementation of programmes under Strand A is expected to be carried out separately from those of Strands B and C.

Some of the provisions in the new Guidelines concerning Strand A show considerable continuity with INTERREG I and IIA and will be familiar to the practitioners who are already involved in the development and management of INTERREG programmes.

Some other provisions in the Guidelines mark significant changes in content or emphasis. The joint management of the programme implementation through cross-border mechanisms is a key condition for the acceptance of an INTERREG IIIA programme by the European Commission.

The principle of wider cross-border partnership and emphasis on a ‘bottom-up’ approach to be developed and applied from the phase of the elaboration of the joint strategy to the implementation of the operations characterize the new Guidelines. Regional and local authorities in border areas and regional-level cross-border structures are expected to take the lead in the preparation of the programmes, working in partnership with national authorities where appropriate.

Two types of programme will be possible. The first type will involve a single programme for the whole of a border. This single programme may comprise several regional-level sub-programmes. The second type will be represented by regional-level programmes for parts of a border, as already done under INTERREG I and IIA for the D/NL, NL/B, D/F, F/UK, and other borders. (These correspond to the models developed in AEBR/LACE’s working document INTERREG IIIA: Programme Management Models.) (See summary of the models in Table B.2.7)

As required by the General Regulation of the Structural Funds, there will be a common cross-border Monitoring Committee. This Committee will oversee a common Steering Committee.
Committee reflecting the membership of the cross-border partnership. It will be responsible for the operational management of the implementation of each programme or sub-programme, including the final selection and approval of projects. The General regulation also requires the designation of a Managing Authority with overall responsibility for managing the programme and a Paying Authority for financial administration. The Managing and Paying Authorities may be combined. In any case, these should be joint bodies established by the competent public authorities concerned by the programme (see Chart B.2.8).

The financial management system will be more integrated through the use of a single Structural Fund (ERDF) with enlarged scope to cover actions normally eligible under ESF, EAGGF and FIFG. Moreover, the transfer of all ERDF funds (and preferably national matching funds) will be made to a single programme account, without splitting the ERDF funds by Member State.

**Coordination of INTERREG IIIA with Phare CBC**

These Guidelines are of particular interest to the border regions in the Central European Countries (CECs) and their neighbours in the EU for two reasons:

- changes to INTERREG can have a major impact on Phare CBC, which has been modelled on INTERREG;
- the new Guidelines cover for the first time the coordination between INTERREG and Phare CBC.

The Guidelines express the desire for effective coordination between INTERREG and external EU policy instruments, especially with a view to enlargement. Accordingly, some key changes which were heralded in the Phare CBC Regulation No. 2760/98 are being put into effect. A single programme (Joint Programming Document, JPD) will cover both INTERREG and Phare CBC, although its preparation, approval and implementation will be governed by two different sets of rules and procedures. The programming work and the monitoring of the implementation of the JPD will be done in an integrated way by the Joint Cooperation Committee. Moreover, the greater use of Small Project Funds and their operation on a cross-border basis ("Joint" SPF) will facilitate decentralization of decision making down to the regional/local level and promotion of genuine cross-border projects.

Notwithstanding the requirement for joint structures between INTERREG IIIA and Phare CBC, differences remain and important issues need to be resolved, including:

- Phare CBC as a financial instrument still lacks the multi-annual nature of INTERREG - only indicative financial allocations are envisaged for a shorter period (2000-02) than INTERREG;
- more restricted range of eligible actions under Phare CBC – some “soft” types of action are acceptable only for small projects, under the small project funds (SPFs), e.g. local economic and employment development including tourism, communications/media, cultural exchanges, cooperation in health;
- strict limits concerning project size under Phare CBC – outside the SPFs, only in exceptional cases a derogation will be allowed from the required minimum size of €2 million for Phare projects.
Phare CBC projects will normally require the approval of the European Commission unlike INTERREG; the Joint Programming Document must meet two sets of not-fully-compatible requirements of the Structural Funds/INTERREG IIIA and Phare regulations.

Preparing and implementing a truly joint programme for INTERREG IIIA and Phare CBC will certainly require further improvement in the coordination of the two instruments and further clarification. Some such improvements have been promised in the Guidelines and were subsequently announced in the Commission’s Communication “Phare 2000 Review – Strengthening Preparations for Membership” (27.10.2000). However, at least the financial management of the programmes will remain separate under INTERREG and Phare rules.

**Coordination of INTERREG IIIA and other external EU Programmes**

To date there have been no joint structures or coordination in the institutional arrangements concerning either INTERREG IIIA or Tacis CBC. The same applies to coordination between INTERREG IIIA and cross-border cooperation operations under the MEDA and the new CARDS regulations, which provide support *inter alia* for cross-border cooperation to Mediterranean and Western Balkan non-Member States.

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15 Some limited scope for joint management is offered in the medium term through the possible delegation of project selection and approval for both INTERREG and Phare CBC under Article 12 of Regulation No. 1266/99 concerning the coordination of the pre-accession instruments.
Table B.2.1 Euroregion criteria - AEBR / LACE

<table>
<thead>
<tr>
<th>Organisation</th>
<th>Method of working</th>
<th>Content of cross-border cooperation</th>
</tr>
</thead>
<tbody>
<tr>
<td>• amalgamation of regional and local authorities from both sides of the national border, sometimes with a parliamentary assembly; • cross-border organisations with a permanent secretariat and experts and administrative staff; • according to private law based on national associations or foundations from both sides of the border according to the respective public law; • according to public law based on international treaties which also regulate the membership of regional authorities.</td>
<td>• development and strategic-oriented cooperation, no measures based on individual cases; • always cross-border-oriented, not as national border region; • no new administrative level; • hub for cross-border relations: citizens, politicians, institutions, economy, social partners, organizers of cultural events etc.; • balancing between different structures and powers on both sides of the border and with regard to psychological issues; • partnership cooperation, vertical (European, governmental, regional, local) as well as horizontal, beyond the border; • implementation of cross-border decisions at national level and according to procedures applicable on both sides of the border (avoidance of competence and structural power conflicts); • cross-border participation of citizens, institutions and social partners in programmes, projects and decision-making processes; • direct initiatives and the use of own resources as preconditions for help and support of third parties.</td>
<td>• definition of fields of action according to joint interests (e.g. infrastructure, economy, culture); • cooperation in all areas of life: living, work, leisure time, culture etc.; • equal emphasis on social-cultural cooperation and economic-infrastructural cooperation; • implementation of treaties and agreements and concluded at European level between countries to achieve cross-border practice; • advice, assistance and coordination of cross-border cooperation, particularly in the following fields: • regional development; • economic development; • transport and traffic; • environmental protection and nature conservation; • culture and sports; • health affairs; • energy; • waste disposal; • tourism and leisure; • agricultural development; • innovation and technology transfer; • schools and education; • social cooperation; • emergency services and disaster prevention; • communications; • public security.</td>
</tr>
</tbody>
</table>

## Table B.2.2 a: Euroregions in the European Union

<table>
<thead>
<tr>
<th>Name</th>
<th>Date of Establishment</th>
<th>Border</th>
</tr>
</thead>
<tbody>
<tr>
<td>EUREGIO</td>
<td>1958</td>
<td>D/NL</td>
</tr>
<tr>
<td>Euregio Rhein-Waal</td>
<td>1973</td>
<td>D/NL</td>
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<tr>
<td>Euregio Maas Rhein</td>
<td>1976</td>
<td>D/NL</td>
</tr>
<tr>
<td>Ems-Dollart-Region</td>
<td>1977/1997</td>
<td>D/NL</td>
</tr>
<tr>
<td>euregio rhein-maas-nord</td>
<td>1978</td>
<td>D/NL</td>
</tr>
<tr>
<td>Zukunft SaarMoselle-Avenir</td>
<td>1979</td>
<td>D/F</td>
</tr>
<tr>
<td>Benelux-Middengebied</td>
<td>1984</td>
<td>B/NL</td>
</tr>
<tr>
<td>Scheldemond</td>
<td>1989</td>
<td>B/NL</td>
</tr>
<tr>
<td>EuRegio SaarLorLuxRhein</td>
<td>1989</td>
<td>D/F/LUX</td>
</tr>
<tr>
<td>Euroregion Nestos-Mesta</td>
<td>1990</td>
<td>GR/BUL</td>
</tr>
<tr>
<td>Euroregion Neisse/Nisa/Nysa</td>
<td>1991</td>
<td>D/PL/CZ</td>
</tr>
<tr>
<td>Euroregion Elbe/Labe</td>
<td>1992</td>
<td>D/CZ</td>
</tr>
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<td>Euroregion Erzgebirge</td>
<td>1992</td>
<td>D/CZ</td>
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<tr>
<td>Euroregion Pro Europa Viadrina</td>
<td>1992</td>
<td>D/PL</td>
</tr>
<tr>
<td>EUREGIO EGRENSIS</td>
<td>1993</td>
<td>D/CZ</td>
</tr>
<tr>
<td>Euregio Bayerischer Wald/Böhmerwald</td>
<td>1993</td>
<td>A/D/CZ</td>
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<td>Euroregion Spree-Neisse-Bober</td>
<td>1993</td>
<td>D/PL</td>
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<td>Inn-Salzach-Euregio</td>
<td>1994</td>
<td>D/A</td>
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<tr>
<td>Regio BODENSEE</td>
<td>1994</td>
<td>A/CH/D</td>
</tr>
<tr>
<td>Euroregion Pomerania</td>
<td>1994</td>
<td>D/PL</td>
</tr>
<tr>
<td>Regio TriRhena</td>
<td>1995</td>
<td>D/F/CH</td>
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<tr>
<td>EuRegio Salzburg-Berchtesgdener Land-Traunstein</td>
<td>1995</td>
<td>D/A</td>
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<td>EUREGIO „via Salina“</td>
<td>1997</td>
<td>D/A</td>
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<tr>
<td>Region Sønderjylland-Schleswig</td>
<td>1997</td>
<td>DK/D</td>
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<td>EUREGIO Inntal</td>
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<td>D/A</td>
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<td>EUREGIO Zugspitze-Wetterstein-Karwendel</td>
<td>1998</td>
<td>D/A</td>
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<td>Midi-Pyrénées, Languedoc-Rousillon, Catalunya</td>
<td>1998</td>
<td>E/F</td>
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<td>CENTRE</td>
<td>1999</td>
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<td>Euregio Karelia</td>
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<td>FIN/RF</td>
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<tr>
<td>Euregio Watteninseln</td>
<td>1999</td>
<td>D/DK/NL</td>
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</tbody>
</table>

\[17\] In most cases, informal co-operation started earlier
## Table B.2.2 b: Euroregion-type structures in Scandinavia and the Baltics

<table>
<thead>
<tr>
<th>Name</th>
<th>Date of Establishment</th>
<th>Border</th>
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<tbody>
<tr>
<td>Øresund Council</td>
<td>1964</td>
<td>DK/S</td>
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<tr>
<td>Øresund Committee</td>
<td>1994</td>
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<tr>
<td>North-Calotte Council</td>
<td>1971</td>
<td>S/FIN/N</td>
</tr>
<tr>
<td>Kvarken Council</td>
<td>1972</td>
<td>FIN/S</td>
</tr>
<tr>
<td>Mittskandia</td>
<td>1977</td>
<td>FIN/S/N</td>
</tr>
<tr>
<td>Storstroms Amt / Kreis Ostholstein - Lübeck</td>
<td>1977</td>
<td>DK/D</td>
</tr>
<tr>
<td>Islands/Archipelago Cooperation - Skärgården</td>
<td>1978</td>
<td>S/FIN</td>
</tr>
<tr>
<td>Cooperation ARKO</td>
<td>1978</td>
<td>S/N</td>
</tr>
<tr>
<td>Bornholm-Southeastern Skåne</td>
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<td>DK/S</td>
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<tr>
<td>Oestfold/Bohuslän/Dalsland</td>
<td>1980</td>
<td>S/N</td>
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<tr>
<td>Tornedalsrådet</td>
<td>1987</td>
<td>FIN/N/S</td>
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<tr>
<td>Estonian-Finnish 3+3 Regional Cooperation</td>
<td>1995</td>
<td>EST/FIN/RUS</td>
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<td>Council for Cooperation of Border Regions Võru-Alüksne-Pskov</td>
<td>1996</td>
<td>EST/LV/RF</td>
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<td>Euroregion Pomerania</td>
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<td>Euregio Helsinki-Tallinn</td>
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<td>Euregio Karelia</td>
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<tr>
<td>Euroregion Country of Lakes-Ezaru Zeme</td>
<td>2000</td>
<td>LT/LV/BY</td>
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</table>

In most cases, informal co-operation started earlier
**Table B.2.2 c: Euroregion-type structures developed between 1990 and 2000 in the MOE-countries**

<table>
<thead>
<tr>
<th>Name</th>
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<tbody>
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<td>Euroregion Bug</td>
<td>PL/UKR/BY</td>
</tr>
<tr>
<td>Euroregion PRO EUROPA VIADRINA</td>
<td>D/PL</td>
</tr>
<tr>
<td>Euroregion Spree-Neisse-Bober</td>
<td>D/PL</td>
</tr>
<tr>
<td>Euroregion Neisse-Nisa-Nysa</td>
<td>D/PL/CZ</td>
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<td>Euroregion Glacensis</td>
<td>CZ/PL</td>
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<td>Euroregion Praded-Pradziad</td>
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<tr>
<td>Euroregion Silesia/Slezsko</td>
<td>CZ/PL</td>
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<tr>
<td>Euroregion Těsinske Slezsko - Slask Ciezyrski</td>
<td>CZ/PL</td>
</tr>
<tr>
<td>Euroregion ELBE/LABE</td>
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<tr>
<td>Euroregion Erzgebierge Krušnohoři</td>
<td>D/CZ</td>
</tr>
<tr>
<td>Eucregio Egrensison</td>
<td>CZ/D</td>
</tr>
<tr>
<td>Euregio Bayrischer Wald/Sumava-Mühlviertel-Böhmerwald</td>
<td>D/CZ/A</td>
</tr>
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<td>A/CZ</td>
</tr>
<tr>
<td>Euroregion Weinviertel-Südmähren-Jižni-Morava-Zahórie</td>
<td>A/CZ/SK</td>
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<tr>
<td>Euroregion Bile-Biele Karpaty</td>
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<tr>
<td>Euroregion Beskidý</td>
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<td>Euroregion TATRY</td>
<td>PL/SK</td>
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<td>Euroregion Istria</td>
<td>HR/SLO</td>
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<tr>
<td>Euroregion Vagus-Danubius-Ipolia</td>
<td>SK/H</td>
</tr>
<tr>
<td>Euroregion Ipelsky-Ipoly</td>
<td>SK/H</td>
</tr>
<tr>
<td>Euroregio Neogradinski</td>
<td>SK/H</td>
</tr>
<tr>
<td>Euroregion Sajo-Rima-Slaná-Rimava</td>
<td>SK/H</td>
</tr>
<tr>
<td>Euroregion Košice - Miskolc</td>
<td>SK/H</td>
</tr>
<tr>
<td>Euroregion Hajdu-Bihar/Bihor</td>
<td>H/RO</td>
</tr>
<tr>
<td>Euroregion Danube-Körös-Maros-Tisza</td>
<td>H/RO/BiH</td>
</tr>
<tr>
<td>Euroregion Danube-Drava-Sawa</td>
<td>H/HV/BiH</td>
</tr>
<tr>
<td>Upper Prut Euroregion</td>
<td>RO/MD/UKR</td>
</tr>
<tr>
<td>Middle Prut Euroregion</td>
<td>MOL/RO</td>
</tr>
<tr>
<td>Lower Danube Euroregion</td>
<td>RO/MOL/UKR</td>
</tr>
<tr>
<td>Euroregion Danube East</td>
<td>RO/BG</td>
</tr>
<tr>
<td>Euroregion Danube South</td>
<td>RO/BG</td>
</tr>
<tr>
<td>Euroregion Danube 21st Century</td>
<td>RO/BG/BiH</td>
</tr>
<tr>
<td>Euroregion Nestos-Mesta</td>
<td>GR/BUL</td>
</tr>
<tr>
<td>Euroregion Network Polis-Kent</td>
<td>GR/TR</td>
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</table>
## Table B.2.3: Checklist of Characteristics of Cross-Border Structures

<table>
<thead>
<tr>
<th>Aspect</th>
<th>Permanent Structure (possibilities)</th>
<th>Programme Management (possibilities, concerning the functions performed by a permanent structure)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Composition</strong></td>
<td>Regional/local authorities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>National-level authorities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Other bodies (e.g. social partners)</td>
<td></td>
</tr>
<tr>
<td><strong>Organisation</strong></td>
<td>Political-level assembly/council</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Official-level board/committee</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Secretariat (common, single location)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Secretariat (split location)</td>
<td></td>
</tr>
<tr>
<td><strong>Capacity</strong></td>
<td>Administrative / secretarial (own staff)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Technical (working groups of members’ staff, et al)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Technical (own staff)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Financial resources (own resources from members' subscriptions/contributions)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Financial resources (from projects, provision of services, etc)</td>
<td></td>
</tr>
<tr>
<td><strong>Functions / services/ powers</strong></td>
<td>Information gathering, research, studies</td>
<td>Contribution to programme development</td>
</tr>
<tr>
<td></td>
<td>Preparation of strategies, plans, programmes</td>
<td>As part of programme development</td>
</tr>
<tr>
<td></td>
<td>Provision of information and advice, promotion (of cross-border cooperation generally, and programmes/projects specifically)</td>
<td>Programme publicity</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Information to beneficiaries / applicants</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Technical assistance</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Developing own projects</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Supporting/coordinating development of other projects</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Implementing of own projects</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Project development</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Supporting the advisory (e.g. sectoral working groups) and decision-making (e.g. Steering Committee) bodies</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Participating in membership of advisory and decision-making bodies</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Providing the core membership of decision-making bodies, including Steering Committee</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Financial administration</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Acting as Paying Authority</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Supporting the Paying Authority</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Monitoring and evaluation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Collating findings and reporting</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Carrying out monitoring tasks</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Organizing evaluation tasks</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Formal membership of Monitoring Committee</td>
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</table>
### TABLE B.2.4: Institutional aspects of INTERREG IIA Programmes for internal land borders

<table>
<thead>
<tr>
<th>INTERREG IIA AND OP NUMBER</th>
<th>PROGRAMME DEVELOPMENT</th>
<th>TECHNICAL MANAGEMENT</th>
<th>FINANCIAL MANAGEMENT</th>
<th>CROSS-BORDER STRUCTURES</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Common development of:</td>
<td>Project</td>
<td>Common bank account</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• concept/strategy by</td>
<td>• development/TA: DTA</td>
<td>• for EU contribution: EU</td>
<td>• existing but not involved INTERREG: ES</td>
</tr>
<tr>
<td></td>
<td>regional partners:</td>
<td>• submission: SU</td>
<td>• for national contribution: MS</td>
<td>• involved in/partially responsible for INTERREG IIA: IN</td>
</tr>
<tr>
<td></td>
<td>CS</td>
<td>• appraisal: AP</td>
<td></td>
<td>• responsible for INTERREG IIA: IIA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• selection/approval: SA</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>c: common procedure</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>OP</td>
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<td></td>
</tr>
<tr>
<td>1 Maas-Rhein</td>
<td>CS</td>
<td>cDTA (Euregio-TA,</td>
<td>EU (ING Bank)</td>
<td></td>
</tr>
<tr>
<td>B/D/NL</td>
<td>OP</td>
<td>regional project managers)</td>
<td>MS</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>cSU (Euregio)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>cAP (Euregio-board)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>cSA (Steering Committee)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2 West Flanders</td>
<td>CS</td>
<td>DTA (assistance of</td>
<td>- -</td>
<td></td>
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<tr>
<td>B/F</td>
<td>OP</td>
<td>Secretariat)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>SU (regions)</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>cAP (Technical Committee)</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>cSA (Steering Committee)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 PACTE</td>
<td>OP (in the framework</td>
<td>cDTA</td>
<td>- -</td>
<td></td>
</tr>
<tr>
<td>B/F</td>
<td>of INTERREG I)</td>
<td>cSU (both cross-border technical teams)</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>cAP (technical teams and technical monitoring group)</td>
<td></td>
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</tr>
<tr>
<td></td>
<td></td>
<td>cSA (monitoring group)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4 Ardennes</td>
<td>OP (mixed commission)</td>
<td>cDTA</td>
<td>- -</td>
<td></td>
</tr>
<tr>
<td>B/F</td>
<td></td>
<td>cSU (2 technical INTERREG teams)</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>AP (regions)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>SA (Partnership Committee)</td>
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**B 2  Cooperation Structures at Strategic (Programme) Level**
### B 2 Cooperation Structures at Strategic (Programme) Level

<table>
<thead>
<tr>
<th>5 PED B/F/L</th>
<th>CS OP</th>
<th>cDTA (regions)</th>
<th>cAP (technical Group)</th>
<th>cSA (monitoring committee)</th>
<th>EU (Gemeente krediet van België)</th>
<th>II A (Euregio Scheldemond)</th>
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</thead>
<tbody>
<tr>
<td>6 Scheldemond B/NL</td>
<td>CS OP</td>
<td>cDTA (Euregio-Council)</td>
<td>cAP (Technical Cross-border Working Group)</td>
<td>cSA (Monitoring Committee)</td>
<td>EU</td>
<td>II A (Euregio Scheldemond)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>ES (chambers of commerce; sick-funds; International Schelde faculty; permanent consultation between East Zeeuws-Vlaanderen and Waasland; Flemish-Dutch cross-border cooperation)</td>
<td></td>
</tr>
<tr>
<td>7 Middengebied B/NL</td>
<td>CS OP</td>
<td>DTA (separately)</td>
<td>cSU + cAP (Secretariat)</td>
<td>cSA (monitoring committee)</td>
<td>EU (Gemeente krediet van België)</td>
<td>IIA Middengebied</td>
</tr>
<tr>
<td>8 Sønderjylland/ Schleswig DK/D</td>
<td>OP</td>
<td>cDTA (project partners)</td>
<td>cAP + cSU (Secretariat)</td>
<td>cSA (Steering Committee)</td>
<td>EU (administered by county of Sønderjylland)</td>
<td>ES (Region Sønderjylland-Slesvig)</td>
</tr>
<tr>
<td>13 Saar-Lor-Westpfalz D/F</td>
<td>OP</td>
<td>DTA (consultation)</td>
<td>SU (regions)</td>
<td>cAP (Secretariat)</td>
<td>cSA (Steering Committee)</td>
<td>EU (Saarländische Investitionskreditbank)</td>
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<tr>
<td>14 PAMINA D/F</td>
<td>OP (Pamina-office in the framework of INTERREG 1)</td>
<td>cDTA (Secretariat)</td>
<td>cAP (Working Group)</td>
<td>cSA (Monitoring Committee)</td>
<td>EU (Bas-Rhin 'département')</td>
<td>II A (Pamina-Council)</td>
</tr>
<tr>
<td>15 Oberrhein-Mitte-Süd D/F/CH</td>
<td>CS (OP)</td>
<td>cDTA (Common Secretariat)</td>
<td>cAP (Working Group)</td>
<td>cSA (Monitoring Committee)</td>
<td>EU for F/D (Landesbank Baden-Württemberg)</td>
<td>ES (Oberrhein Conference; TriRhena)</td>
</tr>
<tr>
<td>16 Alpenrhein/ Bodensee/ Hochrhein D/A/CH</td>
<td>(OP)</td>
<td>cDTA (consultation)</td>
<td>cSU (Secretariat)</td>
<td>cAP (working group)</td>
<td>cSA (monitoring committee)</td>
<td>- -</td>
</tr>
<tr>
<td>17 Germany/Luxembourg D/L</td>
<td>(OP) (Saarland, Rh-Pf and spatial planning ministry in Lux)</td>
<td>DTA (consultation)</td>
<td>SU (regions)</td>
<td>AP (regional-national)</td>
<td>EU (Landesbank Rheinland-Pfalz)</td>
<td>ES (Regional Commission Saar-Lor-Lux; summit meetings Lux/Rh-pf; local cooperation; Euregio SaarLorLux;)</td>
</tr>
<tr>
<td>Number</td>
<td>Area</td>
<td>CS</td>
<td>OP</td>
<td>DTA (Euregio Secretariat)</td>
<td>SU (Euregio Secretariat)</td>
<td>AP (Euregio Secretariat)</td>
</tr>
<tr>
<td>--------</td>
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</tr>
<tr>
<td>18</td>
<td>Ems-Dollart D/NL</td>
<td>CS</td>
<td>OP</td>
<td>cDTA (Euregio Secretariat)</td>
<td>cSU (Euregio Secretariat)</td>
<td>cAP (Euregio Secretariat)</td>
</tr>
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<td>19</td>
<td>EUREGIO D/NL</td>
<td>CS</td>
<td>OP</td>
<td>cDTA (Euregio Secretariat)</td>
<td>cSU (Euregio Secretariat)</td>
<td>cAP (Euregio Secretariat)</td>
</tr>
<tr>
<td>20</td>
<td>Rhein Waal D/NL</td>
<td>CS</td>
<td>OP</td>
<td>cDTA (Euregio Secretariat)</td>
<td>cSU (Euregio Secretariat)</td>
<td>cAP (Euregio Secretariat)</td>
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<tr>
<td>21</td>
<td>Rhein-Maas Nord D/NL</td>
<td>CS</td>
<td>OP</td>
<td>cDTA (Euregio Secretariat)</td>
<td>cSU (Euregio Secretariat)</td>
<td>cAP (Euregio Secretariat)</td>
</tr>
<tr>
<td>22</td>
<td>Bavaria/Austria D/A</td>
<td>(OP)</td>
<td>DTA (separately)</td>
<td>SU (regional authorities)</td>
<td>AP + SA (regional authorities)</td>
<td>SA (Steering Committee after AP by regional authorities)</td>
</tr>
<tr>
<td>29</td>
<td>Pyrénées E/F</td>
<td>CS (several at regional level)</td>
<td>cDTA (necessarily)</td>
<td>cSU (to one or both regions)</td>
<td>cAP (cross-border working groups; cross-border working groups; Steering Committee)</td>
<td>cSA (Steering Committee)</td>
</tr>
<tr>
<td>30</td>
<td>Spain/Portugal E/P</td>
<td>CS (several at regional level)</td>
<td>cDTA (GIT joint project appraisal/selection for some cross-border measure)</td>
<td>DTA (for other measures, e.g. transport, by regional authorities)</td>
<td>SU (regional departments of national ministries)</td>
<td>AP + SA (Steering Committee)</td>
</tr>
</tbody>
</table>

**B 2 Cooperation Structures at Strategic (Programme) Level**
### Practical Guide to Cross-border Cooperation

#### B 2  Cooperation Structures at Strategic (Programme) Level

<table>
<thead>
<tr>
<th>32 Alpes F/I</th>
<th>CS (OP)</th>
<th>DTA (separately) SU + AP (regions) cSA (Monitoring Committee)</th>
<th>- -</th>
<th>ES (cooperation for the management of ski slopes)</th>
</tr>
</thead>
<tbody>
<tr>
<td>39 Ireland/Northern Ireland IRL/UK</td>
<td>CS (by each association) (OP)</td>
<td>DTA (c except infrastructure projects) cSU (to both INTERREG-Secretariats) cAP + cSA (measure working groups)</td>
<td>- -</td>
<td>IN (Cooperation North and three associations; ICBAN, NWRCBG, EBRC)</td>
</tr>
<tr>
<td>41 Italy/Austria I/A</td>
<td>OP</td>
<td>DTA SU (ministries of regions) cAP cSA Steering Committee</td>
<td>- -</td>
<td>IN (INTERREG-Council) ES (Euregio Tirol and Working Group Westtirol., Engadin and Vinschgau)</td>
</tr>
<tr>
<td>51 Kvarken/ MittSkandia SF/S/N</td>
<td>CS (OP)</td>
<td>DTA - c for SF/F SU + AP (secretariat) SA (monitoring committee)</td>
<td>EU (administered by county of Västerbotten in Ulmea)</td>
<td>II A (Kvarken Council)</td>
</tr>
</tbody>
</table>
### TABLE B.2.5: Institutional Aspects of INTERREG IIA Programmes for internal maritime borders

<table>
<thead>
<tr>
<th>INTERREG IIA AND OP NUMBER</th>
<th>PROGRAMME DEVELOPMENT</th>
<th>TECHNICAL MANAGEMENT</th>
<th>FINANCIAL MANAGEMENT</th>
<th>CROSS-BORDER STRUCTURES</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Common development of:</td>
<td>Project</td>
<td>Common bank account</td>
<td>existing but not responsible for INTERREG: ES</td>
</tr>
<tr>
<td></td>
<td>• concept/strategy by regional partners: CS</td>
<td>• development/TA: DTA</td>
<td>• for EU contribution: EU</td>
<td>involved in / partially responsible for INTERREG IIA: IN</td>
</tr>
<tr>
<td></td>
<td>• programme by regional partners: OP</td>
<td>• submission: SU</td>
<td>• for national contribution: MS</td>
<td>responsible for INTERREG IIA: IIA</td>
</tr>
<tr>
<td></td>
<td>• dev’t by state, in consultation with regional partners. (OP)</td>
<td>• appraisal: AP</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>• selection/approval: SA</td>
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</tr>
<tr>
<td></td>
<td></td>
<td>e: common procedure</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9 Fyn/K.E.R.N DK/D</td>
<td>CS OP</td>
<td>cDTA (project partners) cSU (secretariats) cAP (Secretariat) cSA (Steering Committee)</td>
<td>EU (administered by the county of Fynen)</td>
<td>II A (Fyns Amt-KERN; joined by county of Plön 1996)</td>
</tr>
<tr>
<td>10 Storstrom/Ostholstein DK/D</td>
<td>CS (first time 1992/3) OP</td>
<td>cDTA (project partners) cSU (secretariats) cAP (Secretariat) cSA (Steering Committee)</td>
<td>EU (Storstroms Amt; account at Den Dansk Bank, Nykobing F.)</td>
<td>II A (no specific structure but responsibility at regional level)</td>
</tr>
<tr>
<td>11 Öeresund DK/S</td>
<td>CS OP (Öeresund Committee)</td>
<td>DTA cSU + cAP (Secretariat) cSA (INTERREG working group for projects up to 68,000 ECU, Steering Committee for projects beyond 68,000 ECU)</td>
<td>- -</td>
<td>II A (Öeresund Committee)</td>
</tr>
<tr>
<td>27 Greece/Italy GR/I</td>
<td>- -</td>
<td>- -</td>
<td>- -</td>
<td>- -</td>
</tr>
<tr>
<td>33 Corsica/Sardinia F/I</td>
<td>- -</td>
<td>SA Monitoring Committee</td>
<td>- -</td>
<td>- -</td>
</tr>
<tr>
<td>34 Corsica/Tuscany</td>
<td>- -</td>
<td>SA Monitoring</td>
<td>- -</td>
<td>- -</td>
</tr>
<tr>
<td>F/I</td>
<td>Committee</td>
<td>IN (Euroregion: NDPC-Kent-Flanders-Wallonia-Brussels) ES (ARC MANCHE; BDTE=cross-border support structure for SMEs; town partnerships; cooperation treaty between NPDC and Kent CC 1988)</td>
<td>ES (ARC MANCHE)</td>
<td>ES (Irish Sea Partnership)</td>
</tr>
<tr>
<td>---</td>
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<td>---</td>
</tr>
<tr>
<td>35 Nord-Pas-de-Calais/Kent F/UK</td>
<td>CS OP</td>
<td>cDTA (common brochures and publicity) SU (national authorities) cAP and cSA (joint technical group and monitoring committee)</td>
<td>- -</td>
<td>- -</td>
</tr>
<tr>
<td>36 Rives-Manche F/UK</td>
<td>CS OP (technical group: joint national/regional level)</td>
<td>cDTA (common brochures + publicity) SU (national authorities AP (national programming committees) cSA (joint technical committee)</td>
<td>- -</td>
<td>- -</td>
</tr>
<tr>
<td>40 Ireland/Wales IRL/UK</td>
<td>CS</td>
<td>cDTA (occasionally) (assistance by local coordinating teams) cSU (Secretariat) cAP+ cSA (for soft projects by joint working groups) AP+SA (for transport projects by national authorities)</td>
<td>ES (Irish Sea Partnership)</td>
<td>ES (Irish Sea Partnership)</td>
</tr>
<tr>
<td>50 Islands SF/S</td>
<td>CS OP (Islands Cooperation)</td>
<td>cDTA SU (secretariat) AP (secretariat) SA (monitoring committee)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>52 North Calotte SF/S/N</td>
<td>CS (OP) (North Calotte Council; participation of local authorities and social partners)</td>
<td>DTA – c for SF/S SU (secretariat) AP (4 advisory working groups) SA (management committee)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
**TABLE B.2.6: Institutional Aspects of INTERREG IIA Programmes for external borders**

<table>
<thead>
<tr>
<th>INTERREG IIA AND OP NUMBER</th>
<th>PROGRAMME DEVELOPMENT</th>
<th>TECHNICAL MANAGEMENT</th>
<th>FINANCIAL MANAGEMENT</th>
<th>CROSS-BORDER STRUCTURES</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Common development of:</td>
<td>Project</td>
<td>Common bank account</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• concept/strategy by regional partners: CS</td>
<td>• development/TA: DTA</td>
<td>• for EU contribution: EU</td>
<td>• existing but not involved INTERREG: ES</td>
</tr>
<tr>
<td></td>
<td>• programme by regional partners OP</td>
<td>• submission: SU</td>
<td>• for national contribution: MS</td>
<td>• involved in / partially responsible for INTERREG IIA: IN</td>
</tr>
<tr>
<td></td>
<td>• dev’t by state, in consultation with regional partners: (OP)</td>
<td>• appraisal: AP</td>
<td></td>
<td>• responsible for INTERREG IIA: IIA</td>
</tr>
<tr>
<td>12 Bornholm DK/Baltic</td>
<td>OP</td>
<td>cDTA (consultation)</td>
<td>- -</td>
<td>ES (B7; Four Corner Cooperation, Euregio Baltyk)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>cSU + cAP (Secretariat)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>cSA (Steering Committee)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>23 POMERANIA D/PL</td>
<td>CS (OP)</td>
<td>cDTA (rarely)</td>
<td>- -</td>
<td>IN (Euroregio Pomerania)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>SU (Euroregio)</td>
<td></td>
<td>ES (deutsch-polnische Gesellschaft; deutsch-polnische Wirtschaftsförderungsgesellschaft)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>AP (steering committee)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>SA (project committee)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>24 Brandenburg D/PL</td>
<td>CS (consultation with Poland) (OP)</td>
<td>cDTA (rarely)</td>
<td>- -</td>
<td>IN (Euroregio Spree-Neiße Bober; Euroregio Pro Europa Viadrina)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>SU (Euroregions)</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>AP (Euroregions and ministry)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>SA (steering committee)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>25 Saxony D/PL/CZ</td>
<td>(OP)</td>
<td>cDTA (rarely)</td>
<td>- -</td>
<td>IN (Euroregio Elbe-Labe; Euregio Egrensis; Euregio Erzgebirge)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>SU + AP (Euroregions)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>SA (steering committee)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>26 Bavaria/Czech Republic D/CZ</td>
<td>CS (several strategies) (OP)</td>
<td>DTA (separately)</td>
<td>- -</td>
<td>IN (Euregio Egrensis; Euregio Bayerischer Wald/Böhmischer Wald)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>SU + AP (Bavarian authorities)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>SA (steering committee)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>28 Greece External Borders GR/BG/FYROM/AL</td>
<td>- -</td>
<td>3 JPMC with regional representatives and GR representatives in FYROM/SPF</td>
<td>- -</td>
<td>ES (Euroregio Nestos-Mesta)</td>
</tr>
<tr>
<td>31 Spain Morocco</td>
<td>- -</td>
<td>- -</td>
<td>- -</td>
<td>- -</td>
</tr>
<tr>
<td>E/MOR</td>
<td>Cooperation Structures at Strategic (Programme) Level</td>
<td></td>
<td></td>
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<tr>
<td>-------</td>
<td>-----------------------------------------------------</td>
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<td></td>
</tr>
<tr>
<td>Jura F/CH</td>
<td>CS (OP)</td>
<td>DTA (project partners) SU (Dep de Belfort; CTJ) AP (technical committee) SA (monitoring committee)</td>
<td>- -</td>
<td>IN (Communauté de Travail de Jura) ES (network of towns; agreement of cooperation between CTJ and Belfort)</td>
</tr>
<tr>
<td>Rhône-Alpes F/CH</td>
<td>CS (INTERREG I-experience and studies), OP (technical group)</td>
<td>cDTA cSU (regions on both sides with same text) cAP (mixed working group) cSA (monitoring committee)</td>
<td>- -</td>
<td>ES (Franco-Geneva regional committee; Euregio Lac Leman, Lake Geneva-Council; Communauté de Travail des Alpes Occidentales)</td>
</tr>
<tr>
<td>Italy/ Switzerland I/CH</td>
<td>OP (involvement of 5 regions and 3 cantons)</td>
<td>Every Italian region with own structure; e.g. Valle d’Aosta: cDTA cSU (regions on both sides with same text) cAP (mixed working group) cSA (monitoring committee)</td>
<td>- -</td>
<td>ES (Conseil Vallé-Valle d’Aosta; Euregio Insubrica: Tessin-Lombardy; Mont Blanc-territory; Communauté de Travail Alpes Occidentales)</td>
</tr>
<tr>
<td>Italy/Slovenia I/SLO</td>
<td>OP</td>
<td>DTA (project partners) SU (Italian regional authority) AP + SA (working groups of INTERREG-Council)</td>
<td>- -</td>
<td>ES Euregio Italy/Slovenia in preparation</td>
</tr>
<tr>
<td>Italy/Albania I/AL</td>
<td>- -</td>
<td>- -</td>
<td>- -</td>
<td>- -</td>
</tr>
<tr>
<td>Gibraltar UK/MRC</td>
<td>- -</td>
<td>- -</td>
<td>- -</td>
<td>- -</td>
</tr>
<tr>
<td>Austria/Czech Republic A/CZ</td>
<td>CS (trilateral spatial planning concept) (OP)</td>
<td>DTA (project partners) SU (regional authorities) AP + SA (INTERREG-Council)</td>
<td>- -</td>
<td>ES Euregio Bayerischer Wald/Böhmertal/Mühlviertel, Euregio Weinviertel-Südmähr/Weitslowakei (1998); Euregio Waldviertel/Südschlechtien)</td>
</tr>
<tr>
<td>Austria/Hungary A/H</td>
<td>CS (OP)</td>
<td>DTA (project partners) SU (Austrian regional authority) AP + SA (cross-border coordination committee)</td>
<td>- -</td>
<td>ES (Regional Council; in preparation Euregio Burgenland; Austrian-Hungarian Commission on spatial planning)</td>
</tr>
<tr>
<td>Austria/Slovakia A/SK</td>
<td>CS (OP)</td>
<td>DTA (project partners) SU (Austrian regional authority) AP + SA (working groups of INTERREG-Council)</td>
<td>- -</td>
<td>ES (Euregio Weinviertel-Südmähr-WestSlowakei, Euregio in preparation Györ, Bratislava)</td>
</tr>
<tr>
<td><strong>B 2  Cooperation Structures at Strategic (Programme) Level</strong></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>---</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>49 Austria/Slovenia +A/SLO</strong></td>
<td>CS (OP)</td>
<td>DTA (project partners) SU (Austrian regional authority) AP + SA (working groups of INTERREG-Council)</td>
<td>- -</td>
<td>(Euroregio in preparation)</td>
</tr>
<tr>
<td><strong>53 Barents SF/S/N/RUS</strong></td>
<td>(OP) (national government and provinces)</td>
<td>CDTA SU (secretariat) - c for SF/S AP (secretariat) - c for SF/S SA (partly: monitoring committee) – c for SF/F</td>
<td>EU for SF/S (Regional Council of Lapland)</td>
<td>II A (BEAR=Barents European Arctic Council) ES (Barents Council; 1992 bilateral agreement on cross-border cooperation between Finland and Russia)</td>
</tr>
<tr>
<td><strong>54 Karelia SF/RUS</strong></td>
<td>CS OP (3 regional associations, Finnish authorities and Russia)</td>
<td>DTA (consultation) SU + AP (secretariat - at regional associations) SA (management committee)</td>
<td>- -</td>
<td>II A (Regional Council North Karelia together with Republic of Karelia in TACIS) ES (Euroregio Karelia in debate)</td>
</tr>
<tr>
<td><strong>55 St. Petersburg SF/RUS</strong></td>
<td>CS OP (3 regional associations, St. Petersburg, Leningrad Oblast and Finnish social partners)</td>
<td>DTA – c occasionally SU (secretariat – at regional associations) AP (management committee) SA (working group)</td>
<td>- -</td>
<td>II A (Regional Council South Karelia)</td>
</tr>
<tr>
<td><strong>56 Finland/Estonia SF/EST</strong></td>
<td>CS (OP)</td>
<td>DTA SU (regional associations) AP (interregional programme management committee) SA (monitoring committee)</td>
<td>- -</td>
<td>II A (South Finnish Regional Associations and regions is Northern Estonia)</td>
</tr>
<tr>
<td><strong>57 Ett Gränslöst Samarbete S/N</strong></td>
<td>CS, (OP)</td>
<td>cDTA SU (secretariat) AP (programme management committee) SA (monitoring committee)</td>
<td>- -</td>
<td>ES (Border Committee Østfold-Boslein)</td>
</tr>
<tr>
<td><strong>58 Inre Scandinavia S/N</strong></td>
<td>(OP)</td>
<td>cDTA SU (secretariats) AP (programme management committee) SA (secretariat for projects: &lt;30000 ECU) SA (monitoring committee)</td>
<td>- -</td>
<td>ES (ARKO cooperation)</td>
</tr>
<tr>
<td><strong>59 Nordens Gröna Bälte S/N</strong></td>
<td>CS (OP)</td>
<td>cDTA SU + AP (secretariat) SA (management cttee)</td>
<td>- -</td>
<td>ES (Mittnorden Committee)</td>
</tr>
</tbody>
</table>
Table B.2.7: Summary of Programme Management Models

<table>
<thead>
<tr>
<th>Model 1</th>
<th>Model 2</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>INTERREG Partnership</strong>&lt;br&gt;for the development and management of programmes&lt;br&gt;(regional/local cross-border partnership)&lt;br&gt;comprising regional/local authorities and other authorities/bodies co-financing the programme (e.g. national-level Member State authorities)</td>
<td><strong>INTERREG Agreement</strong>&lt;br&gt;between the partnership members (to be presented to the European Commission)</td>
</tr>
</tbody>
</table>

**Programme(s):**

| for each national border or part of a long border for each national border or part of a long border |
|---|---|
| **One programme**<br>with autonomous (in management terms) sub-programmes,<br>each covering a cross-border region | **Autonomous programmes**<br>each covering a cross-border region/sub-region |

**Operational Management:**

<table>
<thead>
<tr>
<th>A <strong>Managing Authority</strong> for the Programme coordinating the following structures for each sub-programme:</th>
<th>A <strong>Managing Authority</strong> for each programme:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• one <strong>Steering/Managing Committee</strong>&lt;br&gt;• one <strong>secretariat</strong>&lt;br&gt;• sectoral working groups, etc., as appropriate</td>
<td>• one <strong>Steering Committee</strong>&lt;br&gt;• one <strong>Secretariat</strong>&lt;br&gt;• sectoral working groups, etc., as appropriate</td>
</tr>
</tbody>
</table>
### Strategic Management:

**A Monitoring Committee**
for the programme

- one authority/body designated as “Management Authority” and acting as general/coordinating secretariat for all sub-programmes
- one body designated as “Paying Authority” for the programme (could be combined with the “Management Authority”)
- a single EU grant (with distinctive amounts for each sub-programme) payable to a single bank account of the “Paying Authority” (which is then transferred to separate accounts for each sub-programme)

**A Monitoring Committee**
for each programme

or

one and the same **Monitoring Committee**
for each group of programmes covering a border

### Contact points for the European Commission:

- one authority/body designated as “Management Authority”
- one body designated as “Paying Authority” for the programme (could be combined with the “Management Authority”)
- a single EU grant payable to a single bank account of the “Paying Authority”
  or
  for each group of programmes covering a border
- one body (e.g. Euroregion or similar structure), acting as general/coordinating secretariat for all programmes and representing the “Management Authorities” of all the programmes to the Commission
- one and the same body designated as “Paying Authority” for all programmes in the group
- separate EU grants for each programme payable to different bank accounts of the “Paying Authority”
INTERREG AGREEMENT
Between the cross-border partnership members, regulating in detail the strategic management at programme level and decentralised operational management at sub-programme level
**Type of Organisation:**

The EUREGIO is the oldest cross-border cooperation structure in Europe and has 128 members (districts, cities and municipalities). The EUREGIO space includes the areas of Münsterland (Coesfeld, Borken, Steinfurt and Warendorf Districts, the city of Münster) in North Rhine-Westphalia, the county of Bentheim, the city and district of Osnabrück and parts of the southern Emsland in Lower Saxony, as well as Twente, Achterhoek, North Overijssel and Southeast Drenthe in the Netherlands. The EUREGIO has been involved for decades in cross-border activities in various fields based on regional cross-border development concepts. One first such concept was developed as early as 1972 with funding by the EU and national economic ministries. The EUREGIO is directly involved in the planning and implementation of many different programmes and projects, including the INTERREG programme.

**Founded in:** 1958

**Structure and Competencies:**

The members on both sides of the border are always fully involved.

**Members' Assembly:**

This consists of the representatives of the 128 members and meets at least once a year.

**EUREGIO Council:**

This is a cross-border parliamentary assembly (with cross-border parliamentary groups) and the EUREGIO's highest political body.

**Board:**

The responsibilities of the Board, with a majority of main administrative officials and senior officials in the EUREGIO, include implementing the decisions of the Members' Assembly and preparing and carrying out the decisions of the EUREGIO Council.

**EUREGIO Working Groups:**

Various working groups deal with the different thematic fields, such as spatial planning and transport, business, the labour market, environment and agriculture, culture, health, disaster procedures and rescue operations and discuss practical issues/problems. They provide technical support to cross-border programmes and projects, including those financed through INTERREG. Each working group consists of representatives of the public and private sectors and the business and social partners from both sides of the border.

**EUREGIO Secretariat:**

This deals with day-to-day administrative matters in the cross-border region (e.g. information and advice), does general publicity and awareness raising, and provides professional, secretarial and coordination support to the working groups and the EUREGIO bodies. It also helps in developing project ideas, implementing projects and finding and mediating between potential partners.

**Powers in Relation to INTERREG:**

Operational Programmes for INTERREG I, II and IIIA were prepared by the EUREGIO based on the existing cross-border development strategies which were adapted for this purpose. To implement INTERREG, a special agreement is signed each time between the EUREGIO and the national governments and regional authorities responsible on either side of the border. This agreement transfers to the EUREGIO the authority for all areas of implementation of the INTERREG programme for the EUREGIO. Project proposals are submitted to the EUREGIO (secretariat) where they are assessed for their ability to comply with the EU criteria, the specific criteria of cross-border cooperation and the national development goals and requirements of cofinancing. The EUREGIO Council and the Board evaluate the projects. The EUREGIO is part of the INTERREG Steering and Monitoring Committee in which it has the chair and a vote.
Local/regional project managers are responsible for implementation of the projects, while technical assistance and support are provided by the EUREGIO working groups and the secretariat. Technical responsibility for the financial management has been transferred to the Investitionsbank North Rhine-Westphalia. It manages the EU funds and the respective national cofinancing on a cross-border basis in a single bank account for the whole programme, and concludes direct agreements with the project partners.

**Strengths with Regard to Cross-Border Cooperation:**

The structure of EUREGIO is a good example of a highly decentralized and integrated structure based on the principle of a horizontal and vertical partnership in the planning and implementation of cross-border programmes, especially the INTERREG programme. The EUREGIO covers all areas of cross-border cooperation.

**Contact:**

EUREGIO  
Enscheder Str. 362  
D-48599 Gronau  
Tel.: +49 25 62 70 20  
Fax: +49 25 62 702 59  
e-mail: info@euregionet.de
Organizational scheme Organisatieschema EUREGIO

**B 2 Cooperation Structures at Strategic (Programme) Level**

**German cities, communities, districts**

- **Members’ Assembly** - Ledenvergadering
  - EUREGIO Council Raad
    - 41 NL en/and 41 D Members/leden
    - Vorstand/dagelijks bestuur
      - 32 Members:
        - 15 NL en 15 D Members, Director + President EUREGIO Council
      - 15 NL and 7 D

**Work. groups - werkgroepen**

- Council forms and appoints
  - chairman appointed/ benoemt voorzitters

**SECRETARIAT**

- Secretariat - secretariaat

**INTERREG**

- Steering Committee / Stuurgroep (EU+National+Reg.+ EUREGIO)

**EUREGIO**

- Members/leden election
  - reps appointed/ vertreter

- Secretariat

**NL-Gemeenten**

- German cities, communities, districts
Scheme 1: Information flow from application to grant notice

1a: Applicant
- Advice by EUREGIO secretariat
- Project proposal

1b: EUREGIO Secretariat
- Review and forwarding of correspondence/important forms
- Coordination and implementation of added steps where needed

2a: Responsible working groups with experts
- Assessment of planned project and recommendation

2b: 3a: Board
- Decision recommendation on projects to approve/deny

3b: EUREGIO Council
- Decision on project implementation

4a: 6b: IB (Investitions-Bank) NRW
- Prepares grant notice
- Sends notice to applicant and to secretariat for info

5a: Steering committee
- Decides on total costs worth supporting per INTERREG II agreement

5b

1c: If project proposal fails to meet criteria or is not presented in the proper form: advice by secretariat and re-application

Review of proposal in terms of relevant criteria (INTERREG, national programmes, etc.)

If proposal meets criteria and is properly presented: forward to working groups
Practical Guide to Cross-border Cooperation

Rhein-Waal Euregio (NL/D)

**Type of Organisation:**

Cross-border public body based on the NL/D Agreement, with 54 members (communities and regional bodies under public law).

**Founded in:** 1963

**Structure and Competencies:**

**Euregio Council:** The highest body with political and official representatives of all member organisations. Elections every four years of the chairmen (NL and D) of the Euregio Council and the members of the Executive Committee.

**Executive Committee:** The executive committee consists of seven members, with the effort made to achieve an even proportion between German and Dutch members. It prepares and carries out the decisions of the Euregio Council.

**Secretariat:** This is responsible for the administrative tasks, organisation and meetings of the Euregio Council, Executive Committee and working groups, plus organisation of cross-border cooperation, activities and projects. It provides information to member organisations, external bodies, companies and citizens. It is professionally run with 16 full-time employees (NL/D).

**Competencies in relation to INTERREG:**

The definition and performance of the INTERREG programme in the Rhein-Waal area is coordinated by the public body Euregio Rhein-Waal, which also runs the secretariat for the joint monitoring committee for the Euregio, the Rhein-Maas-Nord Euregio and the Rhein-Waal Euregio.

Project proposals are submitted to the Euregio secretariat, which assesses them in terms of their content, their relation to the Rhein-Waal programme and the formal INTERREG criteria. The relevant Euregio committee offers suggestions. The Executive Committee formulates a proposal for the Euregio Council, which decides which project to recommend for funding by INTERREG. The Secretariat presents the recommendation of the Euregio Council to the INTERREG Steering Committee which decides on the amount of financial aid awarded. The Euregio appoints the chairman and runs the secretariat for the Steering Committee. The Secretariat coordinates the performance of the programme and itself carries out a number of projects of interest to the entire region. Strengths with regard to cross-border cooperation are that the public body Euregio Rhein-Waal is an independent, strong cross-border structure under public law with its own authority and staff, and as such is well equipped to set up and implement the INTERREG Programme in its area of activity.

**Contact:**

Euregio Rhein-Waal
Emmericher Straße
D-47533 Kleve
Tel.: +49 – 28 21 – 79 300
Fax: +49 – 28 21 – 79 30 30
E-Mail: INFO@EUREGIO.O.ORG
Internet: www.EUREGIO.ORG
Type of Organisation:

The current administrative structure, established for the planning and implementation of the INTERREG programme, is based on a German-Danish Committee which was founded in 1970 to promote cross-border cooperation. Until very recently such cooperation focused mainly on infrastructural improvements. In 1977, the border region concluded an agreement on cultural cooperation which in 1989 led to the adoption of a resolution to a) joint lobby for a fixed (bridge/tunnel) link between the two countries and b) start with joint projects creating new jobs and balancing the negative impact of the introduction of the European single market on the job market in the two border regions.

In 1991 the European Commission approved an allocation of funds for cross-border cooperation from the Community initiative INTERREG for the region which now also included the autonomous Hanseatic city of Lübeck. In accordance with the decisions of the "Danish-German Vogelfluglinie Region" working group, which now serves as the Monitoring Committee, this allocation was used to co-finance the first cross-border projects under INTERREG and to set up a joint Danish-German secretariat. Cooperation continued after 1995 thanks to funding support from the Community initiative INTERREG IIA. This offered the INTERREG region the opportunity to join the cooperation already successfully initiated under INTERREG I. The development of cross-border cooperation under INTERREG II was extended to a much larger circle of participants, whose work is in part firmly established as a result.

Structure and Competencies in relation to INTERREG:

Monitoring Committee: The Danish-German Monitoring Committee consists of Danish and German representatives of the national, regional and local authorities, chambers of commerce, the social partners, and where necessary officials dealing with the environment and equality of treatment. A representative of the European Commission also participates in the Committee's work in an advisory capacity. The Monitoring Committee takes decisions by consensus. It supervises and monitors the programme's performance.

Steering Committee: Like the Monitoring Committee, the Steering Committee is comprised of administrations responsible for the programme. These include Storstrøms Amt, the Ostholstein District and the Hanseatic City of Lübeck, as well as the management of the INTERREG Secretariat. A representative of the European Commission can also be present as an observer. Representatives of the national governments and the Schleswig-Holstein state government are also invited to take part in the Committee. In addition, the business and social partners participate in an advisory capacity. The Steering Committee decides by mutual agreement on providing support to individual projects. A business committee was already established in the region under INTERREG II which was active at the working level of programme administration.

Joint Technical Secretariat/Office: The joint INTERREG Secretariat consists of programme managers at Storstrøms Amt, the Ostholstein mbH development agency of Ostholstein District and the Lübeck GmbH development authority as a field office to make Lübeck project sponsors more accessible. It performs its duties in close cooperation, by mutual agreement and on a cross-border basis. Among other things the Secretariat coordinates the meetings of the Monitoring and Steering Committee, coordinates project ideas in the region, is responsible for the day-to-day management of projects, administers the INTERREG funds by means of a joint bank account and performs information and public relations work.
Strengths with regard to Cross-Border Cooperation:

This structure is a good example of a flexible, decentralized and integrated structure for the democratic management of cross-border activities. Control and decision-making power lies largely with regional and local administrations, thus ensuring a high degree of vertical partnership and a "bottom-up approach" in defining areas of cooperation. Regular meetings of Secretariat employees, together with the Secretariat's many years of experience, well-proven administrative structures and close, daily contact via modern communication technologies all help overcome problems of distance in implementing the programme.

Contact:

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International Secretariat
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DK-4760 Vordingborg
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Fax +45 55 34 03 55

Entwicklungsgesellschaft Ostholstein
INTERREG-Sekretariat
Röntgenstraße 1
D-23701 Eutin
Tel: +49 4521 808 10
Fax +49 04521 808 11
Type of Organisation:

Eleven regions belong to the Alpine countries Association Arge Alp: three Austrian provinces (Salzburg, Tyrol and Vorarlberg), two German Länder (Baden-Württemberg, Bavaria), three Italian regional authorities (the autonomous provinces of Bolzano-South Tyrol and Trentino, plus the Lombardy region) and three Swiss cantons (Grisons, St. Gallen and Tessin).

Founded on: 12 October 1972 in Tyrol

Structure and Competencies:

Assembly of the Heads of Government:

The Assembly of the Heads of Government discusses common issues and objectives, establishes work programmes in line with priorities and adopts recommendations for the member countries and resolutions for federal and central governments and for institutions of European cooperation.

Chairman of Arge Alp: The head of government of a member country serves as chair for two years. The chairman represents Arge Alp externally and ensures that activity is directed towards the common objective, is continuous and corresponds to current concerns.

Committees: Four Committees are used to prepare and implement the decisions of the Assembly of the Heads of Government: Culture and Society; Environment, Regional Planning and Agriculture; Economy and Labour; Transport.

Steering Committee: The Steering Committee is comprised of the leading officials of the member countries and the director of the Secretariat. It deals with basic questions concerning the content, organisation, coordination and funding of the activity of Arge Alp.

Secretariat: The Secretariat supports the bodies of the Association in performing their duties. In particular, it is responsible for supervising the organisation of meetings, financial administration, central documentation and information, as well as cooperation with the secretariats of other European regional organisations.

Competencies in Relation to INTERREG:

Arge Alp is the basic network for the members working on bilateral programmes under INTERREG IIIA. It is also involved in drawing up and handling the Alpine spatial programme of INTERREG IIIB. The member countries participate actively in projects under INTERREG IIIB.

Contact:

Geschäftsstelle ARGE ALP
Amt der Tiroler Landesregierung, Landhausplatz,
A-6010 Innsbruck
Tel: +43-512-508 2340, Fax: +43-512-508 2345,
Email: f.staudigl@tirol.gv.at, Internet: www.argealp.org
Type of Organisation:

The Association is based on a joint declaration signed by the member regions in 1978, under which the Assembly of the Heads of Government adopted the updated "Rules of Organisation and Procedure of the Alpen-Adria Association" on 24 November 2000. The Association currently comprises 17 members: Baranya, Bavaria, Burgenland, Friulia-Venezia Giulia, Győr-Moson-Sopron, Hrvatska, Carinthia, Lombardy, Upper Austria, Slovenia, Somogy, Styria, Ticino, Trentino Alto Adige / South Tyrol, Vas, Veneto, Zala. The Association has no joint administrative offices, and therefore no legal status. Administrative and organisational services are provided by the General Secretariat (the recording agency until 2000) headquartered in the Office of the Carinthian Provincial Government, Klagenfurt. The independent region of Trentino-South Tyrol handles the Association's public relations work. The languages used for negotiation are German, Croatian, Italian, Slovenian and Hungarian. Alpen-Adria's bodies adopt their decisions by consensus, with express dissenting votes counting as a veto.

Founded on: 20 November 1978 in Venice

Structure and Competencies:

Assembly: The Assembly of Heads of Government is the highest decision-making body. The presidency is assumed in alphabetical order for a period of two years. The Assembly meets in a plenary session once a year and sets out strategic priorities. The secretariat of the presiding Alpen-Adria country is responsible for convening and organizing the meetings of the Assembly of Heads of Government and the Commission of senior officials. Alpen-Adria secretariats have been created in all the member countries.

Commission of Senior Officials: The Commission of Senior Officials is the coordinating body for the Assembly of Heads of Government. It is chaired by the presiding Alpen-Adria country.

Five Working Commissions: The standing Commissions are subject-specific bodies of the Assembly coordinated by the Commission of Senior Officials. They deal with (1) Spatial Planning and the Environment; (2) Economy, Transport and Tourism; (3) Culture and Society; (4) Health and Social Affairs; (5) Agriculture and Forestry. Standing working groups and ad-hoc project groups function within the five working commissions. Chairmanships are three years in the Commissions and five years in the working groups, with an automatic extension.

The purpose of the Association is to provide joint informational and technical handling and coordination of questions of interest to the members. Areas of particular focus are transalpine transport links, port traffic, power generation and transmission, agriculture, forestry, water management, tourism, environmental protection, nature conservation, landscape conservation, preservation of the cultural and recreational landscape, spatial planning, land settlement development, cultural relations, and contacts between academic institutions (Article 3 of the 1978 Joint Declaration). The Association serves as a platform for the mutual exchange of information among EU members and non-members and seeks to build bridges across the EU's external borders. The Alpen-Adria bodies submit project proposals and related initiatives in connection with the INTERREG programme. Some 170 joint reports and publications have been produced since 1978 on spatial development, transport planning, the environment, household and industrial waste, pollution-related forest death, soil protection and so forth. Annual sports and cultural youth events, symposia and exhibitions are held.

Contact:

ARGE Alpen Adria, Amt der Kärntner Landesregierung, Völkermarkterring 21, A-9020 Klagenfurt, Tel: +43 463 536 28 21, Fax: +43 463 536 28 20, e-mail: post.alpeadria@ktn.gv.at, http://www.alpeadria.org
The Communauté de Travail des Pyrénées (CTP - Pyrenees Association) is a cross-border cooperation body comprising eight members: the Principality of Andorra, three French regions (Aquitaine, Languedoc-Roussillon, Midi-Pyrénées) and four Spanish Autonomous Communities (Aragón, Catalonia, Navarre and Basque Country).

The CTP has been involved in various cross-border activities, including the preparation of a comprehensive study of transport within the Pyrenees, the preparation of a tourism guide and awareness-raising activities on environmental protection in the border region (Clean Pyrenees Campaign, Mountain Hazards Days, Safe Pyrenees Campaign, Meetings of Research and Technological Innovation Centres of the Pyrenees, calls for tender for I+D projects, and so forth).


Structure and Competencies:

Presidency: The Presidency of the CTP is assumed in alphabetical order by its members for a periods of two years.

Conference of the Presidents: This consists of the Presidents of each of the member regions. It is responsible for defining overall policy and strategic orientations and defining priorities for action.

Plenary Council: This consists of seven representatives for each of the eight members. It adopts the annual action programme, approves the budget and provides the mandate for the Coordination Committee.

Coordination Committee: This is composed of the presidents of the member regions or their direct representatives plus the General Secretary. It oversees realization of the action programme, manages the budget and European programmes, coordinates the activities of the commissions and prepares the meetings of the Plenary Council.

Four Sectoral Commissions: These cover Infrastructure and Communications; Training and Technological Development; Culture, Youth and Sports; and Sustainable Development.

Competencies in Relation to INTERREG:

The Regional Council of Aquitaine (which chairs the CTP) has been designated as the management authority responsible for formulating and implementing the Joint Programming Document (JPD) of the INTERREG programme, part A, France-Spain. Thematic working groups will be established to initially work out the JPD based on four commissions of the CTP supplemented by representatives of the French départements and the national governments.

Projects under way:
Infrastructure and Communications Commission: Participation in the Trans-Pyrenees Traffic Observatory, inventory of road and rail tunnels of the Pyrenees, adoption and publication of the joint position on major communication infrastructure facilities, digital cartographic base of the CTP (SIG), updating of the Airport Infrastructure Diagram.

Training and Technological Development Commission: Call for tenders for I+D projects, Practical guide for exchanges of apprentices or trainees.


Sustainable Development Commission: Coordination plan for the information network of the Pyrenees (PIRINET), Network of Infopoints-Europe and Rural crossroads of the Pyrenees massif, Symposium on renewable energies, and "Pyrenees 2000" programme.

**Contact:**

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E-mail: ctpiril@jet.es
PAMINA (D/F)

**Type of Organisation:**

PAMINA is a flexible integrated structure which has been created to manage the INTERREG programme. A major strength is the truly cross-border secretariat with staff from each of the partner regions, located on the French/German border. In addition to the regions in its title PAMINA comprises parts of the German Länder of Rheinland-Pfalz, Baden-Württemberg and the French region of Alsace. PAMINA was founded in 1988 when a joint declaration aimed at promoting greater cooperation was issued by representatives of national and regional authorities. A joint development concept for the area was developed providing the strategic plan for the cross-border activities of the region.

A reform of the structures is planned after about ten years of PAMINA cooperation. The creation of a cross-border special-purpose association "Regio Pamina" is currently under preparation. Its purpose is to put the previous informal cooperation on a permanent legal footing so as to more efficiently and transparently group together bodies and activities in the PAMINA area.

**Founded in:** 1988

**Structure and Competencies:**

**Steering Committee:** Established in 1988 to monitor the progress of the development concept. It comprises representatives of the regional governments of the cross-border region, is responsible for the overall policy direction and has decision-making power.

**Secretariat:** Established in Lauterbourg (F) in 1991 in a former customs office and entrusted with a number of tasks including the generation/dissemination of information about the partner regions, and to act as a coordinator/facilitator between different actors on both sides of the border. The Steering Committee and working group act as supervisory bodies of the secretariat which is financed jointly by the partners.

**PAMINA Association:** The Association is based on a cooperation agreement of 18 April 1997 and consists of ten municipal/regional policymakers of each of the three PAMINA sub-regions. The duties include exchanging information and providing advice on cross-border questions of regional policy relevance, focussing on regional planning, transport and the economy; joint discussion of plans and measures; adoption of joint positions; and initiation of joint measures.

**Competencies in Relation to INTERREG:**

The OP for INTERREG I in the PAMINA region was prepared by the working group and approved by the Monitoring Committee. For the programme implementation, an independent Monitoring Committee was established which includes representatives on national governmental level, regional and local levels and representatives of the EC Commission. The Monitoring Committee meets twice per year, approves projects and maintains overall control concerning major changes/modifications in relation to the implementation of the programme. The Working Group supports the work of the Monitoring Committee carrying out the assessment and pre-selection of projects submitted for funding under INTERREG.

Local project managers are responsible for the implementation of the projects while technical assistance and overall coordination support is provided by the above-mentioned bodies and the PAMINA Secretariat (PAMINA Office).
In addition to its role as disseminator of information on the region, the PAMINA Office facilitates and maintains contacts with project managers, advising them on project implementation. All project proposals are submitted directly to the Secretariat by local actors where they are assessed in relation to compliance with national, regional and cross-border criteria before being passed on to the working group and Monitoring Committee for final approval.

The border region has established a joint account with the Département Bas Rhin (Lower Rhine) into which the EU grant is paid. The national and regional cofinancing is paid directly to the project managers.

**Strengths with Regard to Cross-Border Cooperation:**

This structure has created direct contact between the national and regional authorities on both sides of the border region and ensures a high level of transparency. The secretariat has proven successful in providing and disseminating specific information on a wide range of border-related issues as well as facilitating/coordinating contacts amongst different partners in the border region and ensuring pragmatic implementation of the INTERREG Programme.

**Contact:**

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Tel: +33 88 94 67 20
Fax: +33 88 54 68 90
[www.pamina.com](http://www.pamina.com)
Kent County Council and Nord-Pas-de-Calais Region signed a cooperation protocol in 1987 and carried out a preparatory study with financial support from the Commission. They subsequently prepared the draft OP for INTERREG I based on this study.

**Founded in:** 1987

**Structure and Competencies:**

The cross-border structure for INTERREG programme implementation can be summarized, as follows:

- A **Joint Monitoring Committee** meets twice a year, oversees the implementation of the programme, and approves or rejects project applications. It consists of French public authority representatives (State, Region NPC, Departments of Nord and of Pas de Calais), UK public authorities (GOSE, Kent CC, Kent District Councils), representatives of the voluntary and private sectors and representatives from the European Commission;

- A **Joint Technical Group**, consisting of officials and experts from the French and British public authorities, meets four times a year. It reviews the project appraisal recommendations from the French and UK sides and prepares them for the Joint Monitoring Committee;

- A **Joint Secretariat** is operated by the implementing authorities (GOSE and the relevant French Regions from their normal location in the UK and France);

- Two **INTERREG Project Officers** provide information and advice to project promoters and support the above structures of the programme.

**Contact:**

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European Team/Economic Development  
Springfield, Maidstone  
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Fax +44 622 691 418  
Website: [www.kent.gov.uk](http://www.kent.gov.uk)
## COMUNIDADE DE TRABALLO GALICIA-NORTE DE PORTUGAL (E/P)

**Type of Organisation:**

The Association is based on an agreement in principle signed by the two regional administrations and approved by the two national governments in Madrid and Lisbon. The CCRN is a decentralized administrative office of the Portuguese Ministry of Planning and the Xunta de Galicia is the executive body of the Autonomous Region of Galicia.

**Founded in:** October 1991

**Structure and Competencies:**

**The President:** Directs the Council and represents the Community. The post of presidency is held by one of the two presidents of the regions and alternates every two years.

**Coordinators:** There are two General Coordinators and two Technical Coordinators for the two regions. They organize and direct the permanent activities of the Association, set its priorities and coordinate the activities of the Sectoral Commissions.

**Sectoral Commissions:** The Association has 14 Sectoral Commissions. Ten of these consist of representatives of the Regional Administrations, grouped into areas of action: agriculture, the environment, natural resources and planning; education, training and employment; scientific research and universities; culture, heritage and tourism; local development; economic stimulation; fisheries; health and social services; regional and local administrations; transport infrastructure. Three consist of Territorial Cooperation Commissions (Val do Tâmega, Val do Limia and Val do Miño) bringing together representatives of the local authorities in the border zone. And lastly, there is a special commission formed by the Atlantic Axis of the Northeastern Peninsula, bringing together the 18 main cities in the Galicia-Northern Portugal Euro-region.

**Competencies in Relation to INTERREG:**

The Association did not have any direct powers in relation to INTERREG I and II. Both were managed by the central administrations (Ministry of the Economy in Madrid and the Ministry of Planning in Lisbon), not regionally.

The Association was involved in the preparatory phase and in the project implementation. The local authorities of both regions were consulted in both these phases, as were social and economic players, universities, chambers of commerce, etc.

The Association has implemented cooperation projects within the context of INTERREG I and II. It has invested in actions which are helping to open up the border by investing in connection infrastructure such as new bridges across the Miño river, secondary highways, motorways. It has also given impetus to other areas of action, such as the environment with the creation of the Xurés-Gêres National Cross-Border Park, and the creation of a joint venture capital fund to encourage private investment in entrepreneurial projects aimed at stimulating the economy in both regions. In addition, it has implemented other experiments in education, culture, heritage, tourism and agriculture.
Strengths With Regard to Cross-Border Cooperation:

The Association drafted and approved a Strategic Plan 2000-2006 for cross-border cooperation between Galicia and the Northern Region of Portugal. On the basis of this Strategic Plan and following instructions from the governments in Madrid and Lisbon, we are taking part in the creation of the Galicia-Northern Portugal sub-programme, which is part of the Spain-Portugal Operational Programme, presented by both governments for INTERREG III in their section on cross-border cooperation. The various Sectoral Commissions have drawn up numerous joint cross-border cooperation projects with a view to receiving subsidies from this Community initiative.

Contact:

Comissão de Coordenação da Região do Norte de Portugal
Secretaría Xeral de Relacións coa UE e Acción Exterior
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Fax: +351 22 6086305
e-mail: ctgnpt@ccr-n.pt http://www.galicia-nortep.org

Xunta de Galicia
Rua Rainha D. Estefânia 251
E-15706 Santiago de Compostela
Tel.: +34 981 541025
Fax: +34 981 541011
e-mail: galicia.portugal@xunta.es
**Type of Organisation:**

The Coordinating Committee of the Alentejo region is a decentralized body of the Portuguese Ministry of Planning whilst the Junta de Extremadura is the regional government of the Autonomous Community of Extremadura, with wide-ranging political powers. The Comunidad de Trabajo (or Association) is based on a cooperation agreement between the two regional administrations and approved by the two central governments. It consists of an informal agreement that lays down the guidelines for institutional cooperation; and directives that determine the way in which projects of common interest to both regions are planned.

However, the powers of regional administrations on both sides of the border differ.

**Founded in:** January 1992

**Structure and Competencies:** The structure of the Comunidad de Trabajo comprises:

1. **Working Group:** This is a permanent body which manages the activities covered by the cooperation agreement. It is made up of representatives from both regions; the Spanish members often hold political positions within the Junta de Extremadura. The working group meets regularly and representatives from other groups and associations may attend the meeting, subject to prior invitation. The presidency of the working group changes twice a year and alternates between political representatives of both regions;

2. **Specific Committees:** The specific committees consist of politicians and civil servants working in areas of activity established as priorities by the cooperation agreement. These areas are: agriculture, tourism, national heritage, industry, infrastructure, environment, education and training, universities, culture, health and youth and sport. The committees are coordinated by the working group.

**Office of Cross-Border Initiatives:** This office, the Gabinete de Iniciativas Transfronterizas, completes the framework of the Association, and plays a vital role in supporting its activities.

**Competencies in Relation to INTERREG:**

The Extremadura/Alentejo Association has designed a programme of cross-border actions after identifying and planning a series of projects of common interest to both regions. These projects are submitted to the highest political authorities in each region who select those which they feel are most appropriate for submission to INTERREG.

The Comunidad de Trabajo has presented several projects, covering specific areas, to INTERREG I and INTERREG II. Amongst the projects initiated by the Commission was that of the Gabinete de Iniciativas Transfronterizas.

**Strengths with Regard to Cross-Border Cooperation:**

The work of the Comunidad de Trabajo in identifying and carrying out projects is helping the regional administrations on both sides of the border to develop a truly cross-border development strategy with the aim of playing a greater part in the INTERREG initiative.

**Contact:**

Gabinete de Iniciativas Transfronterizas de Mérida, Paseo de Roma s/n, módulo B, 2ª planta, E-06800 Mérida (Badajoz), Tel: +34 924 38 56 92, Fax: +34 924 38 53 95

Gabinete de Iniciativas Transfronteriças, Estrada das Piscinas, 193, P-7000-758 Évora, Tel: +351 266 74 03 75, Fax: +351 266 70 65 62
Practical Guide to Cross-border Cooperation

Association
Junta de Extremadura - Coordination Commission of the Alentejo Region

PRESIDENCY

Permanent Working Group

Specific Committees

Tourism

National Heritage

Health

Education and Training

Agriculture

Environment

Industry

Infrastructure

Cultural Promotion

Youth and Sport

Universities

CCRA
ALENTEJO
Region branch

Junta de Extremadura branch of the Autonomous Region of Extremadura

Office of Cross-Border Initiatives
(Gabinete de Iniciativas Transfronterizas)

19 Coordination Commission of the Alentejo Region
**Type of Organisation:**

The Euroregion Elbe/Labe was established in June 1992 in order to increase cross-border cooperation generally, encouraging it to play a role in all aspects of economic and social life. The Euroregion comprises two independent societies: on the German side the Kommunalgemeinschaft Oberes Elbtal/Osterzgebirge e.V. (a registered society) and on the Czech side the Kommunalgemeinschaft Euroregion Labe. The two associations have concluded a general agreement for cooperation. Both associations represent the interests of their partners (municipalities) in questions of cross-border cooperation.

**Founded in:** 1992

**Structure and Competencies:** The organisational structure comprises the following bodies:

**Council:**

This is the highest political elected body with decision-making power. The council discusses and agrees the strategic priorities for cooperation. Council meetings are attended by national and regional authorities of the Czech Republic and Germany as well as the European Parliament.

**Presidium:**

Comprises the two presidents of the associations, two deputy presidents, two other elected members and the two managing directors of the associations. The presidium is responsible for the overall direction and (strategic) management of the activities of the Euroregion and represents the Council on a working level.

**Secretariat:**

This consists of two separate offices on each side of the border headed by a managing director, both of whom are appointed by their respective associations. The secretariat is responsible for all organisational and technical matters, in particular the coordination of the thematic working groups.

**7 Working Groups:** Each group focuses on one of the following: regional development / economic cooperation, tourism, transport, environment, public health and social welfare, culture/education and sport as well as disaster control. These working groups comprise representatives of regional and local authorities and other relevant local actors, they discuss, plan and are to some extent involved in project implementation.

**Competencies in Relation to INTERREG:**

With a view to the preparation of Operational Programmes for INTERREG, the Federal Chancellery of the Free State of Saxony commissioned development concepts to be prepared for each of the Euroregions on the German/Czech border. These strategically oriented studies were produced in close cooperation with the Euroregion and a special working group was established in order to monitor the work. Following a call for proposals from the federal state of Saxony, the Euroregion submitted a range of project proposals, which should be included in the measures of the INTERREG III Operational Programme.

**Contact:**

Euroregion Elbtal/Osterzgebirge e.V. m Emil-Schlegel Straße 11, D-01796 Pirna, Tel: +49 3501 520 013, Fax: +49 3501 527 457, www.oberelbe.de/euroregion/struktur.htm
**Type of Organisation:**

In the framework of INTERREG II Operational Programme France/Italy (covering the border area in the Regions of Provence-Alpes-Cote d'Azur (PACA), Rhône-Alpes, Liguria, Piemonte and Valle d'Aosta), the management and selection procedures concerning projects were standardized in 1994 and joint cooperation structures were put in place, with a French-Italian Commission (of the responsible national authorities) at its apex. These mechanisms comply with the general rules of INTERREG II approved by the French and Italian governments and the presidents of the Italian regions participating in the overall process.

**Founded in:** 1994

**Structure and Competencies:**

**Joint Commission:** The Joint Commission comprises, on the Italian side, a representative of the central government and representatives of the regional 'giunte'. On the French side it comprises one (of the) representative(s) of the DATAR, the Regional Prefectures and the Regional Councils. Representatives of the European Commission are also involved in meetings of the Joint Commission. The Joint Commission has a 'planning' and 'monitoring' role. It is responsible for selecting projects and allocating funds provided by the EU. The standing technical committee is a body of the Joint Commission responsible for preparing and implementing the deliberations of the Commission.

**Permanent Secretariat:** The Permanent Secretariat assists the Joint Commission and represents the DATAR vis-a-vis the French and Italian regional authorities.

**Project Selection:** In the first stage, all projects submitted to the INTERREG II France/Italy programme are considered by a Permanent Technical Committee responsible for the whole border area (the 4 French members of this committee are designated by the Commission Mixte, the 4 Italian members represent both the regions involved and the central government). At the same time, relevant territorial working groups (North, Centre and South of the Alpes) screen projects for each sub-area. In the second stage, projects are presented by these two bodies to the Secretariat which makes a summary of the propositions and submits them to the Joint Commission for decision.

**Competencies in Relation to INTERREG:**

During the INTERREG II Programme the European Funds were allocated separately to the French and Italian Governments and financial monitoring was also carried out separately. In the framework of the INTERREG IIIA Programme, the aim is to achieve the implementation of a much more integrated system, in particular single management and payment authorities. Within the scope of INTERREG III, for the period 2000-2006 there are plans to boost resources for activities, support, monitoring, assessment and inspection.

**Strengths with Regard to Cross-Border Cooperation:**

In the case of French-Italian cross-border cooperation, the cooperation procedures and the management/administration process of the Programme are particularly complex. The Joint Commission is the ultimate point of convergence of procedures in this model of interlinked national structures for cross-border cooperation.

**Contact:**

DATAR Alpes, Commissariat à l'aménagement et au développement économique des Alpes, F-05000 GAP
Tel: +33 04 92 53 21 12, Fax: +33 04 92 53 21 11
POMERANIA EUROREGION (D/S/PL)

Type of Organisation:

The Pomerania Euroregion links German and Polish regions. Swedish regions have been involved since February 1998. The total region comprises an area of over 41,000 km² with a population of over 3.5 million people.

Founded on: 15 December 1995 in Szczecin (Poland)

Structures and Competencies: The Pomerania Euroregion has had four members since the last treaty signing in Lund, Sweden on 26 February 1998:

- the city of Szczecin
- "Pomerania", a municipal special-purpose association of the communities of Western Pomerania (currently comprises 92 Polish communities and towns from the Western Pomerania voyevodship)
- Europaregion Pomerania e.V., a municipal association (with two autonomous cities and six rural districts of the states of Mecklenburg-Western Pomerania and Brandenburg)
- the Skåne association of municipalities (with 33 Swedish municipalities)

Meetings take place regularly at municipal level in the Pomerania Euroregion in which representatives of the Polish, German and Swedish sides work together in national and regional committees and working groups. One of the main goals of such meetings is to initiate and approve projects and actions in areas close to borders - see the organisational structure below. The goal of cooperation in the Pomerania Euroregion is to undertake joint activities for the region's uniform and balanced development and to bring residents and institutions in the participating border regions closer together.

This is achieved in particular by:

1. raising the standard of living of the region's inhabitants, specifically through joint support for business investments and programmes, vocational training measures and programmes to combat unemployment;
2. supporting the ideas of European unity and international understanding;
3. cooperation and exchange of social, academic, vocational, cultural and youth groups, especially by supporting those types which help the people of the regions near the borders learn to know each other better;
4. maintaining and improving environmental protection, and developing rural areas;
5. developing and adapting infrastructure to the needs of border and regional transport;
6. developing economic cooperation, exchanging know-how and transferring technology;
7. establishing a complex information system to exchange data in the Euroregion;
8. developing coordinated cross-border spatial planning;
9. cooperating in firefighting and dealing with the consequences of natural disasters and emergency situations;
10. and providing support in solving the problems facing cross-border commuters.

Contact:

Kommunalgemeinschaft Europaregion POMERANIA e.V., E.-Thälmann-Str. 4, D – 17321 Löcknitz, Peter Heise, Tel: +49 39754 20580, Fax +49 39754 21053, info@pomerania.net

Komunalny Zwiazek Celowy Gmin Pomorza Zachodniego "POMERANIA", Al. Wojska Polskiego 164, PL – 71-335 Szczecin, Urszula Berlinska, Tel +48 91 486 07 38, Fax +48 91 486 08 25, kzczgpz@poczta.onet.pl

Secretariat of the Council of the POMERANIA EUROREGION, Al. Wojska Polskiego 164, PL – 71-335 Szczecin, Artur Zöllner, Tel +48 91 486 08 15, Fax +48 91 486 08 11, zollner@polbox.com

Kommunförbundet Skåne, Box 53, S-221 00 Lund, Stig Alund, Tel +46 46 71 99 39, Fax +46 46 71 99 30, kanshet@skane.komforb.se

Website: www.pomerania.net
POMERANIA EUROREGION - Organisational structure / Organisationsstruktur

Members / Mitglieder

Presidency / Präsidium

Council of the EUROREGION / Rat der EUROREGION

12 Members of Council / 12 Mitglieder
President / Präsident

Working Groups / Arbeitsgruppen

Economical cooperation, transport and infrastructure
Wirtschaftliche Zusammenarbeit, Verkehr und Infrastruktur, Kooperationen

Tourism, rural areas, environmental protection
Tourismus, ländlicher Raum und Umweltschutz

Education, welfare, culture and sports
Ausbildung, Soziales, Kultur und Sport

Public order
Öffentliche Ordnung

Cooperation of municipal administrations and institutions
Zusammenarbeit der Verwaltungen und Institutionen der Kommunen
EUROREGION TATRY (PL/SK)

**Type of Organisation:**
The cross-border association Euroregion Tatry was established in August 1996 on the initiative of the local authorities. The Association consists of two bodies: the Polish Association Euroregion Tatry in Nowy Targ and the Slovak Association Region Tatry in Kezmarok. Euroregion Tatry operates according to the following principles: partnership, equality of the parties involved, preservation of national, regional and local identity, voluntary nature of cooperation, parity of authorities, consensus of the process of adopting new decrees and passing new laws. The Euroregion aims to develop and cultivate the Polish-Slovak border-region.

**Founded in:** August 1996

**Structure and Competencies:**
- **Congress:** the highest authority of the Euroregion composed of delegates from both countries and convened at least once a year.
- **Council:** the highest executive power (comprising 12 members from both sides of the border). It is led by the Chairman and elected every two years.
- **Audit Committee:** controlling body elected by the Congress.
- **Secretariat:** there are two offices on each side of the border, each headed by a Secretary, responsible for the service of the administrative structures of the Euroregion.
- **Working Groups:** these are established by the Council to solve the actual problems. There are five Working Groups: economic, protection of environment, culture, information, sport and tourism.

In 1999, following the conclusion of an agreement with the Phare CBC Programme Implementing Authority, the Euroregion used - for the first time - the funds (120,000 euros) earmarked for the CBC Small Projects Fund. This financial aid facilitated the implementation of 26 projects in the fields of cooperation of youth associations, folklore, culture, sport, tourism, science and art along with socio-economic collaboration, promotion and dissemination activities.

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NESTOS – MESTA EUROREGION (GR/BG)

**Type of Organisation:**

The system is based on a dual, “mirror image” structure of administrative bodies, one for the Greek side and one for the Bulgarian side, along with some common administrative and operational structures. Both sides, Greek and Bulgarian, are obliged to operate under their respective national laws and regulations. Furthermore, each side follows its own path on how its legal form can be recognized by the applicable national legislation. Nevertheless, the two sides have agreed that the legal structure should be a non-profit, non-governmental organisation.

**Founded in:**

1992: Signature of a preliminary agreement to increase cross-border cooperation.  
1997: The Greek Border Association Nestos River and the Bulgarian Border Association Mesta River signed a protocol agreement on cross-border cooperation.

**Structure and Competencies:**

At the points where the two sides are adjacent and have common administrative structures these two basic prerogatives of cross border cooperation are implied:

a) common planning of activities and common representation at international level  
b) implementation of complimentary activities with the same objectives and targets.

The first point is achieved through the existence of a “Common Administrative Council”, while the second is achieved by the existence of six “Common Working Groups”.

Each side of the border has the following administrative structure:

**Monitoring and Assessment Board:** This is an independent team of high-level officials from the local, regional and national administrative structures. On the Greek side there is a representative of the INTERREG implementing authority, while on the Bulgarian side a representative of the Phare CBC PMU is present. The board meets once a year and/or as necessary.

**General Assembly:** One on each side of the border comprising the social partners and all organisations, municipalities, associations, etc. who wish to be members and agree with the bylaws of the organisation. This is the highest assembly of the organisation with political power and decision-making power and determines the overall strategic direction of the organisation.

**Administrative Council & Common Administrative Council:** This is the executive body of the organisation on each side of the border. Its duty is to implement the decisions and policies formulated by the General Assembly. It comprises the president, 2 vice presidents, executive secretary, and treasurer. It meets regularly and decides on all issues. The Common Administrative Council is the first common body of common action for cross-border cooperation.

**Executive Secretariat:** This comprises the executive secretary and its team of experts and support staff, and handles day-to-day work. The executive secretaries of both sides cooperate closely while at the same time supervising, supporting and coordinating the work of the joint working groups.
**Working Groups and Joint Working Groups:** On either side of the border there are six working groups in different thematic fields which examine practical issues/problems and support the work of the organisation. The six areas that have been developed and function in the ‘Nestos-Mesta’ Euroregion are: Activity Field A: Communication, Exchange of Information and Networking; Activity Field B: Economic Cooperation Transport and Infrastructure; Activity Field C: Tourism – Entertainment; Activity Field D: Culture and Society; Activity Field E: Environment and Agriculture; Activity Field F: Transfer of Technology

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B 2  Cooperation Structures at Strategic (Programme) Level
DKMT EUROREGION (RO/HU/YU)

**Type of Organisation:**

DKMT Regional Cooperation is an administrative organisation, initiated in 1992 but formally established only in November 1997 as a cooperation organisation between the local governments of the nine partner counties: in Romania: Timiș, Arad, Caraș-Severin, Hunedoara; in Hungary: Csongrad, Bekes, Jasz-Nagykun-Szolnok, Bacs-Kiskun; in Yugoslavia: Voivodina.

The Euroregion’s main function is to strengthen the ability to identify financial resources, to assist in working out and realizing the cross-border development programmes, and with them to assist in fortifying the involved regions’ economic, social and political cohesion.

The DKMT Euroregion has mainly been involved in promoting projects of regional interest, playing the role of a cross-border information and consulting forum, thereby enabling the local authorities of the partner countries to develop and increase the level of cross-border cooperation according to the cross-border development strategy and aiming at playing a greater part in the INTERREG Initiative.

**Structure and responsibilities:**

**Forum of Presidents:** consists of the nine delegated representatives of the partner county councils. It is the outer political representation of common interests with decision-making power.

**President:** this position is held in turn for one-year periods by a representative from each of the three participating countries.

**Secretariat:** serves the forum of presidents (the decision-making body), prepares for decision-making, performs administrative work related to the body’s functioning, serves the president and coordinates the activities of the working groups.

**Working Groups:** solve professional problems in the Euroregion’s fields of activity and work out proposals and recommendations for the forum and the presidency.

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[www.euroregion-dkmt.freehosting.net](http://www.euroregion-dkmt.freehosting.net/)
Type of Organisation:

An initial cross-border cooperation structure was established on 5 November 1992 in the form of a regional council between Burgenland and the Hungarian counties of Győr-Moson-Sopron and Vas and the cities of Szombathely, Győr and Sopron, all three of which have county status. The close cooperation resulting from the activity of the regional council, set up for a period of six years, was continued with the establishment of the West/Nyugat Pannonia Euregio on 7 October 1998 at a founders' meeting.

The West/Nyugat Pannonia Euregio includes one border region in the EU (Burgenland) and two regions in an EU candidate country (Győr-Moson-Sopron and Vas counties). The continuation of this ambitious project resulted in the first constitutive meeting on 21 June 1999. The first enlargement took place at this meeting when Zala county was welcomed as an additional member.

Founded in: 1998

Structures and responsibilities:

Board: A Board was set up to ensure flexibility in everyday work and to be able to quickly react to short-term trends. The Board consists of the partner regions' senior political representatives and is responsible for deciding on joint projects between the policymaking conferences, including with respect to their funding.

Council: The primary duty of the Euregio's Council is to provide the underlying political and economic conditions ensuring the optimum functioning of individual institutions. To this end, the four partners' 40 total representatives not only project the common region's political trends, they also decide on the essential basic conditions affecting the area as a whole, including financial conditions.

Secretariat: The basic coordination tool for the Euregio is the Secretariat, which consists of a management committee of four secretaries - one from each partner region - whose job is to agree on common interests through constant contact.

Working groups: The eight working groups set up to cover all economically and socio-politically relevant issues have a crucial and central place in the Euregio's organisational structure. They not only carry out development-related preliminary work but also play an active leading role in preparing and carrying out joint EU programmes and projects.

The following eight working groups were created, with each partner chairing two of them:

- regional planning, urban and rural development, transport and information
- business
- tourism, culture and common cultural heritage
- nature conservation, environmental protection and prevention of water pollution
- public safety and disaster procedures
- health and social issues
- education and youth
- unemployment
The aim is for future common economic, social, cultural and infrastructure-related issues to be discussed at Euregio level and translated into specific projects. Priority is given to the development of the partner regions on both sides of the current external EU border through closer cooperation.

**Contact:**

<table>
<thead>
<tr>
<th>Amt der Burgenländischen Landesregierung Stabsstelle Europabüro und Statistik GmbH</th>
<th>Regionalmanagement Burgenland GmbH</th>
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</thead>
<tbody>
<tr>
<td>WHR Dr. Heinrich Wedral</td>
<td>Mag. (FH) Ulrike Martinek</td>
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<tr>
<td>Fax: +43 2682 600 2927</td>
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<td>E-mail: <a href="mailto:post.europabuero@bgld.gv.at">post.europabuero@bgld.gv.at</a></td>
<td>Email: <a href="mailto:ulrike.martinek@rmb.co.at">ulrike.martinek@rmb.co.at</a></td>
</tr>
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**NEMUNAS – NIEMEN – HEMAH EUROREGION (LT/PL/BY)**

**Type of Organisation:**

The NEMUNAS – NIEMEN – HEMAH Euroregion is the Union of the Lithuanian, Polish and Belarus border regions (Lithuania: Municipalities of Marijampole, Alytus, Vilnius Counties; Poland: Suvalki and Bialystok Counties; Belarus: Grodno County). It was established in 1997 to promote cross-border cooperation. The Lithuanian Euroregion partners set up the ‘Euroregion NEMUNAS Marijampole bureau’.

The Euroregion structure comprises highly decentralized and integrated structures based on the principles of horizontal and vertical partnership for planning and implementation of cross-border programmes. The Euroregion covers all areas of cross-border cooperation.

**Founded in:** 1997

**Structure and Competencies:**

- **Euroregion Council:** the Council consists of 4 representatives from each partner region. The Council is the highest authority of the Euroregion.

- **Euroregion Presidium:** the Presidium consists of 2 representatives from each partner region. The Presidium shall discharge coordinative and representative functions in the name of the Council in the periods between its meetings.

- **Euroregion Secretariat:** the Secretariat is an executive and administrative institution with coordinating functions within the Euroregion. It deals with day-to-day work in the Euroregion, general publicity and awareness raising, and provides professional, secretarial and coordination support for the Council, Presidium and working groups. It also helps develop project ideas and execute projects, and assist in mediating between potential partners.

- **Euroregion Working Groups:** it was decided to form 4 working groups for cooperation in the areas of economics, social matters, tourism and environmental protection, spatial planning.

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Website: www1.omnitel.net/euroreg-nemunas/
NEMUNAS – NIEMEN – HEMAH Euroregion (LT/PL/BY)

- **Public Office Euroregion NEMUNAS Marijampole bureau, LT**
- **Podlaski County Marszalek Administration, PL**
- **Grodno County Executive Committee, BY**

**Euroregion Council**

- **Audit Commission**

**Euroregion Presidium**

**Euroregion Secretariat**

- **Lithuanian side national bureau**
- **Polish side national bureau**
- **Belarus side national bureau**

**Working Groups**

- **Economics**
- **Social matters**
- **Tourism and environmental protection**
- **Spatial planning**
HELSINKI-TALLINN EUREGIO (FIN/EST)

Type of Organisation:
The Helsinki-Tallinn Euregio is a cross-border cooperation network, established between the City of Helsinki and Uusimaa Regional Council on the Finnish side and the City of Tallinn, the Harju County Government and the Union of Harju County Municipalities on the Estonian side.

Founded on: 22 June 1999

Structure and Competencies:
The Euregio’s members include the following: Harju County Government, Helsinki City, Tallinn City, Uusimaa Regional Council and the Union of Harju County Municipalities. The Helsinki-Tallinn Euregio has established the following institutional structure:

- The ‘Forum’ considers the Euregio’s objectives, principles and general lines of cooperation and consists of the members’ political representatives.
- The ‘Management Committee’ prepares the work schedule, guides the work of the secretariat, convenes the conferences of the Forum and makes proposals to the members with respect to finances; each party appoints one representative and one deputy representative.
- The Euregio’s ‘Secretariat’ is in charge of operational policy, makes proposals to the management committee and prepares matters concerning the Euregio’s finances; each party appoints one representative.

The chair of both the Management Committee and the Secretariat for the years 1999-2001 are the representatives of the City of Helsinki and for the years 2002-2004 the representatives of the City of Tallinn. For the first two-year period Uusimaa Regional Council will be in charge of Secretariat administration.

The Helsinki-Tallinn Euregio has established an Action Programme for the years 2000-2002 around four themes:

1. Activities in INTERREG and Phare programmes: Helsinki-Tallinn inter-regional metropolitan development - Developing and administering a sub-action line "Metropolitan development" in the INTERREG IIIA programme for Southern Finland and coordination with Phare 2000+/CBC programme
2. Studies and technical support for preparing joint strategies, research programmes and surveys on growing business and interaction across the Gulf of Finland; Contacts with Baltic cooperation projects, e.g. Baltic Palette, Urban Systems and Urban Networking in the Baltic Sea Region, Via Baltica, Gulf of Finland Growth Triangle, Baltic 21
3. Development of information and communication technologies (ICT) services to support inter-regional contacts and networking; Developing the Euregio net site into a bulletin board and a partner search forum; Lobbying for better and cheaper ICT services between the cities
4. Organizing a political dialogue and an annual conference of the Euregio Forum, as well as ad hoc workshops on issues of current interest

The Euregio has also set down priorities for interregional metropolitan development and tasks to be supported through Euregio preparing and implementing INTERREG IIIA and Phare 2000+/CBC programmes. This list of priorities will be included in Uusimaa Region’s regional INTERREG IIIA programme.

Contact
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### Type of Organisation:

The Euroregion comprises the following members: the regional association Weinviertel, the association of towns and communities of South Moravia and the association of towns and communities of Záhorie/West Slovakia.

**Founded on:**
12 September 1997 in Hohenau-an-der-March a declaration was worked out with the central administration of the three countries involved with a view to establishing a cross-border structure. On 1 December 1997 the agreement between the regional association European region Weinviertel, the association of towns and communities of South Moravia and the association of towns and communities of Záhorie/West Slovakia was signed in Mistelbach. In summer 1999 the regional association Záhorie was founded as the official EUREGIO partner.

### Structure and Competencies:

The Euroregion structure comprises the ‘Euregio Assembly’, a management structure, 7 study groups and the ‘Euregio Monitoring Committee’ (see structure below).

In autumn 1998 the Weinviertel regional management established the ‘Euregio Service’. This service is a focal point for inquiries, information and cross-border projects. Events, seminars, exhibitions and conferences are organized and supported. The EUREGIO service is therefore an important initiator for the Lower Austrian border area.

The Euregio Small Projects Fund is a tool for supporting innovative ideas for cross-border socio-cultural activities. This fund is open to all regional and local initiatives, organisations and communities on the border between the Czech Republic and Slovakia. In South Moravia and Slovakia there is also a small project fund for cross-border activities.

### Contacts:

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Regionálne Združenie Záhorie, Inforeg Záhorie, Ján Hladík, SK-90051 Zohor, P.O.Box 3 Tel: ++421/7/65961552, Fax: ++421/7/65961552, [inforeg@max.sknet.sk](mailto:inforeg@max.sknet.sk)

Sdružení měst a obcí jižní Moravy, Regionální rozvojová agentura jižní Moravy, C/o Dr. Vladimír Gašpar, CZ-64804 Brno, Výstaviště 1, areál BVV, Tel: ++420/5/41159538 Fax: ++420/5/41153055, [rajm@ohkbrno.cz](mailto:rajm@ohkbrno.cz)

http://www.EUREGIO-weinviertel.org
Practical Guide to Cross-border Cooperation

**EUREGIO – ASSEMBLY**

- Weinviertel
- South Moravia
- West Slovakia

**Regional Association**
- European region
- Weinviertel
- Sdružení měst a obcí jižní Moravy
- Regionálné združenie Záhorie

**Chairman**
- LH-Stv. Dr. Hannes Bauer
- LAbg. Mag. Karl Wilfinger
- DI Hermann Hansy

**Board**

**Management**
- Weinviertel Management
- EUREGIO-Service
- Regionální rozvojová agentura jižní Moravy
- Regionálné združenie Záhorie

**Study Groups**
- Infrastructure
- Economy
- Agriculture
- Tourism & Culture
- Qualification & Education
- Environment & Energy, Nature Preservation
- Safety, Civil Protection, Health

**EUREGIO Monitoring Committee**
B 3

COOPERATION STRUCTURES
AT
PROJECT LEVEL
CHAPTER B 3: COOPERATION STRUCTURES AT PROJECT LEVEL

OUTLINE:

This chapter presents possible solutions to the need to create structures for cooperation at project level together with examples. Some of the solutions rely on international/EU law, some on national legislation, some on specific agreements, and some are practical arrangements without legal basis.

KEY POINTS:

- Not all cross-border projects need their own cross-border structure such as Euroregions or working groups for their development and implementation. Many such projects can be dealt with by existing bodies on either side of the border, but generally they can benefit from agreements on cross-border structures for strategy-oriented cooperation, e.g. EUREGIO.

- If a project-level cross-border structure is required, there are relatively few options available for setting it up formally on an appropriate legal basis. Many solutions are pragmatic arrangements lacking a legal basis.

- The only international legal instrument available is the EEIG (European Economic Interest Grouping). This lends itself more to cooperation initiatives of an economic/commercial nature and has not proved very useful for regional and local authorities.

- In some countries, notably France, it is possible to use national legislation for creating a cross-border project-level cooperation structure. Mixed Economy Companies and Public Interest Groupings have been used for this purpose.

- Inter-state agreements, either specific to a project or of a general nature (i.e. outline treaties/conventions) can offer an appropriate legal basis where available.

- INTERREG IIIA programmes are supposed to contain project indicators for raising the quality of cross-border projects. Those responsible for project assessment should evaluate the projects in terms of contents and intended application of the project indicators.
EXAMPLES:

- EEIG ECOM (UK/IRL)
- EEIG Institut pour la Coopération Régionale et l’Administration Européenne (Euro-Institut EWIG/GEIE) (D/F)
- EEIG EUROCORP (B/NL/F/E/UK)
- Mixed Economy Society - Menton-Ventimiglia (F/I)
- Examples of “Ad Hoc” Structures
  - Storstrøms Amt/Ostholstein (DK/D)
  - Oberrhein Mitte Süd (D/F/CH)
  - West Flanders/Nord-Pas de Calais (B/F)
  - Spain/Portugal
- Telematic centres (GR/B)
- Centre for Neuro-Fuzzy Technologies for SMEs (D/NL)
- Border-free integrated transport system (A/D)
- German-Polish development authority (D/PL)
- Cross-border technology transfer in the PAMINA region (D/F)
- TV magazine “Hier-Her” (DK/D)
OVERVIEW

Similar to programme level, cooperation at project level can also involve different forms of arrangements. A number of effective models have been developed in practice for cooperation at project level.

The range of existing possible solutions include the following:

- **Instruments under international or EU law**, such as European Economic Interest Groupings (EEIG) which were established under EU law for cooperation in economic activities;

- **National solutions**, such as the Mixed Economy Company, which may be used in some cases, e.g. France and possibly in and with some neighbouring countries;

- **Specific international agreements and inter-state or multilateral treaties** concluded between some countries, which enable local and regional bodies to cooperate;

- **Practical ad hoc agreements without a legal basis** such as joint working groups allow the management of individual projects which are part of comprehensive cross-border programmes.

SOLUTIONS UNDER INTERNATIONAL/ EU LAW

**European Economic Interest Groupings (EEIG)**

The concept of the European Economic Interest Grouping (EEIG) is a legal facility under Community Law which allows the formation of a grouping of individual companies or other legal entities, and is particularly tailored to SMEs. This concept was adopted by the European Council of Ministers as early as 1985 but, in order to allow Member States sufficient time to set up provisions for the establishment of EEIGs, the regulation was only implemented in 1989.

The principal function of the EEIG is to provide an appropriate legal instrument for the development of economic activities between companies across national boundaries with the aim of promoting the economic activities of its members. The EEIG aims to enhance the overall economic performance of its members by increasing levels of production and activity and improving competitiveness. The performance of common functions on a group basis through the use of existing functions and the development of new, complementary ones is sought in order to achieve increased competitiveness and efficiency.

So far EEIGs have been formed in most Member States between companies and organisations from all areas of industry and services. Activities which are undertaken through these EEIGs are equally varied with many examples highlighting the need to work together on the following areas: promotion of activities/services, exchange of information, research, development, sales and marketing.

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1 see also Chapter B.2

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2 Some of the areas included in these examples are: communications, transport, environment, service industries, retailing and technology.
Limitations of EEIGs

Although there are no restrictions to the participation of public bodies in EEIGs as long as they come under the law of a Member State, the concept of EEIGs presents some obstacles for cross-border cooperation, stemming from:

- their design for economic cooperation only, with no commitment to other forms of cooperation;
- the nature and legal character;
- the particular legal relation between EEIGs, third parties and public law bodies; and
- management limitations.

Concerning the nature and legal character of EEIGs, the legal basis which requires EEIGs to exclusively support "economic activities" limits their range of cross-border operations. Moreover, EEIGs can only act in the context of private law and are therefore unable to take on the statutory functions of local authorities. It is therefore not possible to create any public law suitable for an EEIG.

A second restriction to the use of this instrument for the purpose of cross-border cooperation derives from the particular legal relation between EEIGs, third parties and public law bodies, which can only be controlled by a specific national law, not by the members of the EEIG. However, where public law bodies are participating in private law relations, the immediate control of national law no longer applies. In this case, legal contact comes first under the control of the individual contract of the Grouping, then the Community regulation comes into force. National laws are only consulted after these two options have been utilised. Relations between third parties under national law are not possible and a new representative body would need to be created for relations of this type. This is a major limitation for an EEIG in cross-border cooperation since EEIGs cannot take over the management of a large programme of cooperation (which would most likely require contact with third parties under public law) without the establishment of another structure.

By legal constitution, an EEIG cannot take over the management of any of its participants, it can only carry out auxiliary tasks to develop the economic activities of its members. It does not have its own legal personality in relation to its members. Public authorities cannot delegate economic activity to an EEIG. This means that while EEIGs can be used to access Community funding, they cannot be used to manage economic activity directly. This is a further limitation in terms of the use of this instrument as the institutional framework for cross-border activities.

Despite these limitations, EEIGs have been formed by several actors such as local authorities and companies and individuals governed by private law. Some of the most notable examples of public authorities which have set up an EEIG are the "ENARCT" project in Ireland (between Derry City Council in Northern Ireland and Donegal County Council in Ireland) and "EUROCORP EEIG", based in Belgium, where the Belgian Development Authority for Flemish Brabant (GOM Vlaams Brabant) recently formed an EEIG with private companies in the UK and France and public bodies in Spain and the Netherlands.

As to EEIGs set up by private bodies, these offer an uncomplicated, although...
limited solution to the problems of cross-border cooperation at project level.

The examples at the end of this chapter will illustrate some of cases where EEIGs have been established as an instrument to facilitate cross-border cooperation, both in the private and public sphere.

SOLUTIONS UNDER NATIONAL LAW

Mixed Economy Companies

Mixed Economy Companies are an instrument under French law used in other European Union Member States. They receive and utilise public capital/funding and pursue public law objectives. Public law bodies can participate in Mixed Economy Companies as can local or regional authorities when linked to public or private organisations.

Mixed Economy Companies can operate outside national borders as a recognised body under private law, use public funding (e.g. the capital of public bodies) and represent public interests. As such they are a useful instrument for cross-border cooperation through which public bodies can cooperate.

The financial flexibility of Mixed Economy Companies is however hindered by several factors such as the strict public control over financing and agreements made with national authorities: public authorities account for at least 50% of the capital and 50% of the votes on the management board. Furthermore, the establishment of this instrument must be approved by the Member States where the partners are based.

Mixed Economy Companies are useful at project level in the field of cross-border cooperation. A good practice example has been developed at the French-Italian border between the French town of Menton (in the PACA Region) and the Italian town of Ventimiglia (in the province of Liguria).

Public Interest Groupings

The Public Interest Grouping (GIP) is an instrument only recently permitted under French legislation. It was originally intended for scientific research and technological development, mainly for relations between universities and firms and later also in areas of social and health matters as well as training and management.

In France, Public Interest Groupings are formed by agreement between private and public law entities, and may include regional and local authorities. The Public Interest Grouping (GIP) is therefore authorised to conclude agreements between public bodies, private individuals and non-profit organisations (under both public and private law). It can carry out a wide range of activities such as the management of public amenities (in a broad sense), or the undertaking of joint research and technological development between the private and public sectors.

French Public Interest Groupings can be considered dynamic instruments for project management which enable the creation of intermediary structures. Restrictions, however, lie in the fact that GIPs are liable, under French law and are subject to strict supervision by national authorities (namely for the financial control of operations). These strict control procedures, coupled with the slowness of their decision-making
process, are the major obstacle to their utilisation in cross-border cooperation.

In France, the debate on cross-border cooperation led the national authorities to propose a revision of the Public Interest Groupings legislation, broadening it to cross-border cooperation.

In that sense, a new French law of February 1992 (Loi Joxe) introduced new competencies for public bodies to operate at cross-border level (Art.133). For the first time, French territorial bodies can participate in a foreign public-law body. They are, however, not allowed to conclude agreements with similar types of authorities across the border. Such participation tends to respect the competencies and international commitments of the French state and needs special agreement from the national government.

In practical terms this Law allows the participation of foreign territorial bodies in French Mixed Economy Companies, subject to French majority capital (see previous paragraph). The main innovation of this law is the official acknowledgement and introduction of a legal instrument, the "Groupement d'Intérêt Public" (GIP), enabling the participation of foreign territorial bodies in the management of projects and programmes.

Despite the possibilities offered by this new legal instrument, no cross-border GIPs have been established yet in France.

**PRACTICAL AD HOC AGREEMENTS**

Practical ad hoc structures at project level are those without an official/legal agreement or foundation, established in most border regions to support the work of the project management in relation to the implementation of cross-border projects. In a number of regions, such informal, ad hoc structures have existed for some time in the framework of networks or interest groups engaged/interested in cross-border cooperation. With the creation of INTERREG as a support programme for cross-border cooperation, a number of these organisations/networks have taken the initiative to answer the call for proposals from the national governments and submit proposals for cross-border projects.

Working structures of cross-border cooperation established in European border regions vary in their objectives and tasks and include different actors.

Given the different objectives and tasks, such ad hoc structures can be set up to perform various tasks, for example to:

- support the process of **project planning** (e.g. in the cases of Greece/Bulgaria a number of joint working groups were established to identify scope/projects for cooperation in different fields, i.e. economic cooperation as well as cooperation with regard to the environment and between local authorities);

- support the project management with respect to **implementation** of cross-border projects. This involves a number of tasks including developing a work programme (which might consist of several phases), defining and allocating specific tasks, monitoring and controlling the progress of the project and pre- and post-project evaluation to define possible needed follow-up activities;
• provide general assistance or special advice in certain fields of cooperation, and thus offer an advisory role for existing structures of cooperation, for example a joint secretariat or existing cross-border working groups.

A number of different actors may be involved in these advisory structures depending on the objective and the type/size of the project. Local actors involved will vary according to the type/theme of the project and could include:

• local and regional authorities;
• local administration;
• social partners;
• local associations active in cooperation (e.g. nature conservation societies; national cultural associations, etc.);
• local entrepreneurs;
• institutes of education, universities, technical colleges;
• technology centres, science parks;
• chambers of commerce and trade.

**CONCLUSION WITH RESPECT TO LEGAL ARRANGEMENTS**

At present no uniform instrument for cross-border cooperation exists at project level in the Member States of the European Union; there are a range of instruments stemming from European law (e.g. the EEIG) or bilateral cooperative practices (national legislation, ad hoc agreements, etc.).

In this context it should be noted that most of the instruments described earlier in this chapter are based on cooperative initiatives, e.g. on national and/or regional efforts and individual areas and situations of cooperation.

These instruments are therefore subject to a number of limitations determined by the national or bilateral legal framework within which they cooperate.

The type of cross-border cooperation in question (individual projects, multi-activity programmes, project programmes), determines the type of instrument used. Project cooperation is therefore easier than programme cooperation because it only entails a few simple contacts or an agreement. Cooperation at project level is often a first step in initiating long-term sustained and integrated cooperation in different areas of mutual interest and concern.

Two other essential factors should be taken into consideration with regard to cross-border cooperation at project level: the duration of the project (use of various long and short-term instruments) and the suitability of the instrument to the type of action the project pursues. Thus the nature and type of cooperation project (content, purpose, duration, etc.) and the type of instrument available within the national legislative framework determine the degree of cooperation. The following conclusions can be drawn:

• cross-border projects are not generally cumbersome and do not necessarily require formal institutional solutions (see the ad hoc structures established or a range of agreements concluded between local bodies and other actors allowing them to prepare, manage and implement cross-border projects);

• cooperation projects can, however, be linked to institutional formats or structures for cooperation (e.g. EUREGIO; see also Chapter B.2).
This is particularly useful when it involves larger (in terms of budget) and long-term projects, as these will require a greater amount of financial control and formal participation which require a structure;

• certain instruments lend themselves more to specific cross-border cooperation initiatives of an economic or commercial nature (e.g. the EEIGs). Depending on the case in question and national legislation, these can be linked to other instruments (e.g. the Mixed Economy Companies in France, the "Società Per Azioni" in Italy or the "Regies" in Portugal);

• with regard to cooperative actions between authorities governed by public law, and regional authorities in particular, France is the only Member State of the European Union to have adopted a specific instrument, the Public Interest Grouping (Groupement d'Intérêt Public, GIP), to which cross-border cooperation projects may resort. This instrument has yet to prove its effectiveness.

Comments on the quality of future cross-border projects

Future INTERREG IIIA programmes should attach special importance to the question of cross-border projects, their effect on business and the attractiveness of a production site, their coherence and cross-border significance. This is why it is important that the future INTERREG IIIA programme already give a joint definition of what a project means in cross-border terms. A few basic questions can help in devising a suitable definition:

• Are these projects based on common regional sectoral strategies (tourism, waste, environment, infrastructure)?

• Do these common sector-specific criteria for projects make clear the project's value (e.g. in terms of jobs, infrastructure, SMEs, the economy)?

• What is the minimum and maximum scope of a project, for example a minimum not below 50 or 100,000 euros and the maximum not so large that it exhausts an entire sector (e.g. a street would cost so much that nothing would remain for the other projects in the programme)?

• What is the cross-border nature of a project?

• What does the possible development of a project look like, its viability in terms of cost-effectiveness, jobs and so forth?

• How high is the regional equity interest as evidence of a genuine need?

• Is it a project with border significance or a genuinely cross-border project?

• How is a cross-border project defined (e.g. in terms of content, organisation, staffing and/or financial cooperation between partners on both sides of the border)?

A precise definition of cross-border projects based on the experience of such cooperation on the German-Dutch border states: A project is cross-border in nature if partners on both sides of the border participate in
terms of content, organisation, staffing and funding.

- **Content** means German-Dutch cooperation in the project's contents and goals, even if there is only one national location.

- **Organisation** means joint financing on both sides of the border, under the lead of one of the partners as the legal applicant. This also applies if there is only one national location.

- **Staffing** means shared performance of the project by the leaders on both sides of the border.

- **Funding** means the leaders together contribute a minimum 20% of the regional co-financing interest. The financial participation of the regional level shall also be secured where the project is only located on one side of the border. In addition, besides the Dutch-German regional co-financing from the German and Dutch economic ministries provide a maximum 30% of the total funding as co-financing. This applies also to projects in only one national location.

**INTERREG IIIA projects performed in only one Member State must meet at least one of these four criteria.**

There are many different qualitative and quantitative project indicators, which can be measured in various ways. It makes sense to develop indicators by activity area and also coordinate these with the project leaders. For example, the creation of jobs in infrastructure (road-building) may be reasonable and measurable in the short term, but the jobs can later be lost when the road is completed. On the other hands, jobs through cooperation between SMEs tend to be more permanent. In tourism for the most part jobs can only be measured indirectly by determining whether the industry as a whole has grown, but this cannot be attributed solely to INTERREG. At any rate all future INTERREG IIIA projects should contain project indicators for this reason, either in descriptive form or in the form of an assessment matrix covering essentially the following points:

- the synergy effect;
- agreement with the cross-border plans and programmes existing in the euroregions;
- the project's value added;
- the project's contribution to strengthen the labour market situation;
- the project's contribution to eliminating border constraints; and
- the euroregional impact of the project (e.g. on a location's attractiveness or public accept ance).

The INTERREG structures responsible for project selection in future should assess projects in terms of the completeness of their application submission, their cross-border significance, their possible future development and their regional co-financing. In addition, projects should be examined to see whether they can be supported in accordance with national plans, programmes and regulations. To avoid substantial administrative expense the authorities of the location where the project leader is headquartered should establish a basic policy while the authorities in the neighbouring country establish only secondary policies, and solely on the
items and criteria which their office alone can examine (e.g. staff costs incurred in the neighbouring country). Region-specific criteria to be observed in projects can be developed in addition to those contained in the INTERREG policies-Guidelines.
Type of Organisation:
European Economic Interest Grouping called ECOM (European Chamber of Commerce)

Founded in: 1993

Structure and Competencies:
The organisation is an EEIG set up by the Derry Chamber of Commerce (Northern Ireland, UK) and the Letterkenny Chamber of Commerce (IRL).

Board of Directors: Each Chamber of Commerce appoints the board members.

Executive Board: Responsible for day-to-day management. It comprises the President and Vice-President of the Board of Directors as well as a Chief Executive Officer. (The latter is also responsible for the two offices in Derry and Letterkenny. The Executive Board sets priorities and strategies, manages projects and financing, and nominates Development Officers.

Branch Offices: Offices have been established in both Derry and Letterkenny, each with respective Development Officers.

Sub-Committees: Managed by the Development Officers, they are responsible for research, finance, networks, personnel and direction of thematic Special Interest Groups (SIGs).

Technical Committee: Established with representation from other European partners.

The funding for ECOM has been provided by a series of international and national sponsors such as British Telecom, Telecom Eiram, International Fund for Ireland/IFI, Allied Irish Bank, Industrial Development Authority, Údaras na Gaeltachta.

Competencies in Relation to INTERREG:
Substantial support was also given to ECOM by the INTERREG programme. Several projects have been presented by ECOM for direct INTERREG funding, covering such different fields as: the appointment of a project manager; preparation of a newsletter; a SWOT analysis of the region; seminar preparation for INTERREG; the launching of a “European Success Award”.

Other cross-border projects are financed with less INTERREG participation in the sectoral areas managed by the Special Interest Groups (e.g. identification of market niches for cross-border firms in the food and soft drinks sectors, analysis of market weaknesses, training and advantageous packaging techniques for handicraft and giftware companies located in the border area; identification of cross-border telecommunication needs and linkage of the two digital networks across the border).

Strengths with Regard to Cross-Border Cooperation:
Important local companies are members of the Special Interest Groups that form the basis of ECOM EEIG activities, thus keeping responsibility for cross-border cooperation with the local business community. Five cross-border Special Interest Groups have been established (clothing and textiles; food and drink; information technology and telecommunications; craft services and giftware; legal services) with the aim of enabling participating companies to increase their cross-border activities.

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Ard O'Donnell
Letterkenny
IRL-County Donegal
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Fax: +353 74 248 11
**Type of Organisation:**

German-French European Interest Grouping called Institut pour la Coopération Régionale et l'Administration Européenne (Euro-Institut EWIG/GEIE).

The Euro-Institut was created by a series of French and German Public Authorities and institutions: the Federal Land of Baden-Württemberg, the French government, the Région Alsace, the Département du Bas-Rhin (Lower Rhine), the Communauté Urbaine de Strasbourg, the town of Kehl, Robert Schuman University in Strasbourg, the Kehler Akademie and the Fachhochschule für öffentliche Verwaltung (College of Public Administration) in Kehl.

The objectives of the Euro-Institut EEIG are the provision and promotion of training, research and consultancy activities to encourage cross-border cooperation between France, Germany and the neighbouring countries in the Upper Rhine region. The theoretical and practical training includes cross-border cooperation and general subjects related to European integration.

Theoretical and practical training covering cross-border cooperation and general themes related to European integration is organised by Euro-Institut for public administration bodies and private companies.

**Founded in:** 1993

**Structure and Competencies:**

**Management:** The Euro-Institut is directed by one French and one German Manager (based in France and Germany respectively), each with decision-making authority.

**College Of Members:** Represents the members of the EEIG (it has competencies with regard to legal status, financing and budgeting).

**President:** Directs the College of Members.

**Conseil Consultatif:** Advisory Council. A scientific and training advisory body responsible for setting the EEIG's goals for training and research. It comprises representatives from the member schools and universities plus six representatives of public territorial institutions.

**Competencies in Relation to INTERREG:**

The Euro-Institute project has received co-financing from INTERREG amounting to ECU 919,551. Half of the total costs were met by the regions (Federal Land of Baden Württemberg, the French government, the Région Alsace and the Département du Bas-Rhin). This budget covered administrative and staff costs.

**Strengths with Regard to Cross-Border Cooperation:**

This is the first example of an EEIG specifically dedicated to training, research and cooperation between public administration bodies active in a cross-border region. It is envisaged that the work of the Euro-Institut will form the basis for wider cross-border cooperation in the future between the bodies which use its services.

**Contact:**

Euro-Institut
Institut für regionale Zusammenarbeit und Europäische Verwaltung-EWIV
Fachhochschule für öffentliche Verwaltung Kehl
Kinzigallee, 1
D-77694 Kehl
Tel.: +49 7851 89 413
Fax: +49 7851 89 474
**Type of Organisation:** The EEIG Eurocorp has the legal form of a European Interest Grouping

**Founded in:** 1990

**Structure and Competencies:**

The EEIG Eurocorp was initially founded by five subscribers from five countries.

- **General Assembly:** comprising members of the EEIG, it is responsible for any changes to the agreement, the annual accounting, exclusion and admittance of members.
- **Board of Directors:** comprising a representative from each member organization with a single vote. Decisions of the board are made by majority.
- **Managing Director:** appointed by the Board from among its members, the Managing Director is responsible for carrying out the decisions of the Board and functions necessary for the operation of the Grouping.

**Competencies in Relation to INTERREG:**

The EEIG Eurocorp aims to create a stable channel for the exchange of selected business proposals on a mutual basis between the members and at a fixed remuneration.

This scheme has proved successful with firms working in border areas, however the activities have not yet received financing from INTERREG.

The EEIG allows its members to exchange business information on prospective partners (e.g. size, financial data, products, markets, quality of a business proposal, profile of the partner, degree of confidentiality, etc.).

**Strengths with Regard to Cross-Border Cooperation:**

The activities of the EEIG Eurocorp are suited to cross-border cooperation through the provision of information on business opportunities to firms located in and/or operating in the cross-border region.

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GOM Vlams-Brabant. Société de Développement Régional du Brabant-Flamand
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B-1800 Vilvoorde
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Fax. +32 2 252 45 94
MIXED ECONOMY COMPANY - MENTON-VENTIMIGLIA (F/I)

**Type of Organisation:**

The Mixed Economy Company (Société d’Économie Mixte des Alpes Maritimes, or SEMAM) has been chosen by the towns of Menton, PACA region, (F), and Ventimiglia, Liguria, (I) to develop cross-border actions and cooperation.

**Founded in:** 1990 (Menton/SEMAM Agreement).

**Structure and Competencies:**

**Joint Commission:** Formed by the two towns with the assistance of SEMAM. The Commission has consultative powers and includes the elected representatives from the two towns and also municipal officials. Its role is the adoption of a work programme and direct neighbourhood cross-border cooperation (Coopération Transfrontalière de Proximité, CTP), which aims to build a cross-border space through joint planning and development of initiatives.

**Municipal Councils:** The decisions are taken by the municipal councils of the two towns.

**SEMAM:** This organisation is the management instrument and development tool of the two towns with regard to cross-border cooperation.

**Competencies in Relation to INTERREG:**

The Mixed Economy Companies have a consultative and supervisory role in relation to INTERREG I projects which are prepared by them for the particular cross-border region. Project proposals are presented to the Joint Commission responsible for the Franco-Italian INTERREG Operational Programme (western border). The projects put forward by the two Mixed Economy Companies include the creation of a cross-border "Business Innovation Centre" (Trans BIC Riviera*), the formation of a university centre and a Franco-Italian Technological Institute at the university; a common approach to combat urban pollution; harmonization of French/Italian town planning schemes, and the implementation and coordination of a cross-border EURES (Euroguichet-social)*.

**Strengths with Regard to Cross-Border Cooperation:**

The Menton-Ventimiglia cross-border projects are dealt with on a concrete "project by project" basis. The Mixed Economy Companies also provide support for projects initiated by other participants in the border area (e.g. town halls, provincial and regional authorities, chambers of commerce, private investors).

**Contact:**

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*See Chapter C.2 Economic Development*
Practical Guide to Cross-border Cooperation

B 3  Cooperation Structures at Project Level

EXAMPLES OF AD HOC STRUCTURES

Storstrøms Amt/Ostholstein (DK/D)

The INTERREG I and II Operational Programmes for this Danish/German border region comprise relatively few projects. A special German/Danish Working Group was set up for each of the approved projects with the main task of supporting and monitoring the progress of the projects. These comprise representatives from the regional and local institutions which are involved in and/or affected by the project.

Oberrhein Mitte Süd (D/F/CH)

In the French/German/Swiss border region, similar project groups have been established for all of the projects under INTERREG I and II. In a number of cases these project groups have existed as networks/interest groups for some time and many have initiated these projects. Specific tasks depend very much on the type of project although in all cases, the tasks of project planning and implementation are allocated to these project groups which have worked closely with the secretariat.

West Flanders/Nord-Pas de Calais (B/F)

A more elaborate structure on project level has been established in the cross-border region of West Flanders/Nord-Pas de Calais, where a specialized structure for the management of a project concerning "action-oriented research" on establishing cooperation in the field of health provision has been introduced. The project comprises in-depth research on three issues:

- legal aspects of cross-border provision of health services;
- existing infrastructure/supply;
- existing demand for health services.

A number of partners were involved in this project and in order to effectively coordinate the different interests/needs effectively, a comprehensive structure was developed comprising a Supervisory Committee (Comité du Pilotage) made up of the different actors involved in the study. The tasks of this committee are to ensure overall coherence in relation to the work procedures and the expenditure allocated in the budget (the work and budget comprise three work phases). Secondly, the regions have established a Monitoring Committee (Comité du Suivi) responsible for the coordination of the work and the supervision of the Comité du Pilotage. The ongoing work/research is carried out in two Research Cells (Cellules de Recherche), comprising a researcher, a coordinator and experts on the subjects (working with the respective partners and available on request).

Spain/Portugal

In several border regions on the Spanish/Portuguese border, cooperation between local entrepreneurs and Chambers of Commerce has been established at a fairly informal level, e.g. in the form of seminars or workshops where views and experiences are exchanged on issues such as investing in the border region and finding business partners. Some of these cooperation/ad hoc structures are encouraged in the framework of INTERREG IIA with specific instruments/projects, for example the creation of a cross-border risk capital fund.

The overall results of the functions and partnerships within these ad hoc structures can be very favourable, although difficult to measure. The promotion of "light" and flexible structures will stimulate on-going cooperation within the framework of existing programmes and long-term activities between different local actors from the private and public sectors. It will also support the development of new ideas for cooperation which might be transferred into new projects and proposals as well as contributing to new or expanding existing networks.
**Telematic centres - INTERREG IIA (GR/I)**

Telematic services are provided by Greek/Italian service centres with access points in Patras and Igumenitsa (GR) and Bari and Brindisi (I). Their main goal is to strengthen the development of the economy and the tourism sector of the regions of Puglia (I) and western Greece, Epirus, and the Ionian Islands (GR).

Common services include e-commerce, on-line marketing and customer service, dissemination of technology and advice, and distance learning. On the Italian side the services are aimed exclusively at SMEs, while the Greek centre also intends to offer public services such as those related to tourism, culture and the environment. The project is being done in two stages:

- five preparatory studies on feasibility and viability, cross-border cooperation, services furnished by the centres, infrastructure, and organisation of the centre on the Greek side;
- design and development of services and pilot operation of the centres.

In future, depending on market conditions both the centres themselves and the other partners will offer a broader range of services which can facilitate cross-border cooperation. The project aims at long-term permanence beyond the INTERREG support period.

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**Centre for Neuro-Fuzzy Technologies for SMEs - INTERREG IIA (D/NL)**

Research and development measures for control technology processes are carried out at the Centre for Neuro-Fuzzy Technologies (universities/secondary schools in Muenster and Enschede):

- Fuzzy logic includes, for example, rationalisation, quality improvement and energy conservation possibilities.
- Neuron networks copy the way the human brain works in speech recognition, image processing and control technology.

Neuro-fuzzy technologies utilise the advantages of both approaches and avoid drawbacks (e.g. unstructured storage of knowledge, learning disabilities).

The INTERREG project includes:

- targeted advising of small and medium-sized companies in neuron/fuzzy technology, development of model solutions, and basic research/development for concrete applicability,
- cross-border projects between companies (e.g. transfer of new technologies, patent rights and so forth),
- training of company working-level staff, networking with transfer points in the region.

In four years some 500 small and medium-sized companies were advised and company-specific solutions to problems offered when conventional methods fail, for example:

- refinement and introduction of a diagnosis/prognosis system for machine monitoring based on fuzzy logic and neural networks; electrical engineering, 200 employees;
- development of a patented fuzzy position controller (e.g. a bottling plant); electrical engineering, seven employees;
- development of smart physical sensors; company project; electrical engineering, 200 employees.

Six jobs have been created in the project. Already more than 200 jobs have been protected in companies on the two sides of the border by the introduction of fuzzy technology, or new ones created. More than 20 new jobs for young engineers with extensive "fuzzy knowledge" were created. The preserved and new jobs are a secure investment in future human capital for companies in the field of innovative technologies. At the same time experts are also kept in the region, thereby laying the foundation for creating additional modern, future-oriented jobs. The competitive strength in national and international markets of small and medium-sized companies in the Euregio in particular was durably strengthened. The "Centre for Neuro-Fuzzy Technologies" was selected as a demonstration project at the "Expo 2000" World Exhibition in Hanover.
**Border-free integrated transport system - INTERREG IIA (A/D)**

The Euregio Salzburg-Berchtesgadener Land-Traunstein (D/A), with some 500,000 inhabitants, is considered an attractive economic location in Europe which takes advantage of its opportunities on a cross-border basis. The "Cross-border integrated transport system Salzburg Province-Berchtesgadener Land District" was created in 1997 after the German district was included with Salzburg Province in the Austrian integrated transport system by means of a cooperation agreement without a special inter-state agreement.

Since then, all residents of this Euregio have been able to travel with one ticket and for a single fare to and from all bus stops on both sides of the border. In particular, a system of rate zones was developed and electronic ticket dispensers were installed. The cross-border integrated transport system and the new transport model reduce two previously distinct public transport systems to a common denominator in both legal and financial terms (one ticket - one fare). Each ticket is filed as a data element and divided up according to a web-shaped rate zone model. Currency and exchange rate issues, different tax rates and the legal framework conditions are taken into consideration. The ticket revenues are allocated to the states and provinces, local authorities and transport companies via the Salzburg Integrated Transport Company. The results to date: passenger volumes of public local transport are rising and the region's attractiveness and the interconnection/cooperation with the Salzburg central office are strengthened.

**German-Polish Development Authority (D/PL)**

The German-Polish Development Authority is a joint-stock company headquartered in Gorzow (PL). The shareholders are German federal states and voyevodships on the German-Polish border.

The functions include:
- promotion and monitoring of specific cooperation and investment projects on both sides of the border,
- provision of advice and information to German-Polish businesses, e.g. on specific legislation,
- participation in creating infrastructure framework conditions for cross-border cooperation,
- collection and processing of business location information, indicators and tenders,
- organisation of exhibits, contact and cooperation fairs and informational and advanced training events for business people and other managers.

Since the start, some 50 cooperation projects have been successfully concluded, such as:
- a "textile" model project: the first German-Polish cooperative project covering design, marketing, sales and service activities for a joint collection of high-quality women's outerwear,
- an economic data bank model project: important information for cooperation and investment decisions by small and medium-sized companies in particular on both sides of the border.

The Authority is registering a noticeable response in the border regions, with concrete desires for cross-border cooperation and investment. Joint ventures in particular were successfully created, expected to create 1,075 new jobs.
Cross-border technology transfer in the PAMINA region (D/F)

The objective of this measure is to encourage cross-border technology transfer to generate synergies between SMEs and improve their international competitiveness. The network offers comprehensive, subject-specific information and consulting services, such as (1) a comprehensive German-French online database, (2) cross-border advice for SMEs and support for cooperation between companies, (3) organisation of cross-border events (seminars, student trips) for the interested public, (4) joint public relations work and marketing for the region to a broader business audience, (5) creation of a Regio Club PAMINA as an informal and open structure for German and French business people, and (6) fixed trainee positions for young people. The project has strengthened and broadened cross-border contacts between companies in the technology and innovation field and also between other participants active in the fields of technology and innovation. The network is based on a solid partnership between the public and private sectors. For SMEs seeking information and advice the network is a useful coordinating body offering excellent contacts and professional services. For SMEs already participating in a cross-border project the benefits lie mainly in conveying skills, greater flexibility and new market opportunities. The "Regio Club PAMINA" offers the chance to discuss cross-border aspects of business and serves as a forum for developing new project ideas. An "entrepreneur service centre" has been developed to inform micro-enterprises about the advantages of cross-border cooperation.

TV magazine "Hier-Her" - INTERREG IIA (DK/D)

The growing cooperation in the "Schleswig/Sønderjylland region" is continuously documented and supported by a regular, unaffiliated and independent TV programme of neighbouring German and Danish TV broadcasters. The TV magazine serves primarily to:

- awaken interest in learning about the neighbours, their culture, history, way of thinking and way of life,
- encourage tolerance in living together on the border,
- expand communication possibilities by improving knowledge of each other's languages, sites and regions and increase familiarity with the region.

The joint and bilingual TV magazine "Hier-Her" has been broadcast twice a month since 1997 in the regional programmes on both sides of the DK/D border between 6.00 and 8.00 p.m., offering current, interesting and informative reporting. INTERREG IIA helps fund the production costs. The new production conditions have created new jobs in the region and upgraded the skills of broadcasters' employees, and the audience has grown steadily. The magazine's contents are used as instructional material in schools. The cross-border magazine "Hier-Her" was awarded the "Prix Circom Regional" by the European Union's DG-XVI in 1997.
PART C

EXAMPLES OF GOOD PRACTICE
CHAPTER C 1: SPATIAL PLANNING

OUTLINE:
This chapter discusses various levels and forms of cross-border cooperation and measures to intensify cross-border spatial planning policies. Spatial planning, recently referred to in European parlance as 'spatial development planning', is presented here as a 'horizontal activity'. In several fields and action areas it provides the framework for cooperation in border and cross-border regions.

KEY POINTS:
• Spatial development planning in cross-border regions is a process involving cross-border socio-economic analyses/assessment of the region, preparation of joint development plans, and elaboration of cross-border means of elaboration.
• There are two basic levels of cooperation in spatial development planning: state/regional and regional/local. Owing to the different national functions of central or federal governmental systems, they often cannot be clearly distinguished from each other.
• Government or regional planning commissions/study groups, found in many border areas, operate on the basis of government agreements/treaties, but usually lack decision-making authority. Regional and local level regional planning bodies often operate without any formal authority. This is also true for Euregios and cross-border working communities. However, they do in practice closely cooperate with the national level and develop their own spatial development concepts.
• Legal measures (e.g. inter-state agreements, coordination of spatial planning) and organisational measures (coordination and development of spatial planning commissions) can intensify cross-border regional development planning. Practical actions to improve cross-border spatial planning policy are illustrated by means of a few examples.

EXAMPLES:
• Cross-border Regional Development Prospects for the Euroregion Rhine-Maas-Nord (D/NL).
• Socio-Economic Analyses.
• 'Catalogue' of Problems of Border Areas (NL/D).
• Improved Written Reporting on Work in the Border Regions.
• Preparation of Regional and Local Cross-Border Plans.
• Preparation of Large-Scale 'Cross-Border Regional Planning Models' and 'Cross-Border Regional Planning Programmes'
• Research and Investigation in the German/Polish Cross-Border Region (PL/D).
• Study of Territorial Planning (I/A).
• Cross-Border Inventory (SLO/A).
• Study of the Establishment of the Corsican-Sardinian International Marine Nature Reserve (I/F).
• Development Study of the Bratislava Region (SK/A).
• Cross-border spatial planning development perspective (D/NL).
• Cross-border spatial planning development perspective EUREGIO (D/NL).
• Regional planning for sustainable cross-border development of the living space on the Upper Rhine, 1999.
• INTERREG III - Phare CBC spatial concept (D/CZ).
• "Viadrina 2000" outlook (D/PL).
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- Council of Europe: Conférences Européennes des Régions Frontalières - La Coopération des Régions (Rap. V. v. Malchus), AS/COLL. From (72)1 Strasbourg 1972.
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- Arbeitsgemeinschaft Europäischer Grenzregionen (Hrsg.): Eine operationelle Anleitung für die Ausarbeitung und das Management von INTERREG IIIA, Gronau 2000.

For further information on the documents mentioned above, please contact the AEBR/LACE Secretariat, AEBR, Tel: +49 2562 702 19, Fax: +49 2562 702 59.
OVERVIEW

This chapter deals with spatial development planning in border and cross-border regions. This horizontal activity includes the assessment of regional and national conditions and the formulation of development plans (policies, actions and options for implementation) for cross-border regions as a single geographical unit. Spatial development planning offers a framework for cross-border cooperation and contains several subject themes and action areas discussed in Part C of this handbook (e.g. the economy, transport and infrastructure, environment, and so forth). The types and examples of actions identified in the subsequent chapters under specific thematic areas include activities in the area of planning such as development strategies, studies and the like. The practical feasibility of regional planning also includes discussion of the structures and processes required for border regions.

This chapter describes first of all the progressive steps undertaken so far to promote spatial development planning in the context of the changes associated with European integration. It then focuses on the development, levels and forms of cooperation and on types and examples of measures taken to intensify and apply cross-border spatial development planning.

INTERREG IIA and INTERREG IIIA underscore the importance of joint cross-border spatial development and cross-border programmes. Cross-border spatial development planning was also added as a new measure under INTERREG IIC and IIIB. The measure entitled "Studies Related to Development Plans" emphasises that border regions should be treated as "an integrated geographical unit."

From European regional policy to spatial development policy

The EU's regional policy was only initiated in 1975, some 20 years ago, by a Council decision on the basis of Article 235 of the Treaty of Rome. Since then, the aim of regional policy has been to contribute to "redressing the most important regional imbalances in the Community." The European Regional Development Fund (ERDF) was created for this purpose. The spatial dimension still played a distinctly secondary role in this regional policy. The Single European Act (SEA), which took effect on 1 July 1987, strengthened the regional policy objective. Articles 130a-e of the EC Treaty are particularly important to regional policy. In paragraph 2, the text of Article 130a employs wording found in the preamble to the EC Treaty, thus adding a special spatial objective to that of the first paragraph: "In particular, the Community shall aim at reducing disparities between the levels of development of the various regions and the backwardness of the least-favoured regions." The Treaty on European Union (TEU) signed on 7 February 1992 in Maastricht takes this a step further. Inter alia, in a reworded Article 130d of the EC Treaty it provides in particular for the creation of a "cohesion fund" through which funding is to be provided to projects in the environment and trans-European networks in the area of transport infrastructure. The EU Treaty of Maastricht very clearly sets new directions for a European spatial development policy in several areas:
increased democratic control by the European Parliament in the form of a right of veto in the setting up of the Structural Fund (Art. 130d EC Treaty); introduction of the generally applicable principle of subsidiarity (Art. 3b EC Treaty); and establishment of the "Committee of the Regions (CoR)" as a regional body "consisting of representatives of regional and local bodies" (Art. 198a-c EC Treaty).

In addition, the Treaty contains general ideas on the spatial development of the Union with respect to the "creation of an area without internal borders" and "the promotion of economic and social cohesion", to be crystallised in the following goals and measures of spatial development:

- reducing disparities between the levels of development of regions (Art. 130a EC Treaty);
- developing trans-European networks (Art. 129b, para. 1 EC Treaty);
- preserving, protecting and improving the quality of the environment (Art. 130r, para. 1 EC Treaty);
- prudent and rational utilisation of natural resources (Art. 130r, para. 1 EC Treaty); and
- respecting national and regional diversity (Art. 128, para. 1 EC Treaty).

These jurisdictional provisions of the Treaty enable the Union to be more active in regional policy, even though the Treaty itself does not provide for any independent authority in spatial development policy.

**Further approaches for a European spatial development policy**

According to the Council of Europe's *European Regional/Spatial Planning Charter*, adopted in 1983 after more than 20 years of dealing with spatial planning issues in the European Conference of Ministers responsible for Regional Planning (ECMRP), the term 'regional/spatial planning' (Raumordnung, aménagement du territoire) is defined as "the spatial expression of the economic, social, cultural and ecological policy of each society." By 1982-1983, all 22 Member States of the Council of Europe at that time were able to agree on this very broad general formula. Nevertheless, even today there are still major differences in the interpretation of the terms 'spatial planning' or 'spatial development'. Consequently, since 1994 the EU Member States in their policy statements have referred to the tradition-neutral and clearer term 'spatial development policy', defined as 'a policy which favours the development of an area in accordance with certain principles and guiding concepts'.

On the basis of the *European Regional/Spatial Planning Charter*, numerous negotiations and policy debates of spatial planning ministers since 1989, the EC document "Europe 2000" and the EU document "Europe 2000+", the EU's ministers responsible for spatial planning at their informal Council meeting on 21-22 September 1994 in Leipzig decided on so-called 'Principles for a European Spatial Development Policy'. These define the essential aims of spatial development as:

- promotion of economic and social cohesion in the EU (sustainable
economic and social progress) by reducing disparities between the levels of development of the various regions and the creation of a balanced regional structure; as well as

- sustainable development, which means both an environmentally respectful economic development which maintains today's resources and their functional capacity for future generations, and a more balanced spatial development maintaining diversity, which concerns all human activities.

In the concrete implementation of these aims at European, national, regional and local levels, special attention is to be given to regional diversity in Europe, and thus the special situations and respective levels of development in the regions.

The earlier European Parliament spatial development concepts of 1983 and 1990 as well as the European Commission strategy paper "Europe 2000" were not able to sufficiently assess nor take into account the consequences of the developments in Central and Eastern Europe after 1989. Therefore, the EU Ministers responsible for spatial planning agreed at their informal meetings in 1992 (Lisbon) and 1993 (Liège):

- to develop concepts for the entire Community area in the form of an expanded strategy paper, "Europe 2000+";
- in the future, to regard the trans-European networks and urban networks, which are essential planning instruments at European level, as particularly important for spatial development policy; and
- to move forward in "the preparation of a European Spatial Development Perspective" (ESDP).

This European Spatial Development Perspective was drawn up by the EU Member States in conjunction with the European Commission.

Next steps towards a European Spatial Development Perspective

The document entitled "Principles for a European Spatial Development Policy", resulting from the informal Council of Ministers for spatial planning held in Leipzig (1994) and jointly prepared by the EU Member States and the European Commission, represents the political basis for further cooperation in the field of spatial planning policy in the European Union. The basic spatial planning principles (guiding principles) for future urban development were successfully laid down in Leipzig in 1994. Important scenarios and analyses for properly evaluating spatial development were worked out in subsequent years. In 1997, the first ESDP draft, entitled "European Spatial Development Perspective - First Official Draft", was submitted in Noordwijk, Holland under the Dutch Council Presidency. This stimulated a broad public debate in Europe in which governments, parliaments, non-governmental organisations such as the AEBR and the regions took part. The 1999 ESDP is therefore the product of a Europe-wide discussion process.

The policy goals and options proposed in the ESDP are oriented towards the spatial and structural development in the 15 EU Member States, and provide mainly for:
Practical Guide to Cross-border Cooperation

- a spatial orientation of Community policies;
- polycentric spatial development and a new partnership between town and countryside;
- access to infrastructure and knowledge for all; and
- prudent management of the natural and cultural heritage.

Both the debate on the document and the ESDP itself illustrate the need for the ESDP to be continuously refined. For example, EU enlargement and the stepped-up dialogue with the countries of the Mediterranean greatly affect European spatial development, including the development of the internal and external border regions affected. Future revision of the ESDP will focus mainly on spatial development problems related to EU enlargement.

In applying the ESDP, in other words when implementing the goals and options, the Member States intend to work closely with the European Commission. For cross-border cooperation, the most important measures and projects are those in Chapter 4 of the ESDP. The AEBR was closely involved in drawing up these recommendations. These include in particular Chapters 4.4 and 4.5 on cross-border cooperation, which are introduced with the sentence, "(180) The regional and local authorities are amongst the key actors of European spatial planning".¹

In moving towards integrated spatial development, the ESDP recommends three levels for future spatial cooperation:

- Community;
- transnational/national; and
- regional/local.

At Community level, cross-border programmes and models for integrated spatial development are supported mainly through EU aid programmes effective at regional level, such as:

- economic and social cohesion through the Structural Fund regulation and
- encouragement of cooperation with Central and Eastern Europe and the Mediterranean, including through the Phare and TACIS programmes.

The transnational/national level is supported mainly by the INTERREG IIIB programme, which is divided into the areas of:

- cooperation in general spatial development,
- alleviating the consequences of flood disasters, and
- drought prevention.

Important objectives of this transnational policy are:

- to promote sustainable and balanced spatial development of the EU;
- to improve the spatial impact of Community policy in terms of spatial development;
- to improve transnational spatial planning by formulating development priorities for larger cross-country, interconnected regions.

¹ European Commission (ed.): ESDP - The European Spatial Development Perspective, Towards a balanced and sustainable development of the European Union, adopted at the Informal Council of Ministers responsible for spatial development in Potsdam, May 1999, p. 46.
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- the North Sea region,
- the Baltic Sea region,
- the Atlantic region,
- South-western Europe,
- the Western Mediterranean and Southern Alps,
- the Adriatic, Danube, Central and South-eastern European region (CADSES),
- the Northwest European metropolitan region.

All these programmes are also intended to encourage the cross-border cooperation described for the regional/local level in the chapter "Methods and measures for cross-border development planning".

Because it was not possible to take sufficient account of the Central and Eastern European countries in the ESDP, the European Conference of Ministers responsible for Regional Planning (ECMRP - CEMAT) within the Council of Europe decided to consider the "Guiding Principles for sustainable spatial development of the European continent". The document was prepared in the Head Committee of Senior Officials of CEMAT starting in 1997 and adopted at the 12th European Conference of Ministers responsible for Regional Planning (7-8 September 2000) in Hanover.

These guiding principles include the following precepts for a sustainable spatial development policy for the entire European continent, including the Russian Federation, which means they apply to all Member States of the Council of Europe:

- promotion of balanced socio-economic development,
- improvement of the regions' competitiveness,
- protection of natural resources,
- development of regional identity and diversity, and
- cooperation between spatial development policy and spatially relevant sector policies.

In future, spatial development policy in Europe should above all make a contribution towards:

- creating an attractive environment for private investments at local and regional levels, investments that are also compatible with public interests (public-private partnerships), and
- encouraging the integration of European border regions by expanding metropolitan regions and gateway cities and developing sustainable transport (urban networks) into a pan-European transport network.

Among the proposed development policy measures, almost all of which are important to cross-border regions, the demand to step up transnational and cross-border cooperation as a tool for better linking economic development and spatial planning is particularly important.

Methods and measures for cross-border development planning

The aim of cross-border spatial planning is to help overcome all the negative effects of how borders are drawn which influence the extent to which they are open. Cross-border planning includes cooperation in the fields of spatial planning, town and country development planning, and regional and local planning.
Cross-border development planning, which deals with the deliberate effects of society, the economy and the natural, structural and social environment on spatial development in border regions, is carried out at all levels of planning as part of European spatial development policy, national spatial planning measures, town and country and regional planning, and local planning for real estate use and building. The most important legal and technical foundations for cross-border spatial planning are defined by the European Conference of Ministers responsible for Regional Planning in the Council of Europe's European Regional/Spatial Planning Charter (1983) and the "Framework Convention on Improving Transfrontier Cooperation between Territorial Communities or Authorities" (1981). Many Member States of the Council of Europe have concluded bilateral and trilateral agreements applying the framework convention in recent years (see Chap. A3). As from September 2000, these also include the "Guiding Principles for sustainable spatial development of the European continent".

As early as 1990, the European Commission launched INTERREG I and INTERREG II to encourage cross-border cooperation. Since 1995, with INTERREG IIA it has also devoted special attention to promoting cross-border spatial development between directly adjacent areas. The Community initiative INTERREG IIC has been added since 1997 with an innovative approach to integrated spatial development policy at transnational level. Since then, transnational cooperation between the Member States in Europe has taken the form of seven "General programmes" and two "Programmes to prevent flooding and combat drought" under INTERREG IIC (INTERREG Rhine-Maas activities (IRMA) and France/Italy). There are also four other pilot projects under Art. 10 of the ERDF for implementing transnational Operational Programmes for regional planning (the northern periphery, western Mediterranean, eastern Alps, and south-eastern Mediterranean). Due to the keen interest of the Member States and of regional and local authorities in transnational cooperation projects, such cooperation will also be continued in the 2000-2006 timeframe as INTERREG IIIB.

Consequently, cross-border cooperation in regional development planning has to distinguish mainly between three levels:

- the national level, where cross-border regional development planning is carried out with the help of governmental or spatial planning commissions;
- the regional/local level, where regional development planning is promoted according to a division of authority which varies by country; and
- local development and spatial planning.

The bilateral and trilateral governmental and spatial planning agreements of the 1960s, 1970s and 1990s, such as those between the Benelux countries and between Germany and its neighbours Belgium, France, the Netherlands, Austria, Poland and Switzerland were of special importance for transnational cooperation and spatial planning with neighbouring countries. With the help of these agreements, governmental, spatial planning and regional commissions were created which have carried out fruitful cross-border cooperation in spatial development.
planning over the last 30 years within the confines of their limited possibilities. Their primary task is the longer-term definition of concrete forms of cross-border cooperation by authorities on the respective planning levels according to the principle of subsidiarity.

Furthermore, regional/local cooperation in spatial development has continued to deepen and develop in recent decades. It was promoted by the EU under INTERREG I and II, yielding, for example, the euroregions, which increasingly provide their own development concepts as an input to spatial planning perspectives. Drawing on these ideas, they positively influence national and regional spatial planning on both sides of borders and make them more concrete. In recent years, the euroregions have cooperated admirably with the state planning authorities to smooth out the interfaces between regional planning policies of neighbouring countries. Cross-border successes were achieved particularly on the basis of partnership and subsidiarity in the field of planning through:

- elaboration of cross-border guidelines with the participation of municipalities and regions;
- development of cross-border wildlife reserves;
- transport planning on all of Europe's borders;
- development of cross-border industrial and trading zones, sewage, water supply and electricity; and
- inclusion of spatial planning considerations and goals into the cross-border development and action programmes of regional policy and into the Operational Programmes of INTERREG I and INTERREG IIA.

It would be good to have enhanced cross-border cooperation in the field of spatial development with greater participation by municipalities and regions. Above all, it is essential to avoid national specialised planning being coordinated across borders exclusively in sectoral terms. Specialised planning based on laws stipulating specific measures must be oriented towards the aims, principles and guidelines of spatial development planning. For cross-border co-ordination in spatial planning, early information and participation of neighbours plus the coordination of spatial plans, whose binding force has in the past ended at national borders, are often sufficient. However, where the voluntary commitment of spatial planning authorities to resolutions and recommendations of spatial planning commissions is not enough because basic conflicts of interests threaten the development of the border region, the states involved have to be prepared to make cross-border planning obligatory by a treaty (e.g. ground water, brown coal, raw materials).

Future cross-border cooperation at all planning levels requires special enhancement through:

- accurate analyses of current and future spatial development problems;
- analyses of the legal obstacles and restrictions hindering cross-border planning cooperation;
- continuous cross-border information and territorial observation with the help of socio-economic analyses of spatial development;
- implementation of development programmes (INTERREG III) based on special agreements;
• formulation of sectoral development plans (e.g. for transport, tourism, development of open spaces and urban areas);
• preparation of cross-border spatial development guidelines and programmes for overall spatial development in the context of developing adjacent regions and communities;
• determination of important metropolitan areas (urban net-works) in border areas as well as regional and local cooperation between cities divided by national borders in the interconnected cross-border areas of larger centres;
• regular cross-border coordination of all planning and measures having spatial impact;
• checking whether there are areas of spatial planning policy action in border areas;
• classification of protected areas, biotope networks and cross-border wildlife reserves, and cross-border landscape planning;
• preparation of rehabilitation programmes for improvement of the environmental situation;
• special cross-border planning for border regions particularly affected by large (trans-European) transport routes being developed; and
• coordination of local planning in border municipalities.

Beyond this, for the medium-term future it would be worthwhile to prepare directly obligatory common cross-border regional plans for all public planning as the most advanced form of cross-border spatial planning, to which cross-border local planning would then have to adapt. In future, all spatial planning and regional policy measures should be put into the framework of "regional cross-border development perspectives" and "Operational Programmes" to make them easier to implement. There are good examples of such planning, such as on German/French/Swiss, German/Dutch, German/Polish and German/Czech borders under INTERREG II A. These involve future-oriented regional cross-border cooperation between spatial development policy and regional policy.
CROSS-BORDER REGIONAL DEVELOPMENT PROSPECTS FOR EUREGIO RHEIN-MAAS-NORD (D/NL)

Key Facts:

**Title:** Assessment of cross-border regional development prospects for euregio rhein-maas-nord.

**Region:** euregio rhein-maas-nord (D/NL)

**Established:** April 1993

**Budget:** Total Costs: 280,000 ECU including:
- 140,000 ECU subsidy from EU;
- 84,000 ECU national subsidy;
- 56,000 ECU regional subsidy.

**Management:** City of Mönchengladbach

**Contact:**
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Project Description:

The euregio rhein-maas nord recognises the special importance of and need for cross-border regional planning and development because its position in the Single Market is changing from that of two peripheral areas on either side of a national frontier with neighbouring areas of economic importance (the nodal points: Eindhoven (NL) and Rhine/Ruhr (D), to that of a location in the core of Europe. Since the previous instruments of regional planning have been far too territorially-oriented, a regional development strategy is being prepared for the euregio rhein-maas nord area looking towards the 21st century. All the developments expected as a result of the dismantling of barriers will also be examined.

Results:

A workshop attended by many different organisations, cities and ministries and based on extensive socio-economic analyses took place in December 1993. The results of this workshop were incorporated into the project. The results of this were included as regional development guidelines in the review and preparation of the Operational Programme INTERREG II of the euregio rhein-maas nord. The main trends identified which need to be addressed include an increased cross-border functional division of labour, rapid economic and technological structural changes, growing traffic volumes and worsening environmental conflicts.

Elements of "Good Practice":

The projects involved built-in mechanisms to ensure that a wide variety of organisations was involved, on a cross-border basis, in the process of exploring projects for the cross-border region. The results of these consultations were incorporated into the development of a strategy and the Operational Programme for INTERREG II (1995-1999).
The formulation of large-scale, cross-border regional planning models and cross-border spatial development planning programmes

Good examples for formulating cross-border spatial development planning models are contained in:

- The "first global structural draft of the BENELUX countries" of 1986, updated in 1994-1996 and issued in 1997 as the "Second global structural draft of the BENELUX countries". It covers cross-border planning of the BENELUX countries and an urban network, transport network and models for landscape, tourism and recreation areas.
- The "Model for regional planning programmes" in the Saar/Lor/Lux region, 1995.
- The "Regional development models for the spatial development of the German-Polish border" (D/PL), 1995.
- The "Cross-border regional planning model for the North Rhine-Westphalia/Netherlands border region - experts report" (D/NL), 1994

The "Regional planning model for the North Rhine-Westphalia-Netherlands border area" was prepared in 1993 and 1994 for the German-Dutch Regional Planning Committee - UK South. It was completed in 1997. The regional planning model for the northern border region of UK-North in the German-Dutch border region was then drawn up in 1995-1997. The UK-South model includes:

- Information on the conceptual foundations of a "Cross-border regional planning model".
- The future prospects, opportunities, risks and tasks of regional development with respect to demographic development, urban landscapes, rural districts, transport flows and networks, industry and recreation/culture, as well as concluding recommendations for spatial development planning.
- A regional planning model for the border area containing the following subject areas:
  - Model for "cross-border cooperation".
  - Model for "Regional structure, cities and municipalities".
  - Model for "Mobility and transport systems".
  - Model for "Landscaping, recreation areas and the environment".
- Euroregional action areas of regional planning from the standpoint of spatial development planning for the model's four "action areas".
Key Facts: Cross-border status report and analyses of strategically important aspects of development

Region: Slovenia; Austria

Started: 1996-

Budget: Phare CBC programme: 40,000 ECU
INTERREG IIA: 67,000 ECU

Management/Contact:

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Project Description:

During the preparation of the socio-economic assessment of the Slovenian/Austrian border region, undertaken for the Phare CBC multi-annual indicative programme (MIP), it became evident that the methodology and statistical sources for data collected on both sides of the border vary considerably. This project therefore involves the preparation of a cross-border inventory and a cross-border strategy in order to develop a robust basis for multi-annual planning of cross-border cooperation activities, the annual review of the MIP and for further physical, environmental or socio-economic planning purposes. Outputs are:

- Joint development concept;
- Cross-border inventory and information systems;
- Analysis of selected development issues of strategic importance.

Slovenian and Austrian consultants have carried out the project which is funded under Phare CBC and INTERREG IIA respectively. A cross-border Steering Committee will be established comprising, on the Austrian side, representatives of the Federal State Chancellery and the Länder (Styria, Carinthia), and on the Slovenian side, representatives of the Ministry of Economic Relations and Development and two representatives from the border region. The Steering Committee is involved in determining the methodology and directing the study; it will also receive interim and final results.

Results:

The Slovenian part of the project was included in the 1995 Phare CBC programme, while a complementary programme was submitted in the framework of the Austrian INTERREG IIA programme. The project has recently begun and no findings are available as yet.

Elements of “Good Practice”:

The project will provide the opportunity for exchange of know-how and experience at expert level as well as a basis for on-going planning of cross-border activities, not only within the framework of Phare CBC / INTERREG IIA but beyond. It indicates a commitment to cooperation between Slovenia/Austria on expert level and on the level of the national/regional authorities, demonstrated by the establishment of a Steering Committee.
A marine nature reserve will be established in the area of the Bouches de Bonifacio, between Corsica (F) and Sardinia (I). Two national parks already in existence on either side of the border will be incorporated into the new reserve. At present the feasibility study preceding establishment of the reserve is underway and has received funding under INTERREG I.

A joint Steering Committee has been established under the control of the chief executives of the environment offices of Corsica and Sardinia, it is supported by two technical committees, one French and one Italian. A director of the reserve project has been appointed by the Corsican environment office.

The objectives of the study are the following:

- determination of the size of the new reserve;
- investigation into the legal requirements needed to give the reserve director power over external factors threatening the reserve, (e.g. the right to impose penalties on polluters, regulations which can be put in place to protect the public domain constituted by the reserve);
- studies into the number, purpose and frequency of visits to the area (tourists, yachts, passenger vessels);
- survey of the sub-marine and terrestrial habitats;
- survey of historical and architectural sites;
- studies into the interaction of socio-economic activities in the area and the reserve itself.

The detailed study of the socio-economic situation in the area of the reserve is seen as vital since the reserve depends on successful interaction with these external factors to ensure its long-term existence as a unique ecosystem. Planning is needed to accommodate and regulate the demands of:

- the tourism industry;
- the passage of sea-traffic (tankers in particular pose a threat);
- industry in the immediate and the surrounding region whose emissions cause pollution.

The study received funding within the framework of the INTERREG I programme for Corsica and Sardinia due to the many ways in which the reserve affects and is affected by the cross-border economy.

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Regional planning for sustainable cross-border development of the living space on the Upper Rhine (CH/D/F)

**Title:** Regional planning orientation framework for the area covered by the Upper Rhine Conference mandate

**Project Sponsor:** Région Alsace on behalf of the Upper Rhine Conference and its "Regional Planning” working group

**Period:** 1996-1999

**Funding:** The study was co-funded by the members of the Upper Rhine Conference and supported by the EU under the INTERREG II programme

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35, Avenue de la Paix         Tel: 0033 88 15 68 67
B.P. 1006/F                         Fax: 0033 88 15 68 15
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**Project Description:**

The Upper Rhine region, which has extensive experience in cross-border cooperation going back to 1965, is rendered especially diverse by the regional characteristics of its German, French and Swiss sub-regions. Governmental cross-border cooperation has been institutionalised in the “Upper Rhine Conference” since 1975/91. Under INTERREG IIA, the Upper Rhine Conference was relatively quickly to try and take stock of the regional planning situation and consider future development. The extensive inventory with its analysis, strengths-weaknesses analysis and development scenarios were used to create a "Regional planning orientation framework for the Upper Rhine region”. This framework, clearly summarised and presented in a well-organised book with maps, tables, illustrations and bibliography, should serve as the basis for a broad public discussion by all actors in the Upper Rhine Region and provide a framework for the organisation of future living and business conditions, job creation, the quality of transport systems, shaping the environment and the nature of cooperation between the cities on the Upper Rhine.

The Upper Rhine Conference seeks to involve a broad public in the discussion of issues affecting the Upper Rhine region. All elected officials, all public, economic and social actors and all residents should actively participate in defining common priorities for the future living and working space on the Upper Rhine in the heart of Europe by submitting their comments and suggestions.
**Title:** A spatial planning model by the Subcommittee South of the German-Dutch Regional Planning Committee (UK-South) for the North Rhine-Westphalia/Dutch border region (D-NL)

**Project Period:** 1995 – April 1997

**Management:** Subcommittee South represented by the Dutch secretariat in Limburg Province and the German management in the Ministry for Environment, Regional Planning and Agriculture of North Rhine-Westphalia

**Contact:** D-40190 Düsseldorf, Tel. +49 (0) 211-4566-0

**Project Description:**

The "Spatial planning model" of the "German-Dutch Regional Planning Committee-UK South" is mainly the result of a cross-border regional planning study and comprises a special model for the future "cross-border cooperation" of UK South, as well as three thematic models for "spatial structure, cities, urban areas", "mobility and transport systems" and "landscape, open spaces and the environment". It also comprises regional models for four cross-border regional planning action areas.

**Results:**

The "cross-border cooperation" model constitutes an agreement between North-Rhine Westphalia and the Netherlands on how to organise future cooperation in spatial planning and regional planning. It also establishes cooperation by UK South with other cross-border bodies like the Euregios. For three thematic models, the government committee reached agreement mainly on the application of basic principles such as "decentralised concentration of urban areas", "avoiding traffic" and "creating cross-border networks of landscape structures and open area functions".

**Elements of "Good Practice"**

The governmental "regional planning model" confirms the Euregios' outstanding role in cross-border cooperation and reflects the hope that these regional planning models will become part of the euroregions' development concepts. As a result, the basic ideas presented in the model should be suitable for implementation in regional policy projects in the euroregions.
Title: A cross-border development perspective for regional planning for the region of the Subcommittee North of the German-Dutch Regional Planning Committee (D/NL)

Project Period: 1996 – April 1997

Management: Subcommittee North (UK-North)
of the D-NL Regional Planning Committee
Dr Paul G. Jansen & BRO Adviseurs

Contact: Dr Paul G. Jansen, Urban and regional planning,
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Project Description:
The area studied includes the region between the northern part of the Netherlands and the German border area of Lower Saxony plus a sub-region (EUREGIO) of North Rhine-Westphalia. Three spatial planning initial situations and action approaches are developed for the border region and its sub-regions by studying the entire area and analysing its strengths and weaknesses. This procedure is used to develop a strategy for models and spatial perspectives and set out an action framework for strategically significant projects with the participation of both regional actors and the Ems-Dollart region.

Results:
"Models for regional planning" are worked out for the three priority areas of rural regions and urban nodal points; mobility and transport systems; and the natural and cultural landscape. These models identify and illustrate the key elements of desirable future development in the northern German-Dutch border area. These perspectives have no direct legal binding force.

Elements of "Good Practice"
Although the development perspective for regional planning may not be legally binding at the cross-border level, in future it should to facilitate coordinated development measures on both sides of the border. For this reason an action framework was also established on a cross-border basis for strategically significant projects for both the border area as a whole and its sub-regions, and the development perspectives identified for the action areas.
EUREGIO cross-border spatial development perspective (D/NL)

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<td><strong>Project Period:</strong></td>
<td>1997 – 1998</td>
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<tr>
<td><strong>Management:</strong></td>
<td>Dr Paul G. Jansen, Urban and regional planning, Cologne</td>
</tr>
</tbody>
</table>
| **Contact:** | EUREGIO Tel.: +49 (0) 2562/702-0  
Postfach 11 64 Fax: +49 (0) 2562/702-59  
D-48572 Gronau e-mail: into@euregionet.de |

**Project Description:**

The “EUREGIO cross-border spatial development perspective” is a planning concept for the entire EUREGIO region. It is the outcome of an interactive regional process of discussion involving all agencies representing public interests as well as with the social partners. The perspective pursues two goals of strategic development:

- to strengthen the area's socio-cultural and economic integration through the optimal identification of opportunities provided by the European single market and the region's innate potential, and
- to develop the cross-border region into a functional entity with sustainable spatial development in which intra-regional interdependencies are supported and development goals and measures are defined jointly.

**Results:**

The development process which EUREGIO is striving for until 2015 is clarified using a strategic development model which projects the goals of development onto the EUREGIO and provides the priorities and potential for development. These result in an action concept for the priority areas: closer international and regional ties, the economic and supply structure and the natural and cultural landscape. The perspective forms an essential basis for the EUREGIO INTERREG IIIA programme.

**Elements of “Good Practice”:**

The development model and action concept were used to draw up an action programme for developing the EUREGIO region together with regional actors and the social partners. It contains proposals for development projects to be carried out in the region in the short- and medium-term with the participation of municipalities, chambers, associations and other regional actors.
### INTERREG III – Phare CBC Spatial Perspective

| **Title:** | INTERREG III – Phare CBC spatial perspective for the Bavarian-Czech border region (D/CZ) |
| **Project Period:** | Sept. 1998 – Dec. 1999 |
| **Management:** |  |
| Client: | Bavarian State Ministry for Regional Development and the Environment, Munich; Ministry for Regional Development of the Czech Republic, Prague. |
| Contractor: | LARS consult Munich, Chemnitz Technical University, WMEB Birmingham |
| **Contact:** | Bavarian State Ministry for Regional Development and the Environment, Postfach 81 01 40, D-81901 Munich, Tel: +49-(0)89-9214-0 |

**Project Description:**

The involvement of academics and regional actors plus extensive participation by the region's social partners and a steering group resulted in the following being proposed in the spatial perspective:

- description of the area and its socio-economic development,
- an analysis of strengths and weaknesses,
- guidelines and development strategies for cross-border economic development, sustainable spatial and environmental development, infrastructure and human resources, and institutional development, and
- measures and project proposals, including with respect to the EU's eastward enlargement.

**Results:**

The spatial perspective was jointly developed on the basis of regional cross-border development concepts. It comprises:

- an overall concept for providing for the border area's future on a sustainable basis; and
- specific projects to be carried out during the 2000-2006 support period.

Accordingly, the border area has a comprehensive concept for taking advantage of EU resources, which can be used as the basis for drawing up the "Joint Programme Document (JPD)" according to Phare CBC regulation and the Operational Programmes under the INTERREG IIIA guidelines.

**Elements of "Good Practice":**

The guiding principle in formulating the spatial concept was, on the one hand, a cooperative partnership between the Free State of Bavaria and the Czech Republic, and on the other, the committed assistance of municipal policymakers, administrations, associations and citizens. This meant that the "bottom-up" approach required by the EU could be practised in an exemplary manner.
## “Viadrina 2000” perspective

<table>
<thead>
<tr>
<th><strong>Title:</strong></th>
<th>“Viadrina 2000” development perspective and action plan</th>
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<tr>
<td><strong>Region:</strong></td>
<td>Euroregion Pro Europa Viadrina (D/PL)</td>
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<tr>
<td><strong>Project Period:</strong></td>
<td>April 1998 – November 1999</td>
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<tr>
<td><strong>Management:</strong></td>
<td>Management of the Euroregion</td>
</tr>
</tbody>
</table>
| **Contact:** | Euroregion Pro Europa Viadrina  
Karl Marx-Str. 23                     Tel.: +49-335-685-1963  
D-15230 Frankfurt (Oder)              Fax: +49-335-685-1962 |

### Project Description:

The "Viadrina 2000" perspective is a refinement of the 1993 development and action perspective. It takes into account the experience acquired prior to 1999, the increase in the number of euroregion members and new administrative structures on both sides of the Oder. The analysis of the socio-economic situation in the euroregion presents the area and population on 1 May 1999, studies employment, joblessness, the economic structure and growth of industry and agriculture, and the infrastructure, and reports on the status of cross-border cooperation.

### Results:

One important result is the strengths-weaknesses analysis for the euroregion and the models for regional development derived from it in the areas of economic cooperation, infrastructure and the environment, municipal and regional development, the enhancement of regional identity and the promotion of the notion of Europe. The same models furnish the appropriate support priorities for 2000-2006, which also include the priority of spatial planning and urban, municipal and regional development. Corresponding action areas are cross-border regional planning, the development of professional regional marketing, the provision of training for employees and joint urban development.

### Elements of "Good Practice"

The "Viadrina 2000" perspective was drawn up on a joint and cross-border basis by the management, bodies and members of the euroregion. It is the result of an intensive dialogue and opinion-forming process in the euroregion and among other things takes account of the views of spatial planning by the environmental authorities and social partners. It therefore serves as the foundation for the INTERREG IIIA programme on the German side and the Phare CBC programme on the Polish side. Formulating the concepts in particular mobilised the euroregion's internal human potential, whilst also demonstrating its possibilities and limits.
C 2

ECONOMIC DEVELOPMENT
Chapter C 2: ECONOMIC DEVELOPMENT

OUTLINE:
The chapter covers cross-border cooperation in the field of economic development. It focuses on the role of SMEs and the importance of innovation and technology in strengthening competitiveness. It identifies the needs and problems faced by SMEs in border regions and the conditions necessary to help them develop, as well as analysing the role of innovation and technology and the opportunities for cross-border cooperation in this field.

KEY POINTS:

- SMEs in border regions experience particular disadvantages stemming from their peripheral location in national economies e.g. distorted patterns of trade, weaknesses in the physical and economic infrastructure, weak development of cross-border partnerships, networks and contacts. These disadvantages, combined with general problems faced by SMEs act as impediments to their growth and competitiveness;
- Preparatory actions and the creation of forums and networks which facilitate contact, provide opportunities for businesses to explore mutual interests and create necessary preconditions for effective cooperation;
- In many border regions there is a need to develop new attitudes and a support culture for entrepreneurship as well as providing the necessary support organisations to assist business start ups;
- Research and innovation have a key role to play in economic development and regeneration. Border regions face specific challenges in their efforts to promote innovation and the promotion of research and innovation amongst SMEs is vitally important.

EXAMPLES:

- Telematic Centres – in Western Greece, Epirus, the Ionian Islands and Italy (GR/IT)
- XIV Congress of Basque Studies – The Information Society (E/F)
- Network of the Chambers of Commerce of Drama and Kavala (GR/BUL)
- Salón Pirevino (F/E)
- Business Forum Galicia/Norte (E/P)
- Arctic Investors Network (FN/SE/NOR)
- Business Card” (BG/RO)
- New Bridge (BG/RO)
- Statistical Information for the Euroregion Galicia-Norte (E/P)
- Inter-Balkan and Black Sea Business Centre (GR)
- Business skills development (FIN/SE)
- ACUMEN – An inter-regional business development programme (IRL/NI)
- Development of Cross Border Cooperation, Central Macedonia (FYROM/GR)
- REDIT Technological Unit (E/P)
- Industrial Area Deutschlandsberg with Technology Centre (A/SLO)
- Combined Transport Terminal / Transport Centre Euro Transport & Trade Centre – ETTC Frankfurt (Oder) (D/PL)
- Risk Capital Fund (ES/P)
- Selected examples from the LACE Infosheets II and VIII
OVERVIEW

1. Context

Economic development, particularly the promotion and development of Small and Medium Sized Enterprises (SMEs) must be understood in the broader framework of the realisation of the Single European Market, the launch of the EURO and the increased emphasis on social and economic cohesion. European Union (EU) structural policies have assisted specific regions, particularly those which are less developed, to take part successfully in these developments. The breaking down of barriers provide greater opportunities to access productive resources and for business development in new markets and for innovation and technological development. These opportunities can greatly contribute to the competitiveness of the EU economy as a whole, as well as the regional competitiveness of the border and cross-border regions.

In pursuing the challenge towards increased growth, competitiveness and employment development in the EU, new fields of employment which have potential for employment-intensive growth and small business development have been identified. The instruments of the “information society” are also the basis of new business opportunities in their own right (i.e. advanced services to businesses, etc.), the development of which can improve competence and capacity in businesses and strengthen the base of local and regional economies. There are now “new tools” based on new technologies and the information society which can help improve capacity and efficiencies in small businesses and reduce effects of physical distance from markets. Sustainability is also a key issue where the challenges are to create economic activities and jobs which are competitive in wider markets, develop capacity to adapt to change in order to retain that competitiveness, and are compatible with maintaining and promoting a high quality environment.

2. Small Business Development in the Context of Cross-Border Co-operation

Needs and Potential for Small Business Development in Border Regions

The needs and potential for small business development in cross-border regions differ depending on the types and characteristics of the cross-border region - including level of development, type of area, patterns of contact and trade across the border.

Rural and less developed peripheral regions (typically Objective 1 regions in the EU and many regions in Central and Eastern Europe) face the most severe problems of restructuring and development of the regional economy. Problems include the need to develop new attitudes and a culture to support entrepreneurship, the need to restructure economies from traditional agricultural activities into the development of new business start-ups etc. This is often in the absence of structures or regional/local inter-mediary bodies, such as regional development agencies, and infra-structure of facilities and services to support the process.
The more developed border regions within the EU and in Central and Eastern Europe are better-placed to take advantage of new opportunities for small business development arising from global trends and the breaking down of barriers. They have advantages in terms of infrastructure (such as roads and rail links, housing, recreational facilities and communications – all of which have the effect of attracting both workers and businesses to these regions, closeness and access to potential markets, and an industrial tradition upon which they can build. However, they can also face problems of restructuring such as industrial restructuring, loss of economic activities which are not being replaced by new activities and investment, and large size structures of firm - i.e. typical Objective 2 regions and industrial regions in Central and Eastern Europe. In terms of challenges, these types of region also need to promote an enterprise culture to support initiative-taking and small business development, and new skills to support the development of new sectors, and new functions based on smaller scale of operation and networks.

Differences in the internal characteristics of cross-border regions result in different patterns of needs and potential for small business development. For example, the cross-border region may be characterised by one development pole - an urban centre - which can act as the focus for development of new businesses and services, education and training, marketing and other services to businesses. Small business development in new fields of employment can relate to the development of new specialisations based on endogenous products and marketing, tourism, information technology-based services which use remote access, and new environmental services. In other cases, the border region may have two or more development poles, and produce a situation which may be characterised more by intense competition between the small businesses for the regional market than complementarity and co-operation.

External border regions in the EU and in Central and Eastern Europe face more severe problems of small businesses development, which range from big differences in levels of economic development to the existence of formal barriers to trade including customs and different administrative and regulatory regimes. This is exacerbated by a general lack of infrastructure to support the development of small businesses, including regional development agencies, science and technology parks, etc. In addition, distortions in trade, investments, flows of labour as well as a “black economy” can arise from major differences in socio-economic conditions - income, wage levels, prices.

Typical Problems of Small Businesses in Border Regions

Small businesses face a range of difficulties or obstacles to development. Typical general problems include: lack of flows of information on markets, services, regulations and procedures; difficulties of access to finance on appropriate terms (seed, venture capital); weaknesses in internal capacity and skills; weaknesses in innovation and capacity to manage innovation; etc. In addition to these general problems, small businesses in border regions face specific difficulties
or dis-advantages stemming from the existence of the border and peripheral location in national and European economies, with the latter reflecting the situation of many (but not all) border regions. These factors, in turn, hinder their prospects for growth and improved competitiveness. Specific problems of small businesses in border regions include the following:

- a restricted market and distorted patterns of trade resulting from the operation of separate and competing commercial centres on either side of the border rather than focusing on the cross-border region as a regional economic entity, and building up the strength of the broader regional market;
- lack of knowledge of the language, administration, and competition on the other side of the border restricting cross-border operation;
- the lack of a “full circle” in terms of supply and distribution in the cross-border region and the absence of such linkages which take in the whole of the region;
- weaknesses in the physical and economic infrastructure to create a supportive environment for business development, combined with relative isolation from the centres of decision-making and markets. This is particularly applicable in less developed and peripheral regions;
- limited access to specialised technology and advanced research and development (R&D) services and facilities for small businesses in the form of technology centres, research institutes, applied R&D in the region, as well as weaknesses in the skills base and the appropriate training to support joint economic development activities;
- different administrative structures between the constituent parts of the cross-border region, which contributes towards mismatches in the respective business environments and distortions in investments, flows of resources including labour and trade (e.g. different forms and levels of taxes, social security systems, postal and telecommunications services and cost structures, wages and prices etc.). This problem is compounded if there are strong differences in macro-economic conditions (reflected in wage levels, prices, exchange rates). This applies particularly on the external borders of the EU;
- these factors, in turn, produce conditions which aid the informal economy (e.g. smuggling) and further distort and disadvantage legitimate business;
- lack of opportunities for the contact and interaction necessary to generate conditions for viable and self-sustaining regional economies in border regions. This includes in particular mutual knowledge amongst businesses and intermediary structures of the opportunities for cooperation on the other side of the border, the development of networks of cooperation, and the cross-border institutional structures which can provide common services to support small business development and help develop the strength of the small business sector of the region. These problems tend to be more pronounced in border regions where there is a physical barrier to contact (e.g. the sea in maritime border regions, mountain ranges in land borders).

3. Types of Action to Promote Small and Medium Sized Business
Development in Cross-Border Regions

Small and medium sized business development is an important policy field in its own right, involving a wide range of support actions including: information, advice, training, financial assistance, and physical facilities (business incubators, exhibition space, R&D facilities). These cover both general services available to all businesses, and specialist services offered more selectively to specific categories of SME (e.g. growth oriented businesses, businesses operating in specific sectors etc.).

In cross-border regions, this area of policy is concerned with closing the “half circle” to create a “full circle” in terms of links between suppliers and producers, and developing the strength and capacity of small businesses to enter new markets, and thus contribute to the growth and development of the cross-border region. The development of business and trade relationships between suppliers and producers across the border creates new opportunities for cross-border regions. The development of networks or groupings of small businesses in border regions enables small businesses to build up capacity and strength through:

- the development of a broader range of products, enhanced quality and improved capacity of small businesses to respond quickly to changing demands of the market;
- the realisation of economies of scale through cost sharing and the reduction of unit costs, and thus improved competitiveness; and
- benefiting from comparative costs on both sides of the border.

Typical cross-border actions in support of small business development include the following:

- preparatory and low intensity actions oriented to establishing the framework, identifying the scope for cooperation, creating opportunities for contact between intermediary structures and businesses and generally encouraging more cooperation. Specific types of action include: promotion and animation activities including familiarisation visits, identifying partners, business forums, workshops, conferences, etc., scoping studies and research in order to identify problems and potential for cooperation and to inform the development of activities in support of cross-border business development. These types of contacts create conditions favourable to the development of a more permanent exchange of information and experiences and informal and formal networks of businesses and intermediary bodies;
- special/thematic seminars, and meetings together with the former set of actions can help create a good socio-cultural basis, leading to successful sustainable economic development;
- information and advice services, often carried out by regional agencies in the cross-border region, on cross-border trading opportunities, business and investment opportunities and the development of joint ventures including services based on information and communications technologies - databases, the internet, telemarketing etc. - as well as instruments such as joint business directories and specific
business promotion events including lobbying and re-presentation missions on behalf of businesses amongst investors and potential markets beyond the region;

- cross-border business training in sectors or business functions of regional specialisation or of particular importance for improving capacities of small businesses in the cross-border region (e.g. marketing, application of new technologies) linked with other services (e.g. promotion of joint ventures) and facilities (R&D, demonstration centres etc.);

- specialist common services in the sphere of markets and marketing, usually offered to groups or networks of small businesses operating in complementary and non-competing business sectors. These can include: the development of joint marketing services linked with quality labelling, joint purchasing, joint selling and distribution;

- joint facilities and services to promote new and improved product development, enhance production processes, application of new technologies in production processes and management, and improved testing and quality control. These can be established through the development of advanced facilities and services in the region (e.g. R&D, technology centres, Business Innovation Centres etc.);

- regional investment funds including start-up, seed and venture capital facilities to help businesses (e.g. cross-border joint ventures, regional business opportunities) overcome difficulties of access to capital.

4. Research, Innovation and Technology in the Context of Cross-Border Cooperation

Several studies of border areas have found that entrepreneurs on one side of a border may be unaware of the existence of important research and technological developments or international companies in the cross-border region. Innovation and technological development in cross-border regions are further hindered by an inadequate information and advisory services, and unfortunately also by minimal access to information and communications technology (e.g. through ISDN connections, databases etc.) to enable competitive pricing and the research of potential demand.

If these obstacles can be overcome, prospects are likely to be good, since considerable added value can be achieved by applying objective-led cross-border cooperation strategies to matters of research, innovation and technology policy. The increased scope of a cross-border region (geographically and in terms of project content) also provides a sound basis for more efficient use of resources.

Promoting Research and Innovation at EU level

The EU promotes research and innovation actions in a number of ways. The following priorities it supports are highly relevant to cross-border cooperation:

- Synergy between research and regional development policy;

- Focus of the European Spatial Development Plan on raising the competitiveness of disadvantaged regions, by recognising that access
to knowledge and expertise is a decisive developmental factor.

- Special support of disadvantaged regions (e.g. applying a special multiplier for border regions, external borders etc.) through research, technology and innovation programmes, to compensate for the rising trend in favour of conurbations.
- Development of regional innovation strategies to counteract the technology disparity between the regions of the European Union and in Central and Eastern Europe;
- Allocation of funding to give special consideration to the creation of cross-border networks, which will result in concrete projects and permanent jobs.

As highlighted in “Strengthening of Cohesion and Competitiveness through research, technological development and innovation” (AEBR, February 1999), a specific cross-border research, innovation and technology must therefore incorporate

- The improvement of skills to understand and deal with technology and innovation issues in the border region;
- Strategies to combat the border-related semi circle to ensure a workable joint research and innovation strategy for the whole region;
- Promotion of a technology friendly climate conducive to assist small businesses.

Based on a study of the region’s specific cross-border strengths and weaknesses in research, innovation and technology, a common strategy must be developed for exploiting the shared endogenous potential to the full and creating regional information infrastructures. Working towards a spirit of innovation actually creates a technology-friendly environment, in which public authorities and officials, intermediary organisations, research institutes, private institutions, enterprises etc. benefit from intensive cross-border links, so forming a sound basis for cooperation.

Regional cross-border networking has proved to be a particularly appropriate strategy for cooperation on matters of research, innovation and technology. In networks, the emphasis is on factors linking such organisations as small and medium enterprises, private organisations and administrations, allowing for the exchange of information, the development of skills and the forging of new links. This calls for key representatives within companies, research establishments and intermediary organisations. These form the network in which technology transfer takes place and cross-border contacts benefit from the application of new technologies. Step by step a more positive climate benefits established businesses, attracts new ones and creates a cross-border market, with the final result that those involved can also extend their own influence across the expanded market.

With reliable joint strategies and instruments, research and technology issues specific to a border region can be addressed, and the cross-border region position itself on equal terms with neighbouring regions and other regions in Europe.
Identifying Opportunities for Joint Research and Technology Development

Promising areas for research innovation and technology can be developed particularly well across borders where complementary knowledge, expertise or resources are available on both sides. Complementary benefits may arise in the case of:

- Enterprises with similar technological requirements (re-search and development, expertise transfer and consultancy);
- Enterprises with mutually beneficial product components;
- Opportunities for joint product development or penetration of new markets;
- New suppliers and interdependent business activity;
- Interrelationships through the cross-border technology network;
- Similar requirements for external services in research, innovation and technology;
- Cross-border cooperation between universities and research institutes (e.g. between theoretical and applied research, or between a medical faculty and a technical university specialising in rehabilitation technology).

Procedures for networking

Various mechanisms have been tried and tested:

- **Provision of information.** This is a major priority in any cross-border cooperation on matters of research and technology, with access to information e.g. on the Internet, cross-border databases, cross-border information sheets, articles or reports (bilingual).

- **Mediation of initial contacts.** Business-to-business contact days or discussion forums, held on both sides of the border in rotation, have proved their worth. It is equally important to make individual contact with possible participants in cross-border technology and research projects, and to hold open days in scientific establishments, aimed particularly at commercial enterprises and their interests in research and technology. Themed information days hosted by scientific institutes or business organisations have also been successful. Seminars and congresses give participants the chance to interact and speakers are invited from the field of research and technology.

- **Forging closer contacts** through mechanisms including:
  - "cross-border round-table discussions" on a technological issue, involving a small number of interested entrepreneurs (including possibly some international participants) and helping the exchange of information on research and technological development;
  - "manager-to-manager training" with a stable group of entrepreneurs holding regular meetings, in which one manager presents the key aspects of a research and technology issue.

- **Common development of a technology project.** In a workshop (eight to ten people approx.) consisting of potential project participants with shared interests (which are already known), a
A technological problem is jointly solved, or interest stimulated in some issue of technology faced by all. Since the exact content of the projects is not yet known, this establishes a method for identifying pre-existing joint objectives and formulating them into an initiative.

- **Finalising the details of a technological project.** This is a natural consequence of the preceding mechanisms. In most cases project participants have already been identified. The project proposal needs to be supported as it is finalised in a joint cross-border project group, and then implemented.
LACE INFO-SHEETS: SELECTED PROGRAMMES

Many of the INTERREG IIA programmes include an economic development priority, which places a strong emphasis on the development of Small and Medium Sized Enterprises and on Research, Innovation and Technology. Selected programmes are summarised below. Fuller information is available in Info-Sheet II and VIII.

INTERREG IIA Programme No.49: Austria/Slovenia (A/SLO)

This Programme on the external borders of the EU has the central aim of developing the economy of the cross-border region. It includes cooperation in the development of the physical infrastructure (i.e. science and technology parks), the promotion of technology clusters of small businesses, and cooperation between chambers of commerce and the provision of services to small businesses.

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Stempfergasse 7
A-8010 Graz
Tel: +43 316 877 2512/2170
Fax: +43 316 877 3711

INTERREG IIA Programme No.51: Kvarken-Mittskandia (SF/S/N)

INTERREG IIA programme for Kvarken Mittskandia which includes an internal EU sea border on the north Baltic Sea between Sweden and Finland and an external EU land border between Sweden and Norway. The strategic aim is to strengthen cohesion of the region, improve cooperation and promote regional development.

Contact:
Kvarkenradet
Box 443
S-90109 Umea
Kvarkenradet
Handelsesplanaden 23A
SF-65100 Vasa
INTERREG IIA Programme No. 13: Saar-Lorraine-Westpfalz (D/F)

INTERREG IIA programme for the Saar-Lorraine-Palatinat Occidental cross-border region, which involves an internal EU land border between Germany and France. This programme gives particular priority to economic development, research and technology transfer.

Contact:

Ministerium für Wirtschaft, Verkehr, Landwirtschaft und Weinbau des Landes Rheinland-Pfalz
Bauhofstr. 4
D-55116 Mainz
Tel: +49 6131 16 22 33
Fax: +49 6131 16 21 00

SGAR
Préfecture de la Région Lorraine
Place de la Préfecture
F-57036 Metz Cedex 1
Tel: +33 3 87 348962
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LACE INFO-SHEETS: SELECTED PROJECTS

LACE Info Sheets II and VIII have included information on several good practice projects in the field of economic development and a selection of these are summarised below.

German-Polish Economic Development Organisation (D/PL)

The German-Polish Economic Development Organisation, a public limited company set up under Polish law and involving partners on both sides of the border. It involves cooperation on an external EU land border between Germany and Poland and is supported under the INTERREG IIA programme and Phare CBC programme. The organisation aims to improve economic cooperation in the border region and provides services to small businesses.

Contact:

TWG
Am Karlsbad 11
D-10785 Berlin
Tel: +49 30 254 5920
Fax: +49 30 254 59299

“InterComm” (IRL/UK)

The Inter-Comm project is supported under the economic development sub-programme of the Ireland/Wales INTERREG IIA programme, an internal EU sea border. This project involves cooperation between chambers of commerce to develop new services for small businesses based on new information technologies.

Contact:

Wexford Chamber of Commerce
The Ballast Office
Crescent Quay
Wexford
Ireland
Tel: +353 53 22226
Fax: +353 53 24170
### “Bothnia Project” (SF/S/N)

Part of the Kvarken Mittskandia Programme, this project involves the bringing together of public and private sector organisations in Vasa (SF), Umea (S) and Ömskolvik (S) to develop a common strategy towards environmental protection, innovation and a joint image of a competent, dynamic cross-border region.

**Contact:**

Kvarkenradet  
Box 443  
S-0109 Umed

Kvarkenradet  
Handelsesplanadaden 23A  
SF-65100 Vasa

### “Centre for Neuro-Fuzzy Technologies for SMEs” (D/NL)

The Centre for “Neuro-Fuzzy” technologies for small and medium-sized enterprises is supported under INTERREG for the EUREGIO (German/Dutch border) and focuses on research and development on control engineering processes.

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Enscheder Str. 362  
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Tel: +49 2562 702 0  
Fax: +49 2562 702 59

### “Commercial Contact Event Alentejo (P) - Extremadura (E) - Centro (P)”

The Entrepreneurs Forum in Extremadura (E), Alentejo (P) and Centro (P) regions, supported under the Spain/Portugal INTERREG IIA programme. Aims of the project are to support cross-border cooperation amongst small businesses with a view to increasing competitiveness, creating economies of scale and improving awareness of wider business opportunities arising from the Single Market.

**Contact:**

Director del Gabinete del Presidente  
Junta de Extremadura  
Plaza del Rastro s/n  
E-06800 Mérida  
Tel: +34 24 38 15 22  
Fax: +34 24 38 15 14
Quality Control Instrument for the Fish Processing Industry (SF/N)

This project involved a partnership between the Fisheries Research Centre in Tromso, Norway, a private firm specialising in technological research in Finland and fish processing plants in Norway. Together partners have developed a quality control instrument which should contribute to improved production.

Contact:

The North Calotte Council
Box 8056
SF-96101 Rovaniemi
Tel: +358 16 330 1231
Fax: +358 16 346 658
OTHER PROJECT EXAMPLES

The cross-border regions of the EU and in Central and Eastern Europe provide a wealth of experience of how cross-border economic development activities can be undertaken on a practical level. Below are a number of good practice examples.

1. Research, Studies, Strategy Development

Telematic Centres – in Western Greece, Epirus, the Ionian Islands and Italy (GR/IT)

The Greek-Italian telematic centres comprise a series of partners based in Patra (Greece), Bari and Brindisi (Italy). Their main objective is to strengthen the regional economies of Puglia (IT), of Western Greece, of Epirus and the Ionian Islands through the deployment of telematic services. Focussing on the development of cross-border economic relationships in the tourism and trade sectors, the project is ensuring the functional and technical compatibility of the services provided and plans joint initiatives on communication and promotion. In addition, the Greek Centre envisages the provision of public and environmental services, such as a web server, a database as well as monitoring systems for water pollution and ecological disasters.

Project activities include the elaboration of five preparatory studies and the design and development of services, such as electronic commerce, online marketing, customer services, technological and consulting intermediation and distance learning. The centres are expected to be fully operational by the middle of 2000. The completion of the project activities will contribute significantly to local economic development and will provide innovative services, and solutions well adapted to the cross-border context.

Budget: EURO 2,175,000

Contact:
Mr John Garofalakis
University of Patra
Dept. of Computer Engineering and Informatics
P-265 00 Rio – Patra,
Tel: +30 61 997 866
XIV Congress of Basque Studies – The Information Society (E/F)

The society for Basque Studies (SEV) organised this large-scale event from 25-27 November 1997, with the objective of providing a forum for debate and strategy development on the information society in this part of the Spain/France border region. As well as providing a forum for the examination of future opportunities in this field, it also offered experiences from other countries on what can be achieved through the information society.

The main themes covered during the event included the following:

- Information society and Communication methods
- Information society’s role within businesses
- Information society and services to people
- Information society and education

A book and CD Rom were produced after the event.

Six areas were represented at the conference: San Sebastian, Bilbao, Vitoria, Pamplona, Baiona and Madrid through a video link, which was supported by the French and Spanish national telecommunications companies and Euskaltel, the Basque Telecommunications company. The conference was also transmitted via the Internet allowing numerous institutions from around the world to participate.

**Budget:** EURO 150,253

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2. Animation, Contacts, Networking

**Network of the Chambers of Commerce of Drama and Kavala (GR/BUL)**

This project seeks to develop businesses in the cross-border region, support the exchange of information, promote innovative actions, provide consulting services and modernise existing infrastructure. Project activities include:

- The use of the Chambers’ existing infrastructure for conferences, provision of support at the annual trade fair in Kavala in an effort to expand its scope with a view to developing into a Balkan trade fair;
- Use of the Bulgarian support office, which was created under INTERREG I, and promotion of cooperation between organisations from both sides of the border etc.;
- The development of a network between two Chambers of Commerce based on the mutual interests of the Chambers and their member SMEs.

The completion of the project will contribute significantly to local economic development and will assist in the development of individual SMEs, through assisting cooperation both within Greece and also at cross-border level.

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**Salón Pirevino (F/E)**

Salón Pirevino is an annual international fair which started in 1996, supported by the Exhibition Park of Tarbes (F) and the Fairs Institution of Barbastro (E). It takes place each year in one of these two places with the aim of bringing together small scale wine producers in the border region who cannot participate in trade fairs in large cities. Due to the disadvantages experienced by SMEs in this sector in the border region caused primarily by long distances to relevant markets, the project aims to develop cooperation networks between producers which may facilitate greater knowledge of different products on offer in the border region as well as opportunities for joint action by firms. As well as fostering cooperation the fair aims to promote the Pyrenees product image as one of high quality. An ultimate goal is the development of a single wine business for the border region and to develop the expert markets of Central Europe and the Nordic Countries.

The last fair in 1999 attracted 75 owners wine bars/restaurants and other professionals in the sector as well as more than 20 importers from the Nordic countries and Central Europe.

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The ‘Business Association of Portugal’ (AEP) in Porto and the ‘Confederation of Business People of Galicia’ (CEG) organised this event which took place on 9/10 December 1998. The objective was to increase awareness and knowledge in the two regions of the economic and business opportunities on offer. The meetings took the forum of presentations and discussions around the following horizontal themes:

- Textiles and clothing
- Metallurgy and mechanics
- Wood and furniture
- Civil construction
- Public works and construction

This was combined with an exhibition of business products and services.

The event resulted in a greater awareness on the part of local businesses of the opportunities offered by the region and the existing public and private support organisations. A list of conclusions on the needs of various sectors was drawn up.

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Arctic Investors Network (FN/SE/NOR)

The overall objective of this project is to develop a network in the North Calotte region to promote and provide services for the complete innovation/inventing process i.e. from the creation of an idea to the development of the commercial product. The goal is to counteract large companies from outside the region buying up patented business innovations. Steps already taken include the development of a network of companies, where marketing skills and contacts are shared, and a joint service network to aid investors, prototype manufacturers, marketing and manufacturing companies. Obstacles caused by distance and national boundaries have been greatly reduced through these actions. The project has succeeded in increasing contacts with almost 350 inventors and has registered 785 new inventions. Seven new companies, as well as 34 jobs have been created, resulting in significant economic growth.

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"Business Card" (BG/RO)

The Dobrich and Constanza Chambers of Commerce have been cooperating in various fields since 1991 and activities have included an annual business exchange meeting. The Chamber of Commerce of Dobrich (BG) and the Chamber of Commerce, Navigation and Agriculture in Constanza (RO) have been working together on this business promotion project. The “Business Card” project was a natural extension of these earlier links, in the framework of the Phare Credo Programme. Covering the period from July 1998 – May 1999 the project aimed to remove obstacles to business cooperation between businesses in Constanza and Dobrich.

The project focused on those institutions affecting cross border business activity, namely banks, import-export agencies and business support organisations. Business were offered the opportunity to learn more about import-export regulations, legislation on foreign investment, and information on borrowing and other financial aspects in the neighbouring country. The overall objective was to provide sufficient information to encourage businesses to establish cross-border links and activities.

As part of the project a number of publications were produced and distributed to local businesses. These included brochures, information leaflets and catalogues. The project also supported a number of businesses attending trade fairs in the neighbouring country and a database of companies operating in the border region with interests on the other side was created.

Budget:  
EURO 44,626 total costs; EURO 38,365 from Phare

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New Bridge (BG/RO)

New Bridge was a project supported under the Phare Credo Programme, financed in 1997. Partners from Bulgaria – Oriahovo Municipality and the Vratza Chamber of Commerce, together with the Oltenia Dolzh Chamber of Commerce in Romania. The overall objective of the project was to build business links between the two regions, to promote general cross-border cooperation and good neighbourliness between the regions’ municipalities and Chambers of Commerce, and to identify opportunities for the eventual building of a bridge – between linking Oriahova and Beket.

During the project’s life a number of activities were carried out to meet the above objectives. On the Bulgarian side, a study into the business potential of small and medium-sized firms was carried out. In addition a feasibility-study into the economic and tourism potential of the building of the bridge was completed and a report to relevant public sector agencies prepared. Finally, designs for the future bridge were drawn up together with an initial technical study.

**Budget:** EURO 34,285 total costs; EURO 30,835 from Phare

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3. Information and Advice Services to Businesses, including Data Bases and Publications

Statistical Information for the Euroregion Galicia-Norte (E/P)

This project aimed to develop a number of statistical and information publications on issues related to this euroregion, maximising the use of new information technologies to publicise the outputs as widely as possible within the region.

The following publications have been supported by the project:

- A Yearbook on general information on Galicia-Norte,
- Business and Retail Directory,
- Equipment and Services Directory,
- Commercial Exchanges currently operating between both regions,
- Foreign Direct Investment opportunities and current position,
- Situation on Cross-border employment,
- Website of the Work Community Galicia-Norte,
- Social Indicators on the euroregion,
- Commercial Relations with other EU countries,

By maximising information available on the region it is hoped that greater business and employment opportunities will be created and further economic and social integration between the two regions will result.

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Inter-Balkan and Black Sea Business Centre (GR/other countries)

The ‘Inter-Balkan and Black-Sea Business Centre’ is an organisation that is funded by the Community Initiative INTERREG II and aims to provide information services to Greek companies and organisations in order to promote cross-border cooperation with similar institutions in the Balkans and in the Black Sea countries. It has a complete range of business support services such as organisation of conferences, workshops and business meetings both in Greece and abroad. In addition, this one-stop centre issues economic forecasts, business guides and a monthly newsletter dealing with recent developments in the neighbouring countries of the Balkans and the Black Sea.

Since its creation, DIPEK has managed to establish itself as a successful institution for cross-border cooperation. It has organised various events that were attended by many Greek and foreign companies thus facilitating cooperation between Greek companies and their counterparts across the border.

**Budget:** EURO 1,600,000

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4. Business Skills Development

**Skargardssmak handcrafts and artisans (SF/SE)**

This project aims to help local artisans and craftsmen to earn a living in their home communities through the sharing of business skills, the development of networks and joint marketing ventures. Steps already made towards achieving this goal include the organisation of a series of seminars and workshops on starting and operating your own business, each of 2-3 days duration and held four times a year. The topics covered included financing, business concepts, marketing, customer relations, and networking throughout the region, as well as production analysis and exporting opportunities. Information about the project and the products and services on offer is disseminated among prospective customers in private companies, hotels, restaurants and other tourism related organisations. To market their goods and services, the artisans have participated in exhibitions arranged within the project framework, and have produced a joint marketing folder, with a view to expanding this model via the internet.

**Budget:** EURO 266,577 total costs; EURO 130,345 from INTERREG

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5. Specialist Common Services, including Marketing, Development and Technology Transfer

ACUMEN - An Inter-regional Business Development Programme (IRL/NI)

The Acumen programme is a cross-border sales/business development programme. It supports SMEs to increase cross-border sales and to develop other forms of commercial cooperation in both parts of Ireland. Acumen provides support to SMEs who are involved in manufacturing or tradeable services and which are located in the six border counties of the Republic of Ireland and all of Northern Ireland. The programme is funded by the ‘International Fund for Ireland’ (IFI), and INTERREG II.

It is actively supported by the main economic development agencies, and the programme has already supported over 100 companies contributing to increased cross border sales worth over £10 million. The Acumen programme provides two main types of support:

Consultancy: Where a company wants to undertake a significant new cross border initiative, Acumen will assist with consultancy support. The types of activity which may be supported include: Planning and implementation of first-time market entry into a new cross border market in Ireland; development of a cross border joint venture or strategic alliance business arrangement; a review and evaluation of a company’s existing cross border business activities; and the development of a cross border business opportunity with a non-Irish partner. Acumen will fund 64% of the consultancy costs (to a maximum of 32 days consultancy).

Marketing/Sales Salary Support: Where a company has already established cross border market entry and has a capability to justify a full time market development executive, Acumen may assist with the first year’s salary for such an appointment within a company, by funding 50% of taxable salary up to a maximum of £10,000 (car and other expenses to be paid by the company).

All participant companies on the Acumen programme are expected to pay a pre-agreed share of the total cost of their own project. In all cases the total project budget is clearly agreed before the start of a project.

**Budget:** EURO 2,794,693 total costs; EURO 698,355 from INTERREG

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**Development of Cross Border Cooperation, Central Macedonia (FYROM/GR)**

This cross-border cooperation project was established in 1998. The project focuses on three main activities:

The development of a SME Support Office aimed to provide technical assistance and consultancy services to business people interested in developing cross-border cooperation with the neighbouring countries. The services provided include information on financial issues, investments, taxation laws, promotion of exports, joint ventures and subcontracting;

The elaboration of a study on issues dealing with subcontracting in the neighbouring countries of Bulgaria and FYROM. The study examines the legal framework of subcontracting and provides a detailed briefing on the advantages and disadvantages of such practice. In addition, there are case studies – presentations of selected Greek enterprises that have subcontracted operations in Bulgaria and FYROM. The study also includes an evaluation of the impact of sub-contracting on regional and national economies;

The organisation of missions in the Balkans and in selected countries in the Middle East. These missions are to be organised by the Chamber and to be attended by members from its Board of Directors and by entrepreneurs who are members of the Chamber; The SME Support Office has been operational since the beginning of 1999 and it is located within the premises of the Chamber of Small and Medium Sized Enterprises of Thessaloniki. In addition, the Chamber has already implemented a mission to FYROM, where a group of entrepreneurs participated in the Skopje Trade Fair of 1999.

**Budget:** EURO 109,000

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**REDIT Technological Unit (E/P)**

The REDIT Technological Unit is an organisation set up to inform and advise businesses in the Galicia/Norte region on new technological infrastructures available to them. The Unit is managed by the Institute for Technological Innovation and Development in Braga, Portugal.

The project focuses on three spheres:
- The development of an information system to support technological innovation generally in the cross-border region;
- The organisation of promotion campaigns to inform people on the business potential of technological innovation;
- Establishment of a tele-consulting service.

The overall objective is both to raise the level of technological innovation amongst firms in the region, as well as to provide a systematic approach to advice and support in this area to firms.

**Budget:** EURO 335,565

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6. Common Facilities, including Industrial Areas and Technology Centres

**Industrial Area Deutschlandsberg with Technology Centre (A/SLO)**

Due to the existing supply problems of two large companies of the electronics and ceramics sector, which employ more than 2,000 workers, the municipality of Deutschlandsberg decided to establish an industrial area with technology center in the Steiermark (A). The first site was sold in 1997. The sites on offer particularly meet the requirements of commercial and production enterprises. The technology centre, which was not only supported by national but also by INTERREG IIA funds, is, in contrast, above all designed for young entrepreneurs in the areas of research and production. Within just one year after the opening in September 1998, the centre was able to let out all available premises.

**Budget:** EURO 1,390,000; 8.32 % from INTERREG IIA

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Combined Transport Terminal / Transport Centre Euro Transport & Trade Centre – ETTC Frankfurt (Oder) (D/PL)

The goods transport centre ETTC is situated directly at the EU border to Central and Eastern Europa. This is a particularly favourable location given the concentration of efficient transport facilities, such as road, rail and inland navigation. The ETTC is thus situated at the most important international East-West transport link connecting Paris, Antwerp, Amsterdam, Duisburg, Hanover, Berlin, Poznan, Warsaw and Moscow.

This project, which was initiated on communal level aims at:

- bringing together intercontinental and interregional transport and facilitating direct cross-border transport;
- creating a junction for different transport types, especially rail, road and inland navigation;
- promoting economic activities through providing sites close to a transport junction

The project includes two locations: (1) a logistic centre providing up to date and innovative technology for transport, stocking and distribution is established at the Frankfurter Tor. Developed sites of 20 hectares in total, which can be used by transport as well as service companies will be provided. (2) The Terminal for Combined Transport (CT) will be established on parts of the municipal marshalling yard and will cover an area of 6.6 hectares. It will be used for container transshipment. However, given the fact that it has been designed as a gateway, further extensions are possible.

The project is based upon an integrated transport development concept, which makes a concrete contribution to the principle of sustainability through the shift from road to rail and the concentration of transport facilities. The project successfully combines the requirements of local-cross-border transport and national and inter-state transport.

**Budget:** EURO 7,110,000 (EU contribution for CT - Terminal/Gateway)

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7. Investment Funds

Risk Capital Fund (E/P)

This project began in September 1999 and is a joint initiative by the Working Community of Galicia/Norte, together with two venture capital firms— one in Porto (P) and one in Santiago de Compostela (E). A fund has been established and venture capital is offered to new and developing businesses on both sides of the border. The fund is administered jointly by SODIGA, the venture capital firm on the Spanish side of the border, and by PME Capital, its Portuguese equivalent in Porto. The legislative environment of the two countries is respected in all transactions. Projects are supported jointly by both venture capital firms and the capital injection does not exceed 45% of the total capital of the new business. Businesses must be operating in the cross-border region and have a cross-border element to their activities. The fund is currently primarily focused on the industrial sector but opportunities for firms in other sectors are being considered.

**Budget:**
EURO 5,000,000 total costs; 50% from INTERREG

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C 3
TRANSPORT AND INFRASTRUCTURE
CHAPTER C 3: TRANSPORT AND INFRASTRUCTURE

OUTLINE:
This chapter deals with the main problems and issues of cross-border cooperation in the area of transport-related infrastructure. The EU's transport policy calls for creating "more efficient transport systems" as a strategic goal. The key points are mainly railway lines, motorways, airports and local networks (telecommunications, sewage, gas and electricity). This chapter also deals with "soft measures" such as the planning of transport networks, marketing and cross-border public transport. The central theme is regional transport connections since border and cross-border regions are deeply concerned about all aspects of this issue.

KEY POINTS:
• The Guidelines for the Trans-European Networks (TENs) are the frame of reference for future national and Community measures aimed at developing transport.
• The development of basic transport institutions and other infrastructure facilities merely creates the physical prerequisite for cross-border cooperation, e.g. in Objective I border areas and those of Central and Eastern Europe. This includes projects of European (e.g. TEN), national (e.g. ports, railway lines and motorways) and regional (e.g. roads and bicycle paths) importance.
• Integrated planning (plus education and marketing) is needed to overcome the traditional peripheral status of many border regions and be able to exploit the new development potential created by the removal of border barriers.
• Most border regions are constrained by lack of connections to main transport and supply networks. In most such regions, closing cross-border missing links in transport networks and creating links to these networks are top priorities of development measures. More numerous border crossings, but also simply ones that are usable have to be created on the EU’s external borders and between the Central and Eastern European countries.
• Creating multi-modal transport systems and "soft" actions like marketing and public transport are one of the new demands facing most border regions.

EXAMPLES:
• Construction of the international bridge in Valença, (P/E)
• Cross-border pilot project in public transport, Emmen-Meppen, (D/NL)
• Construction of the Radiomierzycy-Hagenwerder border crossing, (PL/D)
• Improvement of access to the Guadiana Bridge, (P/E)
• New ferry link in the Elbe-Labe Euroregion, (CZ/D)
• Closing gaps in the road and path network, (NL/D)
• Modernisation of the Ballinamore-Ballyconnell Canal and the Shannon-Erne Waterway, (IRL/UK)
• Regional energy planning, (AL/GR)
• Feasibility study for an airport, (D/F/CH)
• Logistical research centre, (NL/D)
• Guben/Gubien waste treatment plant
• Border-free transport connection in the EuRegio Salzburg-Berchtesgadener Land-Traunstein
REFERENCES:

- Europäisches Parlament: Entwurf eines Berichts über die Mitteilung der Kommission zum Thema Kohäsion und Verkehr (KOM (18) 0806 – C4), Berichterstatter P. Crampton, Brüssel 11.03.1999.

For further information on the documents mentioned above, please contact the AEBR/LACE Secretariat, AEBR, Tel: +49 2562 702 19, Fax: +49 2562 702 59.
OVERVIEW

1. Problems and general development

Mobility is one of the key functions of our society. Transport and infrastructure are two of a region's most important site-related factors alongside education, training and innovation capacity. New transport technologies, modern logistics and improved telecommunications capabilities provide rapid access to national metropolitan areas and favourably located European regions, and companies are no longer forced to settle in certain priority regions.

Given that European border regions
- are still often on the periphery of their country, and in some cases on the periphery of Europe too;
- are at the same time exposed to competition in the European single market; and
- face special problems on the EU's external borders (e.g. Schengen) while also being expected to serve as bridges to neighbours,

it is obvious that upgrading transport and infrastructure is among the most important measures in border and cross-border regions. After all, cooperation across borders is virtually impossible without cross-border, extensive and interregional road, rail and navigation routes, as well as air transport, since without these the necessary physical conditions are absent.

There are three main reasons why infrastructure development has long been poor and in many border regions is still inadequate today:
- In what are often sparsely populated and remote border regions, infrastructure development is minimal because of low demand.
- In more densely populated and economically developed regions (e.g. older coal and steel regions), in the past military and political reasons in particular made the cross-border development of (transport) infrastructure between stronger nation-states and/or later the (East-West) power blocs seem impractical.
- Major transport links (including tunnels and bridges) across water and mountains were technically difficult and above all so costly that they were usually sacrificed in border regions.

Until the 1970s there were no conceptual approaches as to how to overcome the infrastructure backwardness of border regions through targeted investments. This gradually changed in the 1980s and 1990s, mainly due to:
- the greater role which EU policy is started to play in corresponding technical areas,
- the advent of the European single market,
- the opening up of Central and Eastern Europe,
- European regional policy measures and the cohesion fund,
- the Community Initiative INTERREG,
- structural pre-accession assistance from 2000 until the applicant countries enter the EU, using the following three funding instruments:
  - the renewed Phare programme;
  - The agricultural fund for harmonisation with the EAGGF (SAPARD: Special Action for a Pre-Accession Aid for Agriculture and Rural Development); and
the new structural policy instrument for preparation for accession (ISPA) as from 2000 (7 billion euros for about seven years, or 1 billion euros annually as from 2000).

In practically all 59 INTERREG IIA programmes for 1995-2000 there are conceptual approaches to improving transport or infrastructure (e.g. transport, energy networks, telecommunications) in connection with the main themes of regional planning and infrastructure. The emphasis of the programmatic approaches is on Europe's poorest regions: through the development of infrastructure, in many cases the preconditions were created for the first time in these Objective 1 regions for sustainable economic and socio-cultural cooperation.

But in Central Europe and Scandinavia as well opportunities appeared for improving cross-border infrastructure and transport, whether through specific measures (missing links) or conceptual studies (from which projects in border regions funded in another way are then developed).

In Northern and Central Europe the need was recognised to extend the major transport corridors from west to east to complement the existing, well-developed north-south links: for example, by first upgrading existing border crossings and building bridges and tunnels (DK/S), developing cross-border information technologies and planning for new future transport corridors.

In the less-developed Southern European regions, attention focused on the basic cross-border infrastructure facilities of road and rail transport (including border crossings), but especially also on expanding the number of bridges and tunnels.

On the external borders of the EU and the borders in Central and Eastern Europe, besides developing existing border crossings the creation of new ones crossing for intra-regional and international transport was especially important. Transport networks between west and east were reconnected starting in 1990, and crossings reserved for recreational bicyclists and walkers were created alongside rail and road crossings.

But one trend is common to all European borders: the increase in transport volume due to increased mobility and growing international trade. This previously occurred in the EU mainly on the north-south axis with the Alps and Pyrenees crossings; today it also involves the fast-developing west-east links. In the regions affected this results in a much greater traffic volume across borders.

Generally, however, for major national infrastructure projects in border regions, the respective mainstream programmes are used, funded either from the EU structural fund in the EU or by the accession candidates, mainly through Phare but also through SAPARD or ISPA. These also have much more money available for such transport infrastructure investments than INTERREG IIA or Phare CBC. INTERREG IIA and Phare CBC, by contrast, are to be used only for genuinely cross-border infrastructure projects (in a narrow corridor on both sides of the border, as missing links).
Transport infrastructure

2.1 European transport policy - Trans-European transport networks

EU transport policy has developed rapidly in the last ten years, and now has the second most extensive body of Community legislation after agriculture. The achievement of the goals of the Commission's "Common transport policy" action programme (July 1995) in particular resulted in greater focus on the efficiency and quality of the integrated transport system in the EU single market, and closer relations with third countries. The general goals of deepening and broadening EU policy also take on special significance in the transport sector, as does the constantly rising, extensive transnational and cross-border mobility of persons and goods. In addition to this action programme, the more recent "Trans-European Networks", or TENs, have taken on a very special meaning in recent years in connection with a united Europe and cross-border cooperation.

The development of Trans-European transport, energy and telecommunications networks (TENs) is one of the EU’s top-priority measures. This has been made clear by:

- the inclusion of TENs in the Maastricht Treaty,
- the use of high-level working groups in the European Council,
- their inclusion in the Commission White Paper on growth, competitiveness and employment, and
- the 1.344 billion euros in the 1995-1998 TEN budget line for funding the Trans-European transport infrastructure.

"Agenda 2000" also emphasises the importance of TENs for the candidate countries of Central and Eastern Europe and for developing an expanded European single market. TENs should be developed chiefly because:

- the construction and extension of TENs serves important Community goals such as the smooth functioning of the single market and greater economic and social cohesion.
- the construction and extension of TENs throughout the Community should guarantee permanently sustainable transport of goods and people with the maximum degree of social and environmental compatibility and safety, and integrate all modes of transportation while taking into account their cooperative advantages.
- the existing capacity should be used optimally and the networks of the various modes of transport integrated into one TEN each for road, rail, inland navigation, sea and air transport of goods and people, and for combined transport.

The TEN guidelines provide the general frame of reference for supporting measures by the Member States, and if necessary those of the Community as well.

The most important goal of TENs in the transport sector - with a phased timeframe for implementation running until 2010 - is the integration of land, sea and air transport infrastructure networks as specified in maps and corresponding diagrams with respect to the extent of the network. Besides establishing and updating network plans, the basic features of the action also include all planning, development
and expansion activities on a cross-border basis.

Environmental impact studies have to be carried out for all TEN expansion measures. In addition, in formulating concepts for the transport corridors all Member States and all regions are to be linked to TENs on a cross-border basis. Priority measures are:

- the creation and expansion of main and intermediate links;
- the extension of infrastructure for network access for the purpose of providing links to islands and isolated and peripheral regions; and
- the optimal combination and interlinking of different modes of transport, while including the environmental dimension in expansion of the network.

In extending networks of third countries, the Commission will decide on a case-by-case basis according to appropriate Treaty procedures whether to support network linkage and interoperability to ensure compatibility of TENs with third-country networks.

In 1996 the European Parliament and the Council adopted Community guidelines for the construction of TENs. The decision establishes (in accordance with Article 129c of the EU Treaty) the goals, priorities and basic features of TEN actions planned until 2000 and specifies investment projects of common interest. An investment framework of some 400 billion euros has been allocated so that TENs can make a major contribution to the future development of the EU single market. A committee for information and reporting was created to examine the further development of TENs.

2.2 Guidelines for modes of transport

In accordance with Article 129c of the Treaty the Community draws up special guidelines for important modes of transport, specifying goals, priorities and basic features for the actions considered.

The TEN road network consists of existing and new motorways and existing long-distance roads with high and uniform service and safety standards. The specific extension projects of TEN road transport are listed on an indicative basis in guidelines (Decision 1692/96/EC). The total network also includes the infrastructure for transport management.

The TEN railway network consists of the high-speed rail network and sections of the conventional railway network including rail connections for combined transport. It plays an important role in carrying freight and people by rail and in providing combined long-distance transport, and makes it possible to link up with other modes of transport and provide connections to regional and local railway networks. Thanks to its continuity the network offers users gradual interoperability, in particular through technical harmonisation, a harmonised train control and safety system and high quality and safety standards. In its White Paper entitled A strategy for revitalising the Community’s railways, the Commission established lines of action for a strategy designed to halt the current decline in passenger and freight transport by rail and make it into a genuine alternative to road transport, in particular by means of:
Financial consolidation of railway companies by having the Member States assume their debts;

• introduction of market forces and operation on a commercial basis by expanding vehicle access rights to all cross-border freight and passenger transport and creating trans-European "freight FREeways"; and

• integration of national railway systems which have developed according to national guidelines and therefore have difficulties in cross-border operation.

To improve the railway freight transport supply the Commission suggests creating a central office for marketing the FREeways. It considers improved allocation, establishment of cost-based fees, reduction in border crossing times and definition of quality criteria to be necessary.

The TEN inland waterways system consists of the most important rivers and canals and their connections. The system creates transport links between industrial regions and major metropolitan areas and enables their connection to sea and inland ports. The network's inland waterways must meet minimum technical requirements.

The trans-European transport network also includes the seaports, whose infrastructure offers a range of services for carrying passengers and freight, including ferry and long- and short-distance services such as coastal navigation. In 1997 the Commission adopted a "Green Paper on Seaports and Sea Transport Infrastructure".

The TEN airport network consists of airports which are located in Community territory, are open to commercial air traffic and meet certain specifications. The international and Community hubs form the core of the trans-European airport network. They ensure the Community's international transport links with the rest of the world.

3. Power transmission and telecommunications

The Community also promotes the connection, interoperability and expansion of the TEN power networks (electricity and natural gas) and access to them, with the objectives including:

• establishing the single market for energy;

• ensuring energy supply; and

• promoting the development of renewable energy sources.

The development and expansion of the TEN telecommunication networks should ensure the flow and exchange of information in the EU and allow an "information society" to emerge. It should also enable the free exchange of information between individuals, businesses and government agencies, whilst protecting privacy. The Community supports the connection of telecommunication and infrastructure networks, and the construction and development of inter-operational services and applications and access to them.
4. Development of TENs

In recent years the Commission has made great strides in extending TENs but has also experienced setbacks and major roadblocks in achieving their goals and implementing measures. Positive accomplishments include:

- the adoption of important TEN guidelines and legal foundations;
- important, albeit unspectacular progress in many TEN projects;
- the funding of TENs through public-private partnerships; and
- the launching of preliminary work to link the countries of Central and Eastern Europe to the EU, e.g. via the decisions of the pan-European transport conferences (Helsinki, 1997) on initiating and pursuing the TINA (Transport Infrastructure Needs Assessment) process.

Shortcomings include the following:

- the Council was unable to reach agreement on added budget resources for the 14 priority projects; and
- many EU Member State governments still see TEN development from a national rather than a European perspective, and therefore fail to accord the TENs the proper priority.

As a result, the Commission recommends:

- emphasising the Community benefit of TEN transport projects;
- expanding the legal framework at Union level;
- greater efforts within the Member States to coordinate, simplify and speed up approval procedures;
- formulating a mandatory scheduling and funding plan for the 14 major TEN projects to make a political statement on behalf of their implementation; and
- closer coordination between the various financing instruments of the European Union by which the TENs are supported, which requires coordination efforts at both the Community level and the national and regional/local levels.

It is also worth mentioning that linking the EU’s transport infrastructure network to those of neighbouring countries is actively supported by both the Economic Commission for Europe (ECE) in Geneva and the European Conference of Ministers of Transport (CEMT) in Paris as an overall process for developing pan-European transport routes and infrastructure. In April 1997 the CEMT adopted a comprehensive resolution on pan-European transport networks which reflects a common political desire for practical action.

5. Integrated planning

The Community’s INTERREG IIIA initiative supports regions on the internal and external borders of the EU in coping with special development problems, expanding cooperation networks across internal borders and seeking opportunities for cooperation...
with third countries. Cross-border measures worth supporting in the area of transport and infrastructure include:

- the supply of water and energy;
- development of telecommunications;
- improving transport routes in areas with underdeveloped infrastructure;
- closing small missing links in cross-border transport; and
- expanding and linking up with the TENs in the areas of energy, telecommunications and transport.

To be supported the INTERREG projects have to be incorporated into the goals and measures of the cross-border Operational Programmes. This requires integrated planning which ensures that the needs of the border region are met, the development potential is exploited and the financial potential resulting from the completion of the single market and the political changes in Central and Eastern Europe are utilised. There are three groups of arguments for improving infrastructure in the border regions:

1. the growing transport volumes and the entry of new Member States require good connections to the TENs and good cross-border interregional connections;

2. the institutions for combined transport, roads, railways and canals plus an infrastructure for tourism activities serve to promote regional economic development; and

3. enhanced regional development potential depends primarily on the specific features of the border regions; consequently, developing individual infrastructure areas internally and externally is necessary to enable various functions in the region to be more effective.

In the implementation of INTERREG I and IIA infrastructure expansion reached a relatively high level of importance, especially in the Objective I regions. New priorities were laid down in INTERREG IIA, aimed at:

- placing greater emphasis on "soft" measures; and
- according greater importance to regional and local proposals.

These priorities are being continued in INTERREG IIA. Generally speaking, transport infrastructure projects, especially large-scale ones, should no longer take up the bulk of a programme. Adequate and priority resources are available for this in the EU’s structural and pre-accession funds. Where INTERREG IIA promotes infrastructure, region-specific border problems should first be taken into consideration, and the measures should offer direct benefits to the border regions instead of just serving to develop national or international infrastructure facilities which go through border regions (e.g. in Objective 1 regions).

Infrastructure has also acquired added importance since 1996 through the Community’s INTERREG IIC initiative to promote transnational cooperation in regional planning. It is aimed *inter alia* at promoting sustainable transport and communication systems, for example through:
Practical Guide to Cross-border Cooperation

• upgrading transnational transport connections;
• developing (a network of) multinational transport hubs; and
• utilising information and communication technology for sustainable spatial development.

These measures are also being continued in the period 2000-2006 in INTERREG IIIB.

In the programmes on the EU's external borders with the Central and Eastern European countries and the borders between them the governments and regions are placing relatively high importance on upgrading the transport infrastructure. This is also reflected in the strong demand so far for Phare resources for cross-border cooperation (Phare CBC), for example for small-scale measures to improve the transport infrastructure (restoring links to and modernising border crossings). Further development of cross-border transport and communication infrastructure is considered an important condition on these borders especially for improving contacts and expanding markets.

In its Agenda 2000 the Commission notes that the successful integration of the new Member States into the EU's single market depends largely on the development and modernisation of their transport networks. It emphasises that an investment programme must already be launched in the pre-accession stage. Substantial EU assistance should be granted above all for expanding TEN-related transport corridors.

Consequently, in the redevelopment of the Phare program, support for priority transport investment projects in the Central and Eastern European countries was increased starting in 1998. As of 2000 these will also be supported by the new structural policy instrument for preparation for accession (ISPA). These measures will help develop the pan-European transport networks in the Central and Eastern European countries while at the same time promoting cohesion in a larger European context.

In addition, in recent years the TINA (Transport Infrastructure Needs Assessment) process has been initiated in conjunction with the EU's eastwards enlargement and in the context of the pan-European transport conferences in Prague, Crete and Helsinki in 1997. The TINA group, comprised of senior officials of the Member States and accession countries (MCs and ACs) has developed proposals in recent years for the future transport infrastructure in Central and Eastern Europe together with the permanent TINA Secretariat.

6. Prospects

In its Communication COM (1998) 716 the Commission reiterated the goals of the common transport policy and called for "sustainable mobility" as a "prospect for the future", defining important tasks for the period 2000-2010 as:

• creating sustainable mobility and constantly assessing it;
• raising efficiency and competitiveness;
• improving quality and safety; and
The following infrastructure measures can make a special contribution to improving linkages and developing regions on both sides of national borders and providing the conditions for cross-border cooperation:

- orientating goals for expanding infrastructure in border regions towards common structural concepts in spatial planning, regional policy requirements and corresponding national and European considerations (TENs), not just towards special technical criteria (e.g. transport volumes and flows);
- joint coordination of infrastructure planning on both sides of the border;
- closing existing cross-border infrastructure missing links between regional, national and trans-European corridors and networks;
- expanding large-area infrastructure links in border regions to reduce disadvantages stemming from their peripheral European or national location (Southern Europe, the Pyrenees, the Alps, Central and Eastern Europe, Northern Europe);
- developing a multimodal, cross-border transport infrastructure, including transport hubs;
- improving the flow of traffic and eliminating bottlenecks;
- extending cross-border networks of local public transport;
- building and expanding border crossing points at the EU's external borders in Central and Eastern Europe to shorten waiting times and speed up transport;
- developing production and marketing activities in the transport sector across borders;
- extending or creating cross-border energy, water, IT and communication networks at regional and local level;
- eliminating border-related barriers in utilisation and the rate systems of power, IT and communication networks;
- expanding information and communication networks and related services, and building data banks; and
- building joint facilities for research, development and technology transfer.

In transport and infrastructure as well, the border and cross-border regions - as bridges to neighbours on internal and external borders - are becoming a touchstone on the way to a "border-free Europe".
SUMMARY AND TYPOLOGY OF POTENTIAL ACTIVITIES

Integrated strategic planning

- Policy and technical planning coordination of transport infrastructure between the different authorities, and development of a transport strategy as part of an overall cross-border strategy.
- Development of data banks and control systems.
- Meetings and regular contacts between officials and experts in transport and related fields.

Research and studies:

- Investigation into bottlenecks in cross-border water, road and rail infrastructure and other problems.
- Joint studies of the linking and development of infrastructure facilities in public transport, including air transport and airports.
- Studies of new opportunities in cross-border cooperation, i.e. improved logistics and multimodal transport.
- Analyses of fair and efficient prices in cross-border transport for the purpose of efficient utilisation of infrastructure, fair conditions of competition and reduction in transport strains.

Closing missing links in the transport and supply network:

- Official and informal border crossings.
- Improving links in the supply network (telecommunications, water, wastewater, gas, electricity).
- Improving the basic cross-border infrastructure in less-developed border regions.
- Development or modernisation of cross-border transport.

Other cross-border improvements:

- Improvement of access to existing border crossings, airports and other transport facilities.
- Development of multimodal facilities, i.e. trans-shipment centres and container terminals on roads, rail lines and waterways.

Manufacturing and marketing activities and improvements:

- Development and promotion of facilities for transport companies on both sides of the border and upgrading the conditions for companies wishing to locate in the region.
- Formulation of a joint marketing and promotion strategy for local transport companies in the border region. Steps must be taken to ensure that investments are mobilised as well as possible.
- Development of a "transport image" for the entire border region.
LACE INFO-SHEETS: SELECTED PROGRAMMES

Many of the INTERREG IIA programmes contain themes and priorities for developing cross-border transport and infrastructure. Special importance is attributed to integrated strategic planning, analyses and studies, the closing of missing links and further improvements in the cross-border transport and supply network. A few of the programmes are described below. Further information is available in the 6/1998 Info-Sheet and the LACE project database.

INTERREG IIA Programme No. 18 Ems-Dollart Region (D/NL)

The INTERREG IIA programme designates the Ems-Dollart region as a national peripheral area with low-density population and industry, and weak infrastructure. In 1977, the active cross-border cooperation between chambers of industry and commerce, districts and municipalities which had begun in the 1960s led to the establishment of the Ems-Dollart region (EDR) as an association which in 1997 was transformed into an administrative association for public service under public law. The most important guiding principle in the INTERREG IIA programmes is optimization of infrastructure through outside development planning and linkage to the international transport network, and through internal transport development.

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INTERREG IIA Programme No. 23 Pomerania (D/PL/S)

The INTERREG IIA programme includes the German portion of the area of the POMERANIA Euroregion, which since 1995 has included the municipal administrative association for special public service of the municipalities of Western Pomerania POMERANIA (PL), and since 1998 the municipal association Skåne (S) on a maritime cross-border basis. The key condition for exploiting the site-related potential and increasing the economic strength of the German and Polish portion of the POMERANIA Euroregion is overcoming its peripheral situation through international infrastructure links (East-West, North-South), improving border crossings and developing ports, especially the port of Szczecin. The necessity and urgency of developing the transport infrastructure for this region has also been fully acknowledged since 1994 under the Phare CBC Poland-Germany programme.

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Secretariat EUROREGIONU POMERANIA
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PL-71-335 Szczecin
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INTERREG IIA Programme No. 28 External borders in Greece (GR)

The INTERREG IIA programme includes Greek border areas on the EU’s external borders such as those with Albania, FYROM, Bulgaria and Turkey. The main goal is to promote cross-border cooperation with neighbouring countries. This requires above all developing the basic infrastructure such as roads, cross-border rail transport and airports, and extending the telecommunications network.

Contact:

Ministry of National Economy
Nikis 5
GR-101180 Athens
Tel.: +30 1 3332446
INTERREG IIA Programme No. 38 Rhône-Alpes (F/CH)

The INTERREG IIA programme includes the French border regions of the Départements of the Rhône-Alpes region (Ain, Haute-Savoie), and on the Swiss side of the border the cantons of Geneva, Waadt and Wallis. The programme's main goal is cross-border cooperation in business, infrastructure and protection of the unusual environment. This involves primarily creating industrial parks and cross-border infrastructure facilities: building airports, high-speed rail links, urban railways and motorways, and creating connections across Lake Geneva.

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Préfecture de la Région Rhône-Alpes
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F-69003 Lyons
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INTERREG IIA Programme No. 55 Southeast-Finnish Region (FIN/RF)

The INTERREG IIA programme includes areas in southeastern Finland east of Helsinki and in the Leningrad oblast including St Petersburg (RF). The programme's main goals include measures to extend the European transport corridor through the gateway to Russia on Finnish territory. This involves mainly developing border crossing points and upgrading transport connections, including water transport.

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INTERREG IIA Programme No. 44 Italy-Albania (I/ALB)

The INTERREG IIA programme includes a sea border in the southern part of the Adriatic Sea on the edge of the EU, in the provinces of Bari, Brindisi and Lecce (I) and a few coastal provinces of Albania (ALB). The top priorities are development of the transport and communication systems and cooperation across sea borders with Albania. Specific infrastructure measures include:
- development of the ports at Bari (I) and Vlore (ALB),
- extension of an air transport network in Albania,
- production of a fibre optic cable link and development of the telecommunications sector.

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Assessorato Affari Communitari
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INTERREG IIA Programme No. 31 Spain/Morocco (E/MRC)

The INTERREG IIA programme includes the provinces of Cadiz and Malaga in Andalusia and the towns of Ceuta and Melilla, Spanish enclaves on the African continent. The programme is focused on the sea border area between Europe and Africa and promoting transport links through three types of measures:

- transport connections and links for the support areas,
- telecommunications,
- port expansion in Algeciras, Cádiz, Ceuta and Melilla.

Contact:

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The cross-border cooperation area of Hainault/Nord-Pas-de-Calais/Picardy (F) is strongly typified by a decline in traditional economic activities. Upgrading of the broadband telecommunication infrastructure was seen as a possible springboard for a targeted policy to fundamentally restructure and modernize the border region's economy. Construction of a 54-km high-capacity fibre optic link between the two cities of Valenciennes and Mons began in 1994. A consent agreement defines the project's goals and specifies the required funding and arrangements for the cross-border use of the fibre optic infrastructure. A "European Economic Interest Grouping" (EEIG) assumed day-to-day management of all administrative, financial, technical and publicity aspects of utilization of this fibre optic infrastructure. The actual work on the fibre optic link was completed in late 1995, which quickly resulted in intensive cooperation between chambers of commerce, universities and local TV stations. The universities soon asked for additional connections. Other actors (e.g. clinics, the media and the IT sector) are also showing increasing interest in using the fibre optic infrastructure. A follow-on project submitted under INTERREG IIA is "Extension of the high-capacity fibre optic network link between the university centres of Valenciennes and Mons".

Some of the key goals are:

1. functional use of the fibre optic-based high-capacity network;
2. development of cross-border cooperation in the area of image generation and services related to the fibre optic network;
3. enabling technology transfer between the production sites involved and industry; and
4. promoting synergies of new equipment for digital image generation.

A qualification test for the optical signal transmission between the two main nodes near the border, an efficiency test of the ATM 155 megabit/second link and a study of its connection with other existing networks were done by the end of December 1997. High-capacity transmission of all types of information (text, images, sound) on the "cross-border data highway" is now possible using ATM technology, so that the new link raises the transmission speed to almost 20 images per second.
The Salzburg-Berchtesgadener Land-Traunstein (D/A) Euregio with some 500,000 residents is considered an attractive business location in Europe which takes advantage of its opportunities on a cross-border basis. The cross-border integrated transport system - known as "Land Salzburg-Landkreis Berchtesgadener Land" - was initiated in 1997 after the German district was included in the Austrian integrated transport system through a cooperation agreement with the province of Salzburg without a special bilateral treaty.

Since then, all residents of this Euregio have been able to travel to and from all bus stops on both sides of the border with a single ticket and at a single fare. More specifically, a system of rate zones was developed and electronic ticket machines were installed. The cross-border integrated transport system and the new transport model harmonized two previously different public transport systems in both legal and financial terms (one ticket, one fare). Each ticket is read as a data element and divided up according to a honeycomb-shaped rate zone model. Currency and exchange rate problems, different tax rates and the legal framework conditions are taken into account.

The ticket revenues are allocated to the states, local authorities and transport companies through the Salzburger Verkehrsverbundgesellschaft. The results to date: passenger numbers for local public transport are up and the region's favourable location and its integration and cooperation with the Salzburg centre have been strengthened.

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Upgrading transport connections in the Pyrenees – INTERREG IIA (E/F)

In 1988 the "Pyrenees Association" (CTP) approved:
- the creation of two high-speed sections along the Atlantic coast and the Mediterranean Sea;
- the reorganization of the two conventional railway lines in the western and eastern Pyrenees and construction of a conventional section meeting international standards over the central Pyrenees.

The road transport system provides for creating a network distributed evenly throughout the Pyrenees area:
- coastal motorways on the Atlantic and the Mediterranean (E5/E70/E80 and E15);
- partial renovation of long-distance roads in the central Pyrenees through the Cerdagne region (E9) and Somport (E7),
- two parallel roads in the northern and southern Pyrenees.

The two coastal sections on the Mediterranean and the Atlantic carry over 80% of the Pyrenees border traffic. It became accepted that the two sections through the central Pyrenees linking Toulouse with Barcelona and Pau with Zaragoza can help improve transport as well as economic and social ties. In 1991, France and Spain approved the construction of a 40-km tunnel under the Somport pass. Of direct importance from the local perspective was safer travel, while from the international standpoint it was an improved link between the mountain regions and their administrative and economic centers, better regional communication between the regions of the Andours-Garonne region and the Ebro valley, better cross-regional links between Aquitaine, Midi-Pyrénées and the Spanish regions, and also consideration of the necessary environmental conditions with the stated goal that the section would not develop into a main transport artery.

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Transport infrastructure – Study (IRL/UK)

This project is conducted on a cross-border basis by the Irish Border Area Network (ICBAN) and the North West Region Cross-Border Group (NWRCBG). The study's findings are to generate clear recommendations for expanding the transport infrastructure based on a cost-benefit analysis. The recommendations published in 1998 contained goals for:
- expansion of main roads and preservation of regional roads,
- bases for investments in ports and airports,
- a strategic assessment of the overall transport infrastructure.

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**Szczecin – port and Oder expansion (D/PL)**

The ports of Szczecin/Swinovjscic together form the Baltic Sea's largest port complex. A reorganization and port expansion has been in the works since 1997. In addition to expanding the ports this includes renovating road connections, building rail and road bridges and developing the computerized shipping traffic system. Over 25 million tonnes are already handled annually in this port and river complex of the POMERANIA Euroregion. Expansion of an international yacht and recreation centre on Babic Lake is also planned.

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**Helsinki-St Petersburg railway link (FIN/RF)**

This rail link was built 130 years ago as a single-track section. Today it is considered the most important segment of the Finnish west-east link and is a high priority in the "Nordic Triangle” TEN project. The main effort under INTERREG involves expanding the border railway stations, to be facilitated by using the same gauge. The railway traffic between Helsinki and St. Petersburg has already been eased considerably through expansion of the railway sections and port connections. The southern and northern Karelian border area of Finland should be fully developed by 2006.

**Contact:**

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**Improved access to the Guadiana bridge (P/E)**

The Guadiana is the natural border between Andalusia and the Algarve. Cross-border connections in the past were poor. Many visitors to Andalusia and the Algarve have used the recently completed bridge (some four million in the direction of the Algarve in 1994). The bridge is the most important connection between the two border regions, making it very important to regional economic development.

To optimize the use of the bridge, the connections to the main roads have to be improved. The project's main goal is to develop a good road network and stimulate economic development in both border regions. Good connections ensure better access to markets on both sides of the border.

This project was supported by the Commissão de Coordenacão da Região do Algarve (CCR Algarve) and the national office for road construction of the Junta Autónoma de Estradas (JAE). The total investment was 20.5 million ecus, of which 70% was funded by the EU.

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**New ferry link in the Elbe-Labe Euroregion (CZ/D)**

The Elbe-Labe Euroregion is a popular holiday destination. Its tourist potential was boosted with the opening of the border between the Czech Republic and Germany. In the past the only cross-border connection in the Elb valley was the road at Schmilka. This road crossing had many problems since it was used by all traffic, including cyclists and pedestrians. This caused bottlenecks and backups during the holiday season and on weekends, with lengthy waits at the border crossing. In addition, the German and Czech border controls are one kilometer apart from each other. That is particularly inconvenient to cyclists and pedestrians since they have to share the road with the auto traffic. The new ferry link between CZ and D in the Schöna area was opened in 1997 and is growing increasingly popular. Some 300,000 passengers are carried across each year.

The new border crossing also connects the Schöna (D) railway station with the village of Hrensko (CZ), thus shortening waiting times in Schmilka. The new link, which starts in Schöna, also makes the Meißen-Pirna-Schöna railway line more attractive, thus reducing the volume of traffic in Schmilka. The project supports the border region's economic development, relieves pressure on the environment and encourages tourism. Several roads, railway lines and bicycle paths are expected to be connected to the new ferry station in Schöna on the German side, while the Czech side is presently working to expand its rail bus connection from Decin to Schöna.

The project received support from Phare (200,000 euros) and INTERREG IIA (577,200 euros). Responsibility for it was assumed by Reinhardtsdorf-Schöna, which ensured participation of the local level in the preparation and implementation stage. The project is expected to improve the horizontal and vertical cross-border cooperation between local and regional decision-makers.

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Modernisation of the Ballinamore-Ballyconnell canal, the Shannon-Erne waterway (IRL/UK)

This large infrastructure project links the Irish waterways of the Shannon with Northern Ireland’s Erne (UK), and includes the modernization of the canal system which has been neglected for 100 years.

The project’s main goal is to stimulate the border region’s long-term economic development, strengthen cross-regional structures and create a sound basis for cross-border cooperation and municipal development. The farmland of this rural region is of poor quality so it holds only small farms and the scenic region has become depopulated. The economic development plan joined modernization of the waterway with development of tourism centres, in particular boat rentals to people on holiday, canoeing, fishing, hiking, and scientific and archaeological interests.

A suitability study was done in 1989. Construction work began in early 1991 and the project was completed in the spring of 1994. The project contained numerous building operations including the construction of a new canal (minimum width 13 m, depth 1.55 m, length 62 km) and restoration or renovation of 16 locks and 34 bridges spanning the canal. The canal was developed in an environmentally sensitive manner since the project also included preserving wetlands, protecting habitats and improving water quality.

This joint project was carried out by the Irish and Northern Irish (UK) governments. It was funded by the authorities and three municipal administrations. Interest groups and the local communities of the border region were also consulted.

In addition, administrative, maintenance and marketing structures were developed to maximize exploitation of the waterway's economic advantages. INTERREG I provided 12 million euros to support the project. It was also supported by the Operational Tourism Programme (IRL) and the International Fund for Ireland (IFI). The total cost was approximately 38 million euros.

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Regional energy planning (AL/GR)

This project dealing with regional energy planning includes cooperation between Albania and northwestern Greece (the regions of Epirus and West Macedonia). The goal of the project is to assess the regional national energy sources in terms of usability in the regional energy policy, development of a joint strategy, support for the proposed energy plan and exchange of experience in the energy sector between Albania and the European Union. The project is being carried out over 19 months. Important tasks include collection of existing reference studies plus data and information. In addition, the current situation and the project are being evaluated, an introductory report prepared and recommendations drawn up for a cross-regional energy plan. The project is supplemented by a programme based in Ioannina (GR) and Tirana (AL) to develop a training and information service for disseminating the results of the above studies. This service also furnishes details on the joint energy plan and the transfer of information and know-how in the energy sector, including the use and advantages of information technology and a data bank. The project was supported by the EU’s Synergie Programme. Its steering committee contains Greek and Albanian members (representatives of the Egnatia Epirus Foundation of the National Technical University of Albania and the Albanian EU Management and Dissemination Centre).

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Border-free integrated transport system in the Öresund region (DK/S)

A mixed policy group was assigned to formulate the goals of the Öresund committee: to fulfil the dream of the border-free integrated transport system in the Öresund region. The study is intended to look into the issues of:

- a competitive integrated transport system in the region,
- direct transport links between many villages on the Danish and Swedish sides of the Öresund,
- bridge construction to remove barriers, with bridge use as cost-effective as use of country roads,
- coordination and joint planning of investments, and
- unification of the ticket and taxation system.

The goal of the project was to develop a report on the integrated transport system, to include an action plan of recommendations for the system, toll fees and cooperation between administrative agencies. This report greatly contributed to making it possible to solve major problems after the “fixed link” (tunnel/bridge) over the Öresund was completed in 2000.

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Cross-border Kungspilen municipal railway (S/N)

The goal of this project is to establish transport links for commuters between Sweden and Norway.

In 1993, ARKO Cooperation submitted the first blueprint for a regional municipal railway with the goal of improving opportunities for work, care services, cultural exchanges and so forth along the Kristinehamn – Karlstad – Arvika – Kongsvingar – Lilleström – Oslo section.

ARKO Cooperation received INTERREG funding support for this project in 1996:

"Cross-border links", a group comprised of members of SJ, NSB, Värmlandstrafik AB, Nedmark fylkeskommune and ARKO Cooperation was assigned to formulate the bases for the decisions on technical solutions, calculations, travel studies, funding proposals, local traffic suggestions, organization and so forth, with the goal of starting the test period for the Kungspilen region in 1998-1999.

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ARKO Cooperation
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Kvarken nodal point (FIN/S/N)

The goal of this project is to prepare and set up a virtual information base for companies in the Kvarken region. This base should operate as the shared "commercial centre" for participants who use the Internet to conduct business and find business partners on a cross-border basis.

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CHAPTER C 4: TOURISM

OUTLINE:
This chapter focuses on the potential for tourism development as a route to diversification and restructuring of border regions, based on “niche” tourism strategies. Whilst some border regions must deal with problems associated with mass tourism, others, especially those “lagging behind” in their development, tend to have a good potential for tourism. Main activities to promote tourism development in cross border regions focus on cooperation at strategic level to research opportunities and design joint strategies, followed by creating joint tourism products, marketing strategies and support services.

KEY POINTS:
- Tourism can act as a catalyst for structural adjustment and development of cross-border regions and can contribute to development across a variety of fields including labour market (new skills and alternative employment), infrastructure and facilities (roads, transport, accommodation and leisure facilities) and investment and new business location;
- Tourism development strategies must be based on the concept of sustainable development and awareness of potential weaknesses associated with the negative effects of tourism (on the environment, agriculture, local communities, etc.). Environmental aspects must be integrated into the decision-making and management of tourism projects.
- Successful tourism development in the regions requires cooperation at strategic level (planning products, markets, etc.) and at the level of practical action/projects involving a wide range of interests (public, private, community);
- The existing strong competition between the border areas needs to be replaced with the idea that a cross-border region can jointly offer a unique product or range of products.
- Successful tourism development strategies relate to creating a diversity of products and services to attract and retain tourists in the first instance and for longer periods; effectively targeting segments of the market; and delivery of “total” quality services.

EXAMPLES:
- Border Fortifications – cross-border meeting points (E/P)
- Hospitality Ireland – (IRL/NI)
- Kingfisher Cycle Trail - (IRL/NI)
- Ferry Link (D/CZ)
- Village Renovation (D/CZ)
- Collaboration between the Regional Tourism Federation of Languedoc-Roussillon and the area of Garrotxa (F/E)
- The North West Passage (IRL/NI)
- Tourist Map Galicia/Norte (E/P)
- Creation of Centres of Tourism Services and Computer Network Information (PL/LT)
- Riding Facilities’ Improvement (A/SLO)
- Skanland Summer Tourism (DK/SE)
- “Livonian Pearls” (ES/LV)
- Selected project examples from LACE Info-Sheet III
OVERVIEW

1. Context

This chapter is concerned with cross-border cooperation in the field of tourism. Tourism is regarded as an important component of regional economic development actions and a significant source of employment in the European Union. This was recognised in the Treaty of Maastricht which acknowledged for the first time that EU policies should include measures in the field of tourism. In the vast majority of cross-border regions, tourism is now an important component of development strategies or concepts, and is one of the priorities in their INTERREG Operational Programmes.

In April 1995, the European Commission published a Green Paper on the role of the European Union in tourism development, which aimed to stimulate debate on how to maximise the effectiveness of the EU's role in assisting tourism. The principal EU instruments to support tourism include the following:

- the EU Structural Funds through the main Community Support Frameworks and Single Programming Documents and several Community Initiatives (especially Leader in rural areas and INTERREG) offer a major contribution to the development of tourism in regions of the EU and seek to achieve the objectives of economic and social cohesion as defined under article 130a of the Treaty;
- the internal market policies which are promoting a favourable environment for the growth of trade likely to promote intra-Community tourism and the idea of the EU being a single tourist destination for tourists from outside the EU.

The development of tourism can help address many of the typical development needs and weaknesses of border regions - these include the promotion of a diverse range of economic activities in border regions; the creation of new employment opportunities, an increase the number of jobs, and the development of new skills; offering a means for the conservation of the natural and cultural heritage of a region and opportunities to increase the range and quality of local amenities and services, and local infrastructure.

2. Needs and Priorities in Cross-Border Regions

Needs and priorities in cross-border regions related to tourism display strong mutual dependencies. The quality of the environment is a key factor in establishing the potential for tourism development in a region; the type of tourism which can be developed (i.e. mass tourism covering both “summer” tourism in coastal areas and “winter” tourism in mountainous areas based on skiing/winter sports, or “niche” tourism based on cultural heritage, activity-based tourism, rural tourism) as well as the quality of the tourism products and types of visitors which can be attracted.

This applies to tourism development in both rural regions which can be based on either “mass” or “niche” tourism where landscape, physical features and lack of pollution are key environmental factors and city-based tourism based on culture, heritage and leisure where the quality of the built environment and supporting infrastructure and services including transport connections to and within the area are of key importance. Cross-border regions, especially those “lagging behind” in their development
tend to have a good potential for tourism development. Building on and developing this potential can act as a catalyst for the structural adjustment and development of these regions, and can contribute to development in a number of other fields. In particular:

- **Regional economic development**: Tourism is often a relatively new area of economic activity in cross-border regions and can promote the diversification of the regional economy and the generation of additional economic activity and income, directly in the sector and also indirectly by creating new markets for local products and services;
- **Regional labour market development**: Tourism is generally employment intensive, and this makes it particularly attractive in terms of job creation potential. The development of tourism can create additional jobs and alternative employment opportunities and help address employment problems in cross-border regions such as problems of unemployment brought about, for example, by changes in cross-border related activities and loss of jobs in traditional sectors, as well as under-employment and low participation rates in the labour market (e.g. women, part-time farmers etc.). In the process, it also stimulates the creation of new skills;
- **Infrastructure and facilities development**: Modern tourism demands a high quality infrastructure and services including a network of roads, railways, airports, telecommunications, tourist information centres, accommodation and leisure facilities. It also requires effective (public) services such as public transport and health care as well as shopping facilities;
- **Investment and business location**: The existence of such infrastructure and facilities combined with a high quality of life and environment, in turn, influences the attractiveness of a border region as a location for companies to invest. In terms of quality of life and environmental factors, cross-border regions tend to have a comparative advantage over regions situated in the main economic centres.

The extent to which tourism can act as a catalyst for economic development in cross-border regions depends largely on the characteristics of the region in terms of tourism resources (coastline, mountains, cultural heritage), the mix of resources present and the degree of emphasis that strategies and activities devote to tourism promotion; and cross-border cooperation.

### 3. Typical Problems in Cross-border Regions

Tourism, environment and infra-structure problems in cross-border regions tend to be inter-related. A key issue, especially in rural cross-border regions, is to promote the development of types of tourism which are compatible with maintaining a high quality environment, and in some cases avoiding or addressing existing problems of environmental damage caused by “mass tourism” and poorly planned infrastructure development. Main difficulties relate not only to integrating the different aspects of policy (i.e. integrating environmental concerns into tourism development strategies), but doing this in a situation where the barrier effects of the border also need to be overcome.

The barrier effect of national borders traditionally has had a negative impact on the development of tourism in cross-
Practical Guide to Cross-border Cooperation

Border regions such that these regions for many years have been unable to fully exploit their tourism potential. Main problems related to tourism development in cross-border regions can be summarised as follows:

- lack of information on the potential strengths of the cross-border region as a whole, to act as a basis for developing a diversity of tourism products, fully exploiting existing investments in tourism infrastructure and services, and planning new developments;
- the problem of existing or potential conflicts between tourism and other aspects of development on both sides of the border, especially in the case of “mass” tourism areas. These include tendencies toward over-reliance on tourism and the creation of new dependencies and imbalance in the regional economic structure, and incompatibilities in terms of negative environmental effects and erosion and lack of integration with the local culture, and way of life of local communities and people;
- lack of cross-border contacts and networks between public institutions, counterpart tourism promotion agencies, and other organisations including private companies to order, develop and support common efforts in tourism activities, especially to develop sufficient strengths and resources to invest in developing in new quality tourism products and markets;
- weaknesses in the transport and economic infrastructure needed to serve tourism development, thus making border regions more costly destinations to reach in the first instance and lacking the internal connections and infrastructure to retain visitors or attract them at different times of the year (i.e. to overcome problems of seasonality).

These include weaknesses in border crossings (roads, cycle paths, tourist routes etc.), public transport across the border, facilities and accommodation networks, and difficulties in attaining the quality standards expected, especially by high income groups;

- lack of skills and know-how needed to offer high quality services in tourism businesses in the cross-border region; lack of the market knowledge and skills to inform the development of tourism products, and to market tourism effectively in target markets. An important weakness in relation to tourism development, particularly in rural peripheral regions is the leakage of benefits in terms of income and employment from local businesses and people in the cross-border region due to reliance on external operators, and transport and travel companies;
- the perception of strong competition between the area on either side of the border, making cooperation difficult. This perception, however, tends to be misplaced in the context of longer-term development of tourism in a cross-border region. Tourism increasingly is a global market where competition comes from many sources and not mainly from neighbouring areas. In this context, successful tourism development strategies relate to creating a diversity of products and services to attract and retain tourists in the first instance and for longer periods; effectively targeting segments of the market; and delivery of “total” quality services.

4. Types of Action to Promote Cross-Border Cooperation
The emphasis of strategies and actions in these policy fields in cross-border regions need to focus on the interdependencies between environment and tourism development. It is not only the interdependence of tourism and environmental policies that influences the process of regional development, it is also the synergy that can be gained from cross-border co-operation in both fields. Thus, the importance of an agreed strategy is vital for the opportunities to be maximised and the threats to be minimised. Considerations of effectiveness highlight the need for a strategic approach based on assessment of problems and potential, identifying cross-border priorities and adopting a long-term time perspective. A key consideration is to ensure that environmental aspects are integrated into the decision-making and management of tourism projects. Conclusions of the LACE Annual Conference in 1999 in Joensuu on the theme of reconciling development opportunities with environmental and agricultural interests stated: “Favouring forms of sustainable development in tourism means, in general, that activities harmful to the environment, natural resources or agriculture should be avoided. In this way a harmonious coexistence between tourism and environmentally friendly agriculture shall be achieved”

Cross-border regions often share the same historical and cultural traditions and attractive natural landscapes. In both cases, cross-border regions can benefit from cooperation - cooperation can help create greater diversity and differentiation of the range of tourism and environmental products; create economies of scale and make promotion more effective, and can help better address specific problems or issues for tourism development - such as finding solutions to the problem of seasonality, improving sustainability of employment in tourism in the cross-border region, and increasing tourism opportunities outside the traditional periods as the range of products increase. Main types of action in border regions to promote tourism development relate to the following:

• cooperation at the strategic level to jointly plan the development of the tourism products and services offered by the region, markets and marketing and the integration of cross-border tourism development into other aspects of policy - particularly, transport infrastructure and services, environment, and human resources development. Joint work on strategies’ development begins from cooperation on a range of preparatory actions including audits of tourism resources (natural attractions, infrastructure, services), identification of strengths, weaknesses, opportunities and threats (SWOT), scoping, sectoral studies, and market studies etc. and identification of common priorities and objectives (e.g. addressing seasonality aspects) and opportunities for cooperation in action;

• cooperation in specific project and action areas involving the wide range of institutions and operators in the tourism sector - including regional tourism promotion agencies, local authorities, tourism operators, transport companies, businesses and local communities. The range of actions undertaken at this level include: cooperation in external promotion of the cross-border destination (e.g. by the regional tourism organisations), developing networks of cycleways, walkways, routes, sign-posting, mapping of tourism routes and places of
interests; creating joint tourism information systems on amenities, accommodation, transport connections etc.; joint development, designation and management of common resources such as national parks, beaches, coastlines, lakes etc.; joint marketing and creation of cross-border networks of tourism providers (accommodation, services); joint training in skills required by the tourism industry including foreign language skills; and business support services for tourism businesses.

The important role of tourism for many cross-border regions was highlighted on many occasions during the Joensuu LACE Conference, with the following messages emerging from the event:

- Tourism is an essential element in economic development for border regions;
- Focus must be placed upon developing appropriate infrastructure to help cross-border regions maximise their tourism potential;
- The quality of the tourism product must be improved in most regions to maximise the added value of the sector;
- Joint marketing strategies and strong tourist support networks must be a priority for all future cross-border tourism efforts.
LACE INFO-SHEETS: SELECTED PROGRAMMES

Many of the INTERREG II A programmes include a tourism priority. Selected programmes are summarised below. Fuller information is available in LACE Info-Sheet III.

INTERREG IIA Programme No. 17: Germany-Luxembourg (D/L)

The region benefits from its natural and regional attractiveness with uplands and river valleys. Therefore new opportunities for soft tourism based on these favourable factors linked with nature have to be developed. This could among other things be done by anticipating on trends like ‘second’ holidays and culturally oriented holidays. To do this in a cross-border context calls for an integrated approach, in which the adaptation and improvement of cross-border infrastructure has to play an important part. At present, tourism is already an important economic factor in this cross-border region. Therefore about 20 % of the EU contribution to this INTERREG programme is spent on tourism. Project examples in this field are:

- The European Tourism Institute (ETI) whose main task is to improve the economic structure of the border region and to deliver new impulses for cross-border tourism development in the region. This project resulted in 15 long-term jobs;
- Work on the Mosel Valley (Europäische Tal der Mosel), in which an attempt is made to develop a spatial tourist concept based on the restoration of the cultural and natural identity of this cross-border region.

A general objective of the INTERREG II Programme also strongly linked to the area’s spatial structure is the need for sustainable development. From the cross-border point of view, priority is therefore given to water purification activities in the rivers and to natural parks. Measures in this programme will also be directed to the preservation or restoration of the natural environment, as far as it has been affected by industry, tourism and intensive agriculture. Project examples are:

- The construction of common cross-border water purification and treatment installations;
- The substitution of fast growing coniferous woods by mixed forest taking as much as possible the natural growing conditions and circumstances into account.

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INTERREG IIA Programme No. 26: Bavarian-Czech Border Region (D/CZ)

After the Second World War, the "Iron Curtain" turned this cross-border region into a totally peripheral area in relation to the Czech Republic for over 40 years. The result was that joint cross-border initiatives to make this a more favourable location to develop its tourism potential and to strengthen cross-border tourism and environmental protection activities were either barely possible at all or were very limited in scope. The promotion of tourism to aid socio-economic development has therefore been given a very special role in cross-border development plans.

Neither the potential for tourism on either side of the border nor cross-border tourism could be fully exploited until now. However, the natural environment and landscape offer ideal development opportunities for tourism and short-term leisure activities. This in turn will help to improve the area's economic structure and enhance the assets it has to offer as a location.

Successful steps have already been taken. These include cross-border cycle and hiking routes, a cross-border German-Czech information centre, which primarily deals with tourist matters directly on the border in the Euregio Bavarian Forest/Bohemian Forest, cooperation between German and Czech thermal baths in the Euregio Egrensis area, a cross-border countryside group combining a number of environmental projects, cooperation between museums on both sides of the border which organise joint touring exhibitions and numerous cross-border tourist and cultural events (festivals, orchestral concerts, German-Czech symposia).

Examples of activities which are currently being prepared or planned include a cross-border local public transport group, which will also develop tourism potential, and an archaeological theme park.

Throughout the Bavarian-Czech border region, considerable efforts are clearly being put directly into making the area more attractive for tourism and leisure activities of a local nature, such as the creation of more joint recreation areas or initiatives directed at developing national parks and nature reserves. One particular cross-border development priority is therefore to improve the competitiveness of tourism, whilst respecting the specific features of the region.

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INTERREG IIA Programme No. 33: Corsica-Sardinia (F/I)

In the field of tourism, the steps currently being implemented deal with three major areas:

• promotion of the sea basin with the development of sailing and other water sports as well as the introduction of new tourist products. The specific intention is to work towards the completion, rationalisation and integration of the Corsican-Sardinian port network in an attempt to diversify, promote and reinforce water-related tourism;

• development of tourism and cultural routes and of tourist products (archaeological and historical trails, golfing, discovery and nature trails, the promotion of historic and cultural heritage in the province of Sassari and the department of South Corsica;

• aid for the marketing of tourist products and for the development of a common customer base on the two islands (the promotion and marketing and sale of common projects by pooling the assets of the sea basin and inland region as well as the promotion of the image of the two islands).

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Tourism is a major field of cooperation between Corsica and the Province of Livorno. Within the context of the INTERREG Programme, the promotion of tourism is supported by a number of activities such as:

- Research and analysis to identify marketing strategies and the development of common tourism products such as making best use of the marina (improving reception at leisure ports and their hinterland, organising nautical tourism with infrastructures and logistics), or the redevelopment of old centres such as Bastia and Leghorn. Structural work will be carried out either for the provision of services to tourism companies or directly to tourists. In addition, collaborative activities among tourism companies from both regions will be encouraged in order to promote and market common tourism products.
- Setting up partnerships among tourism operators in order to organise joint events (shows, exhibitions, etc.).
- Improving maritime traffic conditions and increasing security and related services, particularly with regard to high-speed maritime navigation requirements and the significant increase in leisure boating.

Because of the close relationship between tourism and the quality of the environment, various measures have been taken in common areas:

- A method for developing tourism products and managing heritage using geographical information systems. It consists of developing the tourism products that are best adapted to a specific set of circumstances, not only a particular area but also the time of year and the motivation of clients.
- Research studies and exchanges of experience to develop projects to safeguard the marine environment and to make best use of natural resources. As far as marine parks are concerned, for example, protection and conservation requirements are reconciled with economic ones, in particular tourism and environmental heritage. The Tuscan Islands Park is currently being set up.
- Exchanging experience in the field of fire and major risk prevention

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Regione Toscana/Giunta Regionale, Dipartimento Sviluppo Economico
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INTERREG IIA Programme No. 39: Ireland/Northern Ireland (IRL/UK)

Tourism requires extensive development after 25 years of violence. This situation is considered to have made the cross-border region, despite considerable tourism assets and potential, to be one of the least developed tourist regions in Ireland and the United Kingdom. Under INTERREG I tourism projects received 16.537 MECU from the ERDF (21.8% of the total EU contribution).

Under INTERREG IIA tourism (a specific measure under the Regional Development Priority) has an allocation of 17 MECU from the ERDF (10.84% of the total EU contribution). The tourism measure supports projects which develop the potential of the region’s natural assets and improve accommodation and services for visitors. A stronger emphasis is placed on marketing and quality product and service development. EU funding supports cross-border marketing campaigns and the development of complementary tourism products and services including further development of heritage centres and cultural tourism events. These are considered to be important to address problems of seasonality and to offer a more diversified tourism product, focused especially on the attraction of overseas’ visitors.

**Budget:** Euro 615,000 (£400,000) total costs

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LACE INFO-SHEETS: SELECTED PROJECTS

LACE Info Sheet III has included information on several good practice projects in the field of tourism and these are summarised below.

Coast to Coast (F/UK)

This project involved developing a joint tourism strategy for Boulogne-sur-Mer and Shepway District (Folkestone) – coastal regions on either side of the English Channel. Priorities focused on the idea of a single tourism destination and the improvement of visitor reception facilities.

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Fax: +33 3 21 10 36 06

Shepway District Council
Civic centre
Castle Hill Avenue
Folkstone
UK- Kent CT20 2QY
Tel: +44 13 03 85 22 74
Fax: +44 13 03 85 25 02

Via Julia Augusta (A/I)

Via Julia Augusta, an historic Roman road linking the Austrian region of Kärnten and the Italian region of Fruili Venezia, formed the basis for this project, which aimed to develop joint marketing strategies and promotion of the cross-border region’s cultural resources and artistic craftsmanship. A common trade mark was also developed.

Contact:
Regione Autonoma Friuli-Venezia Giulia
Presidenza della Giunta Regionale
Direzione Regionale degli Affari Comunitari e dei rapporti esterni
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I-34132 Trieste
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Fax: +39 40 3775025
The project “Egnatia Tourism” provides detailed information on tourism related activities on either side of the Greek/Albanian border. The aim was to maximise the use of new technologies for tourism development. The final product provides maps, photographs and text of the region and makes use of sound, image and video.

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OTHER PROJECT EXAMPLES

The cross-border regions of the EU and in Central and Eastern Europe provide a wealth of experience of how cross-border tourism activities can be undertaken on a practical level. Below are a number of good practice examples.

1. Research, Studies, Strategy Development

“Border Fortifications – Cross-Border Meeting Points” (E/P)

This project is lead by the Foundation for Historical Heritage of Castilla and León in Spain, with partners throughout the region and in the Centro region of Portugal.

The objective of the project is to develop a route linking the fortifications existing along the western border of the province of Salamanca and the Centro region, taking the city of Rodrigo as the central reference and meeting point. The fortifications, spread strategically along the border, were used as defence points during the XVII and XVIII centuries.

By developing such a route it is hoped that both cultural and rural tourism opportunities will increase in the region, thereby creating new jobs. The area is currently passed though by many people using a main National highway. It is hoped that this project will encourage them to stop on their way. The area also suffers from very seasonal tourism and this project aims to build on the year round tourism linked to the large urban centres of Coimbra, Lisbon, Valladolid and Madrid.

The main activities of the project focus on:

- Creation of an information centre on the “Fortification Route” linked to a travelling exhibition;
- A sign-posting system for the route and access to other monuments;
- Cleaning and preparation of the route itself;
- Publication of promotional and information material;
- Design and publication of a common logo for use along the route and on publications.

**Budget:** EURO 420,000 total costs; EURO 315,000 from INTERREG II

**Contact:**

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Tel: +34 983 41 11 21
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**Hospitality Ireland – (IRL/NI)**

This programme is targeted at 20 tourism leaders from Northern Ireland and the Republic of Ireland who will be drawn from the private and public sectors and will be run on a pilot basis in the North West. It is designed to assist tourism leaders at three levels: sectoral, organisational and individual. The key objective of the programme is to facilitate the development of strategic planning for the tourism sector and main aims include:

- To support and facilitate the development of strategic planning for the group as a whole on a cross-border basis;
- To support the development of effective strategies for each of the organisations represented by participants;
- To increase the competence of the participants to lead the strategic development of their organisation in relation to tourism.

The programme will comprise several key complementary elements designed to maximise learning and exchange of best practice such as Needs Analysis, Residential Workshops, Group Development and Mentor Sessions. The programme will be delivered by management development and tourism specialists with the relevant expertise, experience and networks.

Results include the development of a strategic Tourism Development Plan for the North West; the development of a strategic plan for each participating organisation; and an increase in knowledge and competence for individuals.

**Budget:**
EURO 200,000 total costs

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2. Development and Integration of Tourism Structure

Kingfisher Cycle Trail - (IRL/NI)

This innovative project provides a cycle trail through the border counties of Fermanagh, Leitrim, Cavan and Monaghan, the first of its kind in the region. The trail comprises a number of tours, which cater for all capabilities - from the family and inexperienced bike rider to experienced cyclists and the very fit. Three types of routes have been created; Casual, Active and Challenge. For groups of 4 or more people, tours can be customised to suit very specific needs. As the first long-distance cycle trail in Ireland, the route of the Kingfisher Trail has been specially chosen to offer the possibility to undertake numerous complementary activities at many locations along the trail, either informally or as part of a planned package. For example canoeing and kayaking, arts and crafts, hill-walking, water skiing and horse riding. Based primarily in the Fermanagh and Leitrim Lakeland, the Kingfisher Cycle Trail loops around lakes and islands, along rivers and streams, through forest and country parks. The project was launched in April 1998, with a trail map and accompanying brochure. Most of the accommodation used by the Kingfisher Trail Cycle Trail is based in Bed & Breakfasts, which have all been approved by the Northern Ireland Tourist Board and Bord Failte. This can however be customised to suit differing needs - hotel, hostel or luxury home. The trail is fully sign-posted and follows roads chosen for their lack of motorised vehicles.

Results include a visible increase in the number of cycling tourists visiting the region in the framework of package tours, weekly visits and weekend visits.

**Budget:**
EURO 507,895 total costs

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**Ferry Link (D/CZ)**

The establishment of the ferry link between Schöna in Saxony (D) and Herrnskretschen/Hrensko in Bohemia (CZ) has led to the closure of a missing link, which had resulted from the division of Europe in 1945. Before this date, this link had been used for 600 years. Following the general opening of the crossing point for pedestrians in 1994, this project means the continuation of the two countries' policy of open borders. The ferry link over the Elbe river allowed the re-opening of a cross-border hiking route as the former gap had now been closed through the acquisition of a ferry boat and the construction of the landing stages. Tourists have been able to benefit from this project since 1997. Within 1.5 years only, more than half a million people used the ferry, which operates daily and on a regular basis throughout the day. The project is a part of a larger concept, which aims at improving tourist facilities in this attractive border area. In this context, a total of 28 hiking routes have been realised with Saxon participation since 1994. The 29th hiking route, which is planned for another section along the Elbe river, would allow a non-stop use of the continental cycleway from Hamburg via Dresden to Prague.

**Budget:** EURO 770,000; 75 % of the EFRE

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**Village Redevelopment (D/CZ)**

The recreational village of Oybin, which has 1,700 inhabitants, is situated very close to the Czech border. Due to its attractive geographical situation, i.e. its neighbourhood to the Czech Republic, this village is considered to be the pearl of the Zittau mountains and attracts a number of tourists from nearby Dresden (D). Two building projects are meant to increase the qualitative value of the roads within the village and to facilitate the access to the border. First of all, the transport and hiking route network will be improved by extending the main road, establishing resting places for hikers and opening new footpaths. The implementation of the measure is scheduled for the period June 1999-November 2000. Secondly, it is planned to re-naturalise the small river Goldbachaue, which is currently still canalised. The uncovering of the Goldbachaue and its re-establishment in its former riverbed will be accompanied by the creation of footpaths along the riverbanks. This does not only increase the village's attractiveness but also shorten the distances. The hope that the typical landscape characterised by meadows will recover is linked to the re-naturalisation of the river. Both measures lead to a better access to the border crossings and cross-border hiking routes.

**Budget:** EURO 2,717,523; EFRE 66,3%

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3. Networks/Cooperation Structures between Tourism Operators

Collaboration between the Regional Tourism Federation of Languedoc-Roussillon and the area of Garrotxa (F/E)

Garrotxa, situated in the north East of Catalonia (E) is home to a natural park known as the Volcanic Zone of Garrotxa, with 40 volcanoes. The park first established contacts with its French Tourism Federation neighbours in 1995. Since this time, INTERREG has helped develop a deeper partnership between the two organisations. The main reasons for collaboration have been:

• Joint access to nearby tourism markets in Barcelona, Montpellier and Toulouse;
• Development of a common tourism product;
• Exchange of good practice and technical expertise.

In 1996 the National Park set up a tourism association based on the principles of sustainable development for the promotion and organisation of tourism throughout Garrotxa. It includes partners from the 21 municipalities in the area, the Business Council of Garrotxa, the Natural park, the Chamber of Commerce and representatives of all the tourism businesses and associations operating in the area – hotels, restaurant, campsites, rural housing, outdoor pursuit businesses, etc. The businesses pay a subscription and the association has a budget and an annual programme of activities.

Outputs have included the joint publication in 1996 and 1998 of the magazine “Nearby Tourism” with the Languedoc-Roussillon Tourism Federation in French and Catalan. Both organisations have also participated jointly in trade fairs in Barcelona, Montpellier and Olot. In 1997 Garrotxa organised a seminar on sustainable tourism to which the French partners were invited. The two regions also jointly participated in two Community Initiatives - LEADER and ADAPT.

The Tourism Association in Garrotxa had successfully brought together public and private sector partners to develop a common strategy for the area. Combined with deepening relations with the French partner the opportunities for a greater degree of cross-border tourism are very favourable.

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4. Joint Marketing & Promotion

The North West Passage (IRL/NI)

In 1989 this tourism initiative was founded to develop tourist traffic along a designated route through the district council areas of Armagh, Dungannon, Omagh and Strabane. In 1992 the project was expanded across the border; the route now stretches from Dublin to North Donegal, a distance of approximately 150 miles. Strategically the main objective is to utilise a brand name to link a number of visitor attractions, towns and other facilities that previously have not been recognised as a holiday destination. With the established products of Dublin and Donegal on either end of the route the border regions in between will maximise their own products by attracting the visitor to travel and stop off along the route. The marketing objectives are as follows:

- To continue to build up awareness of the North West Passage and promote its use as the tourist route between Dublin and Donegal;
- To maximise tourism expenditure along the North West Passage over a three year period to achieve an increase in tourism earnings;
- To encourage the participation and commitment of the private sector in the provision packaging and marketing of their products;
- To penetrate the markets already identified for the North West Passage with more intensive focused marketing highlighting new products available.

This marketing group promotes the touring route from Dublin through Northern Ireland and into Donegal. The group uses the strong tourism products common to both countries to market The North West Passage. The main objective is to increase awareness of the brand and increase the numbers of visitors to the area.

Results include the following:

- Marketing Officer carried out the complete rebranding of the route and produced a touring pack of the route with information on accommodation, attractions, activities and a touring map.
- Secured commercial sponsorship for the reprint of the touring map. The alliance with Texaco continued into advertising features in the Irish national press and web pages on Texaco Web Site. Secured the filming of 20 episodes of BBC along the route. The series to be networked on BBC 2. NWP route has been used by McNamara Tours, Murphy Travel for special interest activity holidays. Joint application by major German tour operator for a mass mailing in Germany for holiday based on Christian Heritage tours along the NWP route Joint Promotions carried out with Sperrin Tourism group, Christian Heritage Ireland, Ulster American Folk Park and Dun Laoighaire 1500 group.

**Budget:** EURO 430,000 total costs

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Tourist Map Galicia/Norte (E/P)

This project has the overall objective of promoting joint tourism in the cross order region though a joint marketing and promotion strategy and involved the design and production of a tourist map covering the regions of Galicia and Norte, highlighting the resources, tourism products and walking routes – including Santiago de Compostela, wine routes, artist routes and environmental and heritage routes. It is managed by the Working Community of Galicia/Norte, in close cooperation with a tourism organisation from each region.

The first edition of the map was produced in 100,000 copies and these have almost all been distributed. The map was produced in Galician, Spanish, Portuguese, English and German. A new improved and revised edition is currently being prepared, also to be available in French and Italian.

Budget: EURO 21,750 from INTERREG II

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Centres of Tourism Services and Computer Network Information (PL/LT)

The project, supported under the Phare Credo Programme, aims to improve access to information on tourism products and natural attractions in the cross-border region. A computerised tourism information network available in the Polish, English and German languages will be established. This network will comprise 20 ‘information kiosks’ – to be installed with the relevant equipment. Moreover, a booklet about the system will be published and promotional materials including CD-ROMs and videos on tourism attractions in the cross-border area will be prepared.

The project comprises the following components:

- Creation of a network of tourism service centres: Agreement on localisation and planning for twenty computer information kiosks; Tendering procedure for the kiosks’ installation and equipment; Constructing, adaptation or buying computer information kiosks; Buying hardware and software for the tourism service centres;
- Preparation of the software and data bases: Adaptation of existing software, installation and testing of the new software; Gathering and putting information into databases; Choosing and preparing photographic documentation for use in the databases and other promotional materials (brochures, CD-ROMs, videos); Translation of information into foreign languages;
- Seminars, training sessions and preparation of promotional materials (Organisation of two seminars in the cross-border areas; Organisation of four 5-days training periods concerning the operation of the system for people who will be employed in the tourism service centres; Preparation of a booklet about the information system; Preparation of promotional materials (CD–ROMs and videos with tourist attractions in the cross-border area on the base of information covered in the information system)

Budget: EURO 311,800 total costs; EURO 246,700 from Phare

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5. Development of Cross-Border Tourism Products/Services

**Riding Facilities' Improvement (A/SLO)**

With about 13,000 horses, the Steiermark disposes of an enormous potential, which can be used for regional tourism. At the same time, the landscape and culture of the area offer particularly attractive recreational facilities. This is why the creation of a comprehensive network of bridlepaths was undertaken in 1998, which, until its completion in spring 2000, was to cover a length of 1,000 km and which would thus be the biggest of its kind in Europe. This network is based upon two originally independent hiking routes in the Eastern and Western part of the Steiermark. In the beginning, the concrete measures focused on securing the route through contractual agreements and the promotion of cooperation between riding-stables, restaurants, hotels and farms. Afterwards, a network of orientation marks was established, which is complemented by a map. The organisation of package tours, which combine and integrate the services of all participating enterprises, was the basis for joint marketing. Furthermore, an additional concept, based upon which events focussing on all aspects of wine are organised, is elaborated.

**Budget:** EURO 60,175; 70% from INTERREG IIA

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**Skanland Summer Tourism (DK/SE)**

The overall objective of this project is to make use of the extensive knowledge in the area with regard to winter tourism in order to develop the summer tourism season. Before December 2000 the project aims to provide the local authorities of Engerdal, Alvdalen, Malung, Torsby and Trysil with 145,000 new summber bed-nights, thereby also creating 78 new all-year jobs. The Skanland project is to be the driving force in the work of achieving an annual increase in the number of summer bed-nights by at least 10%. It is estimated that this will lead to the creation of 150 all-year jobs by the year 2002. The project consists of three components: (1) Enhanced management and marketing (2) Culture, environmental planning and product development and (3) Development of human resources.

**Budget:** EURO 730,000 total costs

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"Livornian Pearls" Development of the Potential of Estonian and Latvian Cross-Border Municipalities (ES/LV)

The project, supported under the Phare Credo Programme will establish a modern network of tourist routes in the area of historic Livonia covering the region of South Estonia/North Latvia to guarantee a wider access to the region’s natural and cultural sites of interest and to develop the tourism sector within the region. The project comprises the planning, preparation and realisation of joint cross-border tourist routes. Moreover, the border region’s recreational centres will be further developed and connected to the recreational network of local towns and villages ensuring the close cooperation between local authorities and employers. A joint centre for recreational management and tourism development projects will be created.

The project includes the following steps:

- Systematic mapping of tourism potential: Identification of the most attractive and effective spots for the network of routes and recreational centres including evaluating sites, natural resources, roads, communication, places for resting and catering, personnel, service, sustaining enterprise, plans for regional development, etc; Mapping of tourism potential using the methods of system analysis.
- Competition “Hiking routes of My Neighbourhood”: Organisation of a series of competitions for schoolchildren on the most beautiful spots and health routes of their neighbourhood through their own eyes.
- A series of training seminars in Estonia and Latvia for the information centre’s staff, local tourism businesses and project partners/working groups in mapping of potential tourism target markets.
- Further activities include the systematic evaluation of tourism attractions as well as market research for the project area, Projecting of the tourist routes and travel packages; Projecting a network of tourism centres and routes; International conference of border tourism; Programming and publishing the Livonian Tourism Atlas

**Budget:** EURO 110,728 total costs; EURO 49,999 from Phare

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C 5

ENVIRONMENT
CHAPTER C 5: ENVIRONMENT

OUTLINE:
This chapter covers cross-border cooperation in the field of environment. It addresses main problems resulting from previous management of the environment in border regions and presents a variety of types of action on which border regions are cooperating. These include research, planning, pollution control, environmental clean-ups, rational use of energy, development of waste treatment strategies and facilities and recycling initiatives.

KEY POINTS:
- Environmental issues/problems are inherently cross border (e.g., atmospheric, river pollution) and can only be dealt with effectively on a cross-border basis;
- Successful and sustainable development of border regions requires the integration of environmental concerns into many aspects of cross-border development policy (economy, tourism, physical infrastructure, etc.);
- Creating awareness of the environment as a common resource and addressing potential conflicts between economic development and environment are particularly important in the border regions of Central European Countries and in Objective 1 border regions in the EU;
- Dealing with problems of environmental damage and the development of new cross-border approaches (including research, facilities, services and structures) to prevent such problems in the future represents a major challenge for some border regions.

EXAMPLES:
- Cross Border Project Between Protected Areas (E/P)
- Cross-Border International Park (E/P)
- Securing Water Supply (A/SLO)
- Ore Mountains – Forest Regeneration (CZ/D)
- Lake Peipsi Project (EST/RF)
- Restoring Damaged Woodland Areas (D/A)
- Joint Treatment of Waste Water, Rheinland-Pfalz-Saarland-Lorraine, (D/F/LUX)
- Krompach – Sewerage and Water Supply (CZ/D)
- Joint Action Against Forest Fires (D/PL)
- Planning and Arranging Forest Ecosystems (E/P)
- International Marine Reserve (F/I)
- Cross Border Marine Environment Training (F/UK)
- Database for setting up an Ecological Centre in Stanca Costesti (RO/MOL)
- Selected examples from LACE Info-Sheet III
OVERVIEW

1. Context

The environment has a direct relationship to the economic development of regions, and is generally an important field of activity in cross border regions - particularly, rural border regions. The quality of the environment of a region (air, water, physical characteristics of the landscape, buildings and infra-structure) is a key aspect of the quality of life for people living there, and increasingly, has an influence on the potential for developing new economic activities and employment. The emphasis in policy on the promotion of sustainable forms of development in tourism and economic activity generally involves avoiding activities which are harmful to the environment and natural resources, and a focus on promoting activities which have a positive environmental impact.

In border regions, the improvement and management of the environment needs to be undertaken in the framework of cross-border co-operation in order to effectively address problems which affect the region as a whole, and promote successful approaches based on sustainable development.

In promoting sustainable development, there is a growing understanding that environmental issues must be integrated into regional planning and development. This tends to be a “natural” area for cross-border co-operation since environmental issues such as problems of air pollution and polluted waterways and the impact of major infrastructure projects in border regions cannot be contained within national boundaries. The protection and management of the environment affects and must be integrated into other aspects of the development of cross-border regions, in particular:

- **Economic development**: Economic development policies and actions must focus on the sustainable use of natural resources; and ensure that industrial and production activities are not harmful to the natural environment and the ecological balance of an area. Environmental quality is an important factor in attracting investment and new business location based on the services sector and using “clean technologies”, market development and the marketing of products of regions (especially food, crafts) as well as new service industries in tourism and leisure. A high environmental quality is also important in retaining and attracting people to border regions - to live, to work and to visit.

- **Tourism development**: A high quality environment (clean, attractive) is always an important factor in the development and maintenance of tourism in border regions.

- **Labour market issues**: Achieving and maintaining a high quality environment requires specific skills and know-how in areas such as environmental management, recycling, and environmentally-friendly tourism management.

- **Physical infrastructure development**: EU requirements for environmental impact assessment as part of appraisal of major physical infrastructure development proposals demonstrate the importance of ensuring that such developments should not have a negative effect on the natural environment. Careful planning should help to reduce traffic congestion and pollution and save energy, and also ensure that
attractive views, landscape and ecology are not damaged by infrastructure development (e.g. inappropriate types of buildings, roads through environmentally-sensitive areas etc.).

2. Typical Problems in Border/ Cross-border Regions

Rural cross border regions tend to be characterised by relatively unspoilt natural environments often linked with a low level of economic activity. Some, however, for instance, in maritime coastal areas can be faced with damage caused by mass tourism, while border regions experiencing industrial decline often face problems of industrial pollution (atmospheric, waterways) and dereliction of the built environment. Challenges focus on how to protect and maintain the natural environment, correct environmental damage and at the same time promote economic development. The diversity of problems faced in specific cross border regions relate to the physical characteristics, and types of economic activity conducted on each side of the border (e.g. agricultural, industrial, tourism etc.). Cross border regions are also faced with the problem of developing strategies and actions which may contradict or not reflect the national priorities in the neighbouring country. Main problems of border regions in relation to the environment include the following:

- in regions “lagging behind” in their development, potential conflicts between regional economic development strategies and activities (e.g. attraction of industrial plants, some primary industries which can cause pollution) and environmental protection;
- in regions experiencing problems of industrial decline, addressing problems of pollution of the natural environment arising from industrial waste, and dereliction of industrial buildings and sites, which result in a poor image of the region and difficulties of attracting investment through new business location and tourism;
- in the case of border regions on the borders of Central European Countries with other CECs or Member States of the EU, multi-faceted problems of cross-border pollution, management of natural resources, etc. especially affecting rivers and lakes straddling the border;
- focusing specifically on problems arising from conflicts between environment and tourism, threats can include the following: over-crowding which occurs when the numbers of people at a particular site or location exceed the area’s capacity; traffic congestion and pollution caused by the high number of tourists travelling to the area by car; physical damage to the natural and cultural heritage caused by tourists; and tourist facilities may affect the character of an historic site or small town;
- lack of or inadequacies in the infrastructure, facilities and services to deal effectively and efficiently with waste disposal (industrial, agricultural, domestic waste). Inadequacies arise from lack of investment in new types of technologies and facilities to match growing and changing demands for waste disposal. Typical inefficiencies arise from investments in separate treatment facilities on each side of the border rather than common facilities to deal with the common needs and problems;
- problems of environmental damage arising from failure to deal effectively with pollution (agri-cultural, industrial) in the past. These are specific
problems on the external borders of the EU, especially areas bordering heavy industrial parts of Central and Eastern Europe;

- lack of information and poor information flows on environmental resources and problems in the cross-border region, to act as a basis for strategies and planning and implementation of both corrective and preventive action in the cross-border region;

- lack of the technical know-how, skills, resources and specialist institutions and technologies in the cross-border region to deal with problems of environmental damage; to monitor and control to ensure environmental protection; and to create awareness of environmental issues amongst people, businesses and institutions of the cross-border region. This includes creating awareness of the environment as a common resource of the cross-border region; and to promote integration of environmental concerns and sustainable development into the wide range of development actions and activities undertaken;

- lack of knowledge of the structures, planning, regulations and procedures related to the environment on either side of a national boundary.

3. Types of Action to Promote Cross-Border Cooperation

Strategies and actions in border and cross-border regions need to recognise the inter-dependencies between environment and economic development and other development activities such as tourism in the environment and tourism development. Thus, the importance of an agreed strategy is vital for the opportunities to be maximised and the threats to be minimised. Considerations of effectiveness highlight the need for a strategic approach based on assessment of problems and potential, identifying cross-border priorities and adopting a long-term time perspective. A key consideration is to ensure that environmental aspects are integrated into decision-making on and management of development projects. The interdependence of tourism and the environment was the subject of the 1999 LACE Annual Conference in Joensuu, Finland. Here strategies aimed at the reconciliation of development opportunities of tourism with environmental and agricultural interests were examined. Experience from cross border regions participating in the conference showed the value of promoting environmentally friendly, soft tourism to both enhance and protect the natural environment whilst providing important development opportunities.

As most environmental problems have a cross-border impact effectively combating environmental and ecological problems requires cross-border cooperation. The main types of action in the field of environment are as follows:

- actions which focus on addressing existing problems including cleaning up pollution which can be either small-scale (e.g. cleaning up untidy areas, beaches, etc.) or involve major clean-up operations (e.g. heavily polluted waterways, serious problems of atmospheric pollution); removal of dereliction involving new use for old industrial sites and buildings; and dealing with effects of inadequate waste disposal and treatment. This category of action represents a high priority in the case of CEC border regions;

- actions concerned with developing new approaches to dealing with cross-border environmental problems and environmental protection,
maintenance and enhancement. These involve a wide range of actions undertaken at different levels: including studies to assess current conditions and resources; environmental education, awareness-raising, information in schools, enterprises, community organisations and amongst the population in general; pilot actions in enterprises and other organisations in conservation, waste management, energy-saving etc.; development of new production techniques and products which are more environmentally-friendly; promoting actions to reduce waste and find new ways of recycling waste; specific ecological actions linked to the preservation of animal species and plants under threat; joint planning and co-ordination of services to deal with emergencies (e.g. spillages).

Effectiveness will be promoted by a strategic approach on a cross-border basis to the protection and management of the environment as a common resource, and encouraging actions which contribute to realising objectives of the strategy. This will include: promoting the integration of environmental concerns into other policy field; and actively encouraging wide application of environmentally-sustainable forms of development through information, awareness-raising, education, training, technical support and monitoring.
Many of the INTERREG II A programmes include the environment as a priority. Selected programmes are summarised below. Fuller information is available in LACE Info-Sheet III.

**INTERREG IIA Programme No 10: Storstrøm-Ostholstein-Lübeck (DK/D)**

This cross-border region straddles the maritime border between Denmark and Germany. The INTERREG IIA programme specifies six priorities, including the environment. One tenth of the EU contribution to the programme is ear-marked for this priority.

A cross-border training project, “Quality and environment management for SMEs” focuses on the agricultural sector, nurseries and the food industry. It consists of seminars for a wider group of SMEs, specific and tailor made advice to individual SMEs and follow-up support with a particular emphasis on the marketing of quality and environment management systems.

European standards and regulations concerning quality management, environment management, eco-audit, etc are becoming increasingly important in all fields of the economy. This training project for SMEs aims at providing enterprises with know-how in the field of quality and environment management.

The project is run by a joint cross-border cooperation group (Grön-Center Storstrøm and Technikzentrum Lübeck). In the long term this cooperation is expected to contribute to the establishment of a Baltic Sea Competency Centre for Quality and Environment Management.

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INTERREG II A Programme No. 17: Germany-Luxembourg (D/L)

An important general objective of this INTERREG II programme and strongly linked to the area’s spatial structure is the need for sustainable developments. For this reason, tourism and environmental issues play an important role in this programme (soft tourism). From the cross-border point of view, priority is given to water purification activities in the rivers and to natural parks. Measures in this programme are also directed to the preservation or restoration of the natural environment, as far as it has been affected by industry, tourism and intensive agriculture. Project examples include:

- The construction of common cross-border water purification and treatment installations;
- The substitution of fast growing coniferous woods by mixed forest taking into account natural growing conditions and circumstances.

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**INTERREG IIA Programme No. 26: German-Czech border region (D/CZ)**

The cross-border Bayrischer Wald / Böhmer Wald / Mühlviertel development plan, funded under INTERREG I, based on the principle of sustainable development, was created jointly between Germany, Austria and the Czech Republic to preserve and manage ecological "model and pilot areas". By 1992, it had already gained UNESCO recognition as a "Man and Biosphere" pilot project. Under INTERREG II, the German and Czech border regions are building on this earlier work and are jointly developing environmental initiatives including:

- the creation and development of cross-border information and organisational structures;
- the implementation of jointly-developed environmental programmes, including pollution control;
- the promotion of cross-border ecological research.

These initiatives will strengthen and institutionalise cross-border cooperation, particularly in the sphere of nature and the countryside. Cooperation aims to safeguard and improve the quality of the border region, preserving and enhancing the rural landscape and natural environment as the assets on which to base both tourism and quality of life for the local population.

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**INTERREG IIA Programme No 39: Ireland/Northern Ireland (IRL/UK)**

Environmental protection is an important priority of this INTERREG IIA Programme and represents 21.4% of the total allocation of INTERREG IIA funding. Approved projects in this programme include small sewage schemes, conveyancing facilities, construction improvement, small supply schemes, water quality monitoring, environmental databases, studies and research projects and the development of a strategy for water quality management. Several projects have been approved which promote innovative collection, disposal and recycling of waste in order to decrease the amount disposed of through landfill. Two projects are in operation which aim to return contaminated land back into economic use.

In addition, cross-border projects which are working towards improving compliance with EU environmental directives are being developed. The emphasis is on "hard" actions (water supplies and sewage systems rather than the exchange of personnel and know-how) and parallel (as opposed to joint cross-border) projects.

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LACE INFO-SHEETS: SELECTED PROJECTS

LACE Info-Sheet III has included information on several good practice projects in the field of environmental cooperation, which are summarised below.

Cross-Border Environmental Protection in Karelia (FIN/RF)

This project is designed to make cross-border use of the natural resources on both sides of the border for the Karelian border region and beyond. Based on the principle of achieving sustainable development in the cross-border region, existing protected areas will be safeguarded and consolidated, whilst new areas are planned. At the same time, the aim is to maintain and develop natural resources for tourism purposes, since exploiting this potential will be of huge economic significance for the region’s development.

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International Marine Reserve – Bouches de Bonifacio/Maddalena Archipelago (F/I)

The International Marine Reserve covers most of the maritime cross-border area between Corsica and Sardinia. It is a natural area of outstanding ecological value which not only demands a high level of protection, but is also very valuable as a tourist attraction. The project involves the setting up of facilities and an infrastructure which will ensure the management, monitoring, organisation and promotion of the Reserve.

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OTHER PROJECT EXAMPLES

The cross-border regions of the EU and in Central and Eastern Europe provide a wealth of experience of how cross-border environmental activities can be undertaken on a practical level. Below are a number of good practice examples.

1. Research, Studies, Strategy Development

Cross Border Project Between Protected Areas (E/P)

This project involves the regions of Castilla y León (E) and Norte (P) and includes partners from the Portuguese Natural Parks of Montesinho and the International Duoro, together with the environmental department of the Regional Government of Castilla y León.

The aim of the project was to develop a strategy for protected areas within the cross-border region, including a system of public access, which would contribute to protecting the natural environment. Also included was a strategy for developing rural tourism and for safeguarding against forest fires.

**Budget:**

EURO 998,000 total costs; EURO 748,500 from INTERREG and EURO 249,500 as regional contribution

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**Cross-Border International Park (E/P)**

This project supports the creation of an international park - Gerês-Xurês in the cross-border area of Galicia/Norte. The project starts with two existing parks close to each other on either side of the border. A development plan outlining joint activities has been put together. A number of additional activities have also taken place to develop the idea further. These include:

- A comparative study on the management plans of the two parks to identify opportunities for closer cooperation;
- Development of a joint project to reintroduce a breed of goat;
- Project to define existing pedestrian walkways and horse trails linking the two parks;
- Two seminars and publication of a joint brochure.

The project has helped develop a set of standards and measures to help preserve the natural environment of both parks. It has also brought together like-minded people in the two regions interested in developing the park into a joint facility for the region. It has promoted greater use of the parks by the public and has introduced the idea of ecological tourism using the existing tourism infrastructure of each region. An important aspect of the project has been to promote the idea of economic and cultural development, which preserves the natural heritage of both areas.

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**Securing Water Supply (A/SLO)**

Due to its extension for internal navigation and the exploitation of its gravel for building purposes, the Alpine river Mur is severely threatened in its function as water reservoir. Furthermore, the countries bordering the river, Austria and Slovenia, have different concepts as far as the exploitation of the river is concerned. A particular project, which started in 1995 and aims at the elaboration of a basic concept for planning and discussion, is set to tackle this complex of problems. An interdisciplinary fundamental study, which is meant to form the basis for developing solutions and strategies, examines the most appropriate way to harmonise the different concepts of exploitation. The production of digital numeric colour photographs and a digital drainage model, the analysis of the ecological basis in the framework of a GIS model and the development of concepts for improving the ground water balance, water supply and tourist facilities form important parts of the project. Special measures including the re-activation of the parallel river Mühlbach, aim at stabilising the ground water level. The Austrian/Slovenian Commission on Border Rivers and Lakes has also agreed upon stabilising the bed of the Mur river.

**Budget:**  
EURO 1.685.117; 32 % from INTERREG

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2. **Cleaning Up Pollution/Dereliction**

### Ore Mountains – Forest Regeneration (CZ/D)

The Ore Mountains have been the first region in Central Europe in which the ecological disaster of forest ecosystems occurred as a result of human activities. Air pollution caused by industry is the major factor, which has resulted in the decline of vast monocultures of Norway spruce planted out of spruce-fir-beech mixed canopy cut down in the last century because of ore exploitation. The energy demands of industry have been reduced after the change in the political regime and subsequent changes in the policy of industrial development both in the Czech Republic and Saxony, resulting in a significant drop in air pollution in this region, enabling a rational forestry rehabilitation.

The general objectives of the project include:

- The rehabilitation of temporary forest canopy to optimise the forest eco-system pattern and its stability;
- The stimulation of the production of high quality timber and increase in wood yield;
- The stimulation of other functions and benefits of forest cover as a vegetative canopy with most favourable environmental and climatic perimeters;
- Climatic objectives and other environmental effects including recreation.

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Lake Peipsi Project (EST/RF)

The fourth largest lake in Europe, Lake Peipsi covers two thirds of the Estonian-Russian border – a unique situation for a national state border in Europe. The lake has been threatened by pollutants and industrial waste and the use of the lake for drinking water and recreational purposes was under threat. Local residents decided to save the lake. The start of the “Lake Peipsi project” in 1993 proposed a series of measures to counteract the polluting effects. Soon it became evident that other social, political and environmental changes were affecting the communities around the lake and their complex structure. The dramatic decrease of economic opportunities was aggravated by the loss of markets and production facilities, notably in agriculture.

To address this a number of additional social and economic projects were set up. With the support of local governments and NGOs it became possible to work on a more comprehensive development concept for the area. This led to the establishment of the “Centre for Cross-Border Cooperation and Sustainable Development” in 1998. It has 16 members of staff, offices on either side of the border and is sponsored by some 20 organisations. It is also supported by the “Council for Cooperation of Border Regions of Latvia, Russia and Estonia”.

Projects focus on awareness-raising and integration projects for children particularly from a non-Estonian background. Training is also provided for community leaders and NGOs, developing civil society and strengthening democracy.

**Budget:** EURO 162,654 total costs

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Restoring Damaged Woodland Areas (D/A)

The aim of this project is to restore damaged woodland areas in the Tannheim and Pfronten regions on the German/Austrian border. Forests in the region have been destroyed by floods and insects and, as a result, the stock of usable wood has diminished, the protective functions of the forests has been reduced, and employment in the area has been threatened. The project seeks to develop an integrated concept to restore the damaged sections of forest. Specific actions include reforestation measures and the construction or repair of forest paths to facilitate access to mountain villages. Taken together, the measures are designed to restore the protective role of the forests, e.g. preventing or reducing flood or avalanche damage to villages, ensure the diversification of agricultural incomes and thus secure employment in agricultural and forestry enterprises and activities, as well as creating employment through the actions themselves. The project is based on a bottom-up approach, and brings together individuals and institutions on both sides of the border.

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3. Water Supply /Treatment and Waste Disposal

Joint Treatment of Waste Water, Rheinland-Pfalz-Saarland-Lorraine, (D/F)

The construction of a water purification station not far from the French commune of Dorst, in the Bitche region (Bitscher Land) enabled two issues to be tackled with an integrated approach:

• providing the small and sparse French villages in this region with infrastructure and treatment system for waste water meeting current standards;
• reaping economies of scale by connecting German communes to the future plant, thus giving it greater capacity.

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Krompach – Sewerage and Water Supply (CZ/D)

Krompach is situated in an area of hygienic protection of ground water resources, belonging to two river basins. The southern part of the village drains into the river Svitavvka and the northern part into the tributary of the river Mandava, running through German territory. The sewerage consisted of sewers and a pump station for the transport of the sewage into the waste water treatment plant, constructed in 1952 for 500 inhabitants. This plant was not in full operation and drained into the Svitavvka river.

The project supported the rehabilitation of the sewerage system and the reconstruction of the water supply system. The general objective was to reduce the contamination of ground and surface water resources of the river basin Mandava and create pre-conditions for the further development of the northern part of the village of Krompach. Moreover the project sought to create pre-conditions for the supply of drinking water to Kurort Jonsdorf in Germany as recommended by the Joint Czech-German Committee for Border Water courses.

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Obecni urad
Krompach, Czech Republic

Sächsische Staatskanzlei, Ministerium für Bundes- und Europaangelegenheiten
D-01097 Dresden
4. Joint Planning/Co-ordination of Emergency Services

Joint Action Against Forest Fires (D/PL)

An action plan for preventing and controlling forest fires has been jointly established by the forestry authority in the town of Peitz (D) and their counterparts in Zielona Góra (Pl). This cross-border area which straddles the river Neisse is heavily wooded and, between 1991 and 1996 some sixty fires have ravaged nearly 2000 hectares of forest. Fast and co-ordinated action was needed to deal properly with this ecological disaster. Therefore in 1993 the Euroregion “Spree-Neisse-Bober” put in a bid for funding from the INTERREG Programme. Building on this work, in 1996 the Polish partners developed an action plan for joint activities, using Phare programme funds. Initially the work focused on information exchanges between the specialised services and on learning to collaborate. Co-ordinated measures to prevent and control fires were then established. Finally, a public awareness campaign was instigated jointly in both languages, through explanatory brochures and signs alerting people to the danger of forest fires.

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5. Joint Management of Natural Resources

Planning and Arranging Forest Ecosystems (E/P)

This project, led by the Ministry for the Environment in Castilla y León aims to preserve and maximise the benefits of local forests. The region has one of the richest and most varied forest heritage in the EU, with 20% of the region covered by forests and a further 27% covered by non-tree forests. In recent years these forests have thrived due to the policy of environmental protection and reforestation promoted by the Regional Government.

By organising the forest ecosystems it is hoped that the natural heritage of the region can be maximised whilst at the same time offering environmentally sustainable tourism and recreational opportunities. This comes at a time of greater demand for access to the natural environment by local people. It also fits well with the general objectives to preserve these important natural resources which generate their own microclimates and rain patterns, help purify the air and halt erosion and desertification.

With this two pronged approach of environmental protection and increasing forest heritage, the provinces of Salamanca and Zamora have carried out around 37 initiatives principally involving pruning and cleaning activities led by small municipalities throughout the region.

**Budget:** EURO 12,941,898 total costs; EURO 9,015,514 from INTERREG and EURO 3,926,383 as regional contribution

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International Marine Reserve (F/I)

The International Marine Reserve covers most of the maritime cross-border area between Corsica and Sardinia. It is a natural area of outstanding ecological value which not only demands a high level of protection, implying the need for a greater awareness of its features and trends, but also extremely valuable as a tourist attraction, and as a site with educational and job creation potential. Supported by INTERREG a number of initiatives were possible:

- Setting up facilities and an infrastructure which will ensure the management, monitoring, organisation and promotion of the Reserve;
- Organisation and promotion of the Reserve.

The agreement concerning the setting up of the International Marine Reserve was signed by the Italian and French Environment Ministers and by the Presidents of the Sardinian and Corsican regions. Each party is to take turns to deliver a single management plan for the area.

From an environmental point of view, positive effects are include increased monitoring, improved organisation and co-ordination of activities within the Reserve as well as protective initiatives in both marine and terrestrial environments. In the socio-economic field the direct result will be the creation of several permanent jobs for qualified staff who will be required to manage, promote and provide information about the heritage site.

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Sardinia: Regione Autonoma della Sardegna/Provincia di Sassari
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Fax: +39 79 23 00 74.
6. Education/Training/Awareness Raising

Cross Border Marine Environment Training (F/UK)

The Mer Nausica Centre and the Canterbury Environment Education Centre are both equipped with modern telecommunications systems enabling them to conduct common training activities. This training is intended for primary and secondary school teachers who will not only further their own knowledge of biology, the environment and multi-media technology, but will pass this on to their students.

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### Database for setting up an Ecological Centre in Stanca Costesti (RO/MOL)

This project, supported under the Phare Credo Programme, is focussing on awareness raising and the promotion of cross-border cooperation between Botosani County in Romania and the districts of Edinet, Riscani and Briceni in Moldova with regard to environmental protection of the Prut river. This will be done by preparing an environmental database and setting up an Ecological Centre in Stinca Costesti, that will implement European experience in environmental purity monitoring. The centre will provide data for the bodies administrating the area in order to reduce the polluting factors in border areas. Furthermore, the project aims to provide documentation for the elaboration of a booklet about the importance of the “Emil Racovita” natural reservation zone.

The project comprises the following components:

- Organisation of thematic working groups responsible for different aspects of the project’s implementation in Romania and Moldova
- Workshop for Romanian and Moldovan experts to share experiences concerning environment monitoring
- Organisation of the seminar “Ecological problems in cross-border area of Prut river in Botosani county” with on-site visits for the project partners and exchange of experience workshops including a visit to the European Institute of Environmental Energy in Denmark
- Organisation of further conferences with the attendance of international experts in Moldova and Romania
- Publication of a booklet “Emil Racovita reservation-zone of international importance in bio-diversity
- Feasibility studies and establishment of water pollution monitoring system for the Prut river and its tributaries

**Budget:** EURO 88,184 total costs; EURO 68,305 from Phare

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CHAPTER C 6: EDUCATION, TRAINING AND LABOUR MARKET DEVELOPMENT

OUTLINE:
The chapter covers cooperation in the exchange, dissemination and development of labour market information (which is a strong focus of activity) and various levels of cooperation across the education, social and vocational training sectors. Cross-border regions face specific employment and labour market problems in the context of European integration and the Single European Market; in particular responding to employment loss as a result of the reduction of border formalities. One of the key actions to creating a cross-border labour market is the development of integrated cross-border training and vocational training courses and the mutual recognition of examinations/certificates.

KEY POINTS:
• European border regions face the common problem of promoting qualitative development of the human resources and greater efficiency in the operation of the cross-border regional labour market in order to promote regional restructuring and development;

• many problems in the field of education, training and labour market development result from differences in national administrations and procedures. Some problems of labour mobility require regulatory solutions at national level (e.g. employment law, tax, social security etc.) while others arise from lack of mutual recognition of qualifications and practical difficulties of access to information (on education, training, job opportunities and job seekers);

• main actions in cross-border regions range from traditional approaches including:
  - exchanges of information and people as part of educational and training programmes;
  - cooperation between educational and training institutions on both sides of the border,
  - promoting contacts and linkage to promote cross-border understanding;

• to more advanced second stage actions involving:
  - joint initiatives including labour market studies and planning;
  - development of common labour market structures;
  - joint information systems;
  - joint education and training initiatives (course content, development of teaching materials and teaching methods),
  - initiatives and services to promote recruitment into jobs in the cross-border region.

EXAMPLES:
Cross-Border Meetings on Adult Education (E/P)
Euro-Team (D/DK)
Comparative Study of Access Conditions for Cross Border Workers and Social Utilities (E/P)
Training Courses for Moroccan Executives (UK/MRC: Gibraltar)
Transplanted Classes (ES/P)
Vocational Training in hotel management and catering (D/CZ)
East Border Region Tourism Training Network (IRL/NI)
Training through Cross-Border Cooperation (I/AL)
Product and Business Development for Craft and Design (IRL/UK: Ireland/NI)
Centre of European University Cooperation (D/DK)
Collegium Polonicum (D/P)
Joined Together (SE/NOR)
EURES – Galicia/Norte (E/P)
Eurocity (S/FIN/N: North Calotte)
Öresund Employment Service (DK/S)
And selected examples from LACE Info-Sheet IV and IX
OVERVIEW

Education, training and labour market development are key activities in promoting genuine cross-border cooperation, and are also central to the objective of European integration, through for example facilitating the mobility of workers, students and others across national borders. However, cooperation in these fields is complex and often characterised by many practical difficulties, which tend to transcend the cross-border context and need to be dealt with at both national and EU level. Cross-border regions are at the inter-face in promoting this integration and in responding to the practical difficulties arising from the removal of formal barriers.

In terms of the EU policy framework, cooperation in education, training and labour market activities span both the areas of social and of education policy. At the early stage, European Social Policy dealt with the free movement of workers and assistance to migrant workers, as well as establishing the foundations for the European Social Fund. The Single European Act (1987) and the Treaty on European Union (Maastricht) established the concept of European Union citizenship. Furthermore, this legislation manifested the right of all EU nationals to live in any Member State and to enjoy the same employment terms and working conditions as nationals of the host country. Other aspects covered by EU decision-making include the mutual recognition of qualifications, and cooperation and action in the field of vocational training. Establishing provisions in all these areas is essential to the support of cross-border cooperation in education and training and to the operation of a single cross-border labour market.

EU employment policies also affect the development of border regions, and are an important source of information on initiatives in the field of education, training and the labour market. The promotion of employment, and the reduction of unemployment in the EU, particularly structural and long-term unemployment, are both high on the European agenda. For example, the EC White Paper on Growth, Competitiveness and Employment¹ places a strong emphasis on: assisting local and regional initiatives and SME development in new sectors of employment; integration of social groups “hard hit” by unemployment; and enhancing occupational training and further education based on the concepts of the learning society and lifelong learning.

The European Council of Essen in 1992 laid the foundations for the European Employment Strategy. In 1997, the Councils of Luxembourg and Amsterdam called for the intensification of cooperation between Member States to fight unemployment and promote employability. The Luxembourg Summit led to the agreement of a first set of Employment Guidelines, based on four priority themes, or pillars. These form the basis of the European Employment Strategy and of the Member States’ employment policies. The strategy is underpinned by the inclusion, for the first time, of an employment chapter in the Treaty of Amsterdam. The four pillars

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are: improving employability; developing entrepreneurship; encouraging adaptability of business and their employees; and strengthening equal opportunities policies for women and men. There are currently 22 guidelines set out around the pillars. Each Member State produces a National Action Plan for Employment, that sets out how it will implement the Guidelines.

Needs and Priorities

The needs and priorities of border regions in this sphere involve producing the knowledge and skills, which will support the endogenous development of the area. Particular importance is placed on encouraging the restructuring of declining sectors (primary and traditional industries) and taking advantage of opportunities for employment generation in new service sectors (e.g. tourism and leisure, environment, services to people and communities, business services). Further needs include upgrading and creating new skills (e.g. information and communications technologies, marketing and management) to improve the competitiveness and market access of the private sector, and to promote the efficiency and effectiveness of the public sector. These general development needs are experienced by, and common to, all cross-border regions.

Cross-border regions also have specific needs, priorities and potential for education, training and labour market development, which differ according to the type and internal characteristics of the border region in question. Less developed border regions tend to face multiple difficulties related to education, training and the labour market. Such difficulties often include an imbalance in the population structure with under-representation in the economically-active age groups and out-migration caused by the absence of opportunities or by educational and training infrastructures or services which are either lacking or unsuitable to local needs. While advances in information and communications technologies and new forms of provision (e.g. distance learning) can help tackle some of these problems, local people may lack the basic education, skills and information they need to be able to take advantage of such services.

Cross-border regions faced with severe problems of industrial decline need to undergo a process of adaptation (e.g. away from reliance on a single industry and large enterprises) and develop different skills and attitudes that will encourage new sectors and alternative forms of economic activity (e.g. self-employment, small enterprises, etc.). Furthermore, education and training provision is often poor and ill-suited to cope with new requirements, whilst job losses and diminishing opportunities in traditional sectors (e.g. apprenticeships, industrial jobs) place increased demands on public employment and training services.

Regions also differ in terms of their internal characteristics. Areas containing strong development poles and operating as a single cross-border labour market with daily commuting of workers, students etc., are better placed to take advantage of new opportunities. They can also benefit from improved efficiencies in the operation of the labour market. Joint planning and management may help provide better services, and economies of scale will produce lower unit costs. The context in which these areas operate tends to be favourable. They may be experiencing growth in at least some of their sectors and are likely
to have reached a common understanding on needs and priorities. These may include joint strategies for human resource development aimed at meeting the current and future needs of the border region, and co-operation between education, training and labour market institutions in the planning and delivery of services. Such a description will tend to apply to border regions in the heart of Europe where cross-border cooperation is most advanced (e.g. German-Dutch border). Close cultural affinities, including a common language or a strong incidence of bi-lingualism, will also be conducive to such cooperation.

Regions which are separated by physical barriers (sea, mountain ranges etc.), and where contact is difficult and infrequent are less advanced in their cooperation in this field. These barriers have often had political and historical consequences, which have produced different patterns of development and a different economic structure in each part of the cross-border region. It may also have led to the development of strong competition between the two areas for the same markets (e.g. tourism), such as in Ireland/Wales and Sardinia/Corsica.

Regions on the external borders of the EU tend to have particular difficulties related to cooperation in education, training and labour market activities. Some external borders lack the essential prerequisites for cooperation in this field, since the existence of formal barriers to entry (in non-EEA states) restricts people’s movement across frontiers. In addition to the formal barriers, other factors, such as considerable differences in socio-economic conditions (wage levels, purchasing power parity), may be particularly unfavourable to cross-border cooperation. The result may be illegal flows of migrant workers with no social protection, the existence of a “informal economy” and low or downward pressure on wage levels, especially in less skilled occupations. This in turn may exacerbate many social and political problems (e.g. racism, pressure on urban and social services, lack of appropriate services etc.).

Typical Problems in Education, Training and Labour Market in Cross-border Regions

Typical development problems suffered by cross-border regions in the areas of human resources and labour market development are as follows:

- deficiencies in the adaptability and relevance of education and vocational training services, and their capacity to support an endogenous development process in border regions;
- lack of essential/basic services such as local primary schools, due to the small size of the population and high unit costs; these factors are the result of the dividing line constituted by the border, which causes the population in the area to be effectively split up;
- high structural unemployment due to industrial decline and the reduction and disappearance of border-related employment;
- outward migratory flows, particularly of young people from border regions, especially rural and peripheral regions and those on the external borders of the EU;
- problems of illegal immigrants/refugees, particularly on the external borders of the EU.

In addition to development problems, differences between national
administrations cause problems in a number of areas:

- differences in operation of the labour market and discrepancies between employment policies, which require regulatory solutions at national level (e.g. in areas of employment legislation, tax, social security etc.);
- differences in education and training content (curricula), duration and methods, entry requirements, common standards, quality control and the qualifications awarded; which result in a lack of mutual recognition of qualifications, certificates or training courses;
- lack of awareness and knowledge of labour market and vocational training structures (decision-making procedures, regulation, competent bodies etc.);
- differences in policy orientations and types of instruments used to address problems of unemployment (e.g. attitudes towards the use of employment subsidies to place unemployed people in work or for direct job creation schemes);
- lack of access to information and advice for job seekers including job vacancies, education and training opportunities, living and working conditions in neighbouring countries, including tax and social protection (e.g. contributions and entitlement to pensions, unemployment compensation, sickness benefits, health, etc.), as well as entitlements to study grants etc.; and
- cultural and linguistic barriers.

Border regions generally have more experience in dealing with the practical aspects and day-to-day problems regarding people’s mobility across borders. The key challenge for cross-border cooperation in this sphere is to create the conditions whereby a single efficient labour market operates across the border. This will mean that employers can recruit skilled labour, and job seekers can find employment opportunities matched to their skills and experience (and are not forced to migrate to other regions, or take up jobs at levels, which under-utilise their abilities). To achieve this, cross-border cooperation must be established between education, training and employment services to facilitate planning and delivery on a joint basis. This should include the delivery of services common to the whole of the region (information, educational and training courses) and mutual recognition of qualifications and the training and educational units by means of which these qualifications are obtained.

Types of action fall into two broad categories – preparatory actions designed to establish contacts and actions of a more advanced, genuinely cross-border nature.

Some of the early preparatory activities include:

- establishing contacts between education, training and employment services, including activities such as meetings, study or familiarisation trips, exchanges of personnel, research etc.;
- exchanges of information and people as components of training and education programmes (e.g. foreign language exchanges and exchanges in specialised areas where one side of the border is more advanced or...
has better facilities etc.), or as part of work experience/job placements, and also to promote joint recognition of examinations and qualifications;

- cooperation between education and training institutions, which could include setting up specific programmes/courses, exchanging and providing information on what services (courses) are on offer, cooperation between primary and secondary schools, colleges and other bodies (including Chambers of Commerce), with a view to creating conditions in which to develop cooperation in other fields (socio-cultural, economic and business cooperation).

Activities of a more advanced and genuinely cross-border nature involve managing the set of skills available in the cross-border region and integrating education, training and labour market measures into comprehensive strategies and programmes of regional development. Types of action in this category include:

- on-going joint initiatives which will provide information on the development of services for the whole of the cross-border region, including audits on current provision, research on the labour market (surveys on skills and labour market needs) and preparation of common strategies and plans;
- permanent joint planning and delivery of education and training courses (curricula, materials, teaching methods, training of trainers, recruitment of trainees/students etc.) in specific institutions, disciplines, sectoral areas and skills, which build on existing strengths and develop new specialisation in the cross-border region; this may also involve the development of new shared facilities (training centres);
- development of common labour market structures and information and management systems, including the collection and dissemination of shared information, joint databases, information access points in centres throughout the region; and
- initiatives and services to assist recruitment into jobs available in the cross-border region by providing information and advisory services to employers, job seekers etc. and on education and training opportunities in general; information and advisory services may also deal with the practical aspects of cross-border mobility, including social protection, terms and conditions of employment, access to grants for study, accommodation etc.
Characteristics of Cross-Border Employment
(for further details see Info Sheet IX)

- largest flow of frontier workers on EU internal borders between Germany and Luxembourg (estimated that 78,000 workers commute daily into Germany);

- Swiss borders with Member States of the EU has largest flows of frontier workers in Europe;

- significant two-way flows between Belgium / Netherlands and Belgium / France;

- increasing cross-border labour movements across the Ireland / Northern Ireland border due to developing ‘peace process’ and strong economic growth, particularly in Ireland;

- increasing potential for labour mobility within the Øresund region due to construction of bridge across the sound;

- maritime borders face additional difficulties due to cost and time of sea travel; and

- increasing commuting from countries to Central and Eastern Europe to EU (much of the work is in the informal economy).
Many of the INTERREG II A programmes include a human resources priority, which have a strong emphasis on education, training and labour market actions. Selected programmes are summarised below. Fuller information is available in LACE Info-Sheet IV and IX.

**EUREGIO (D/NL)**

The EUREGIO programme on the German-Dutch border has human resource development as a central priority and includes a number of genuine cross-border projects in the area of labour market development, education and training.

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**Brandenburg (D/PL)**

The Brandenburg INTERREG IIA programme covers the EU external border between Germany and Poland. Previously classified as a ‘closed border’, the border is now becoming more open due to increasing cross-border trade and labour mobility. However, the lack of cross-border networking between educational and training institutions threatens to undermine further cooperation. The programme places a strong emphasis on human resource measures, particularly training and job-creation initiatives. Priority areas include training and job creation (e.g. new jobs and safeguarding existing jobs), and education and cultural initiatives (e.g. joint educational facilities, language training).

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Euroregion Spree-Neisse-Bober e.V, Guben
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Highly developed border between France and Switzerland where both sides of the border share a lot of common features, particularly in the context of high numbers of French commuters in Switzerland. Human resources is a major priority of the programme with a strong emphasis on the development of scientific and economic cooperation including cross-border transfers of knowledge.

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Since the fall of the Iron Curtain, the Austrian – Hungarian border region has experienced significant economic performance as a consequence of its location in the east-west gateway of Central Europe. While both sides of the border are relatively well equipped with training and educational facilities, the joint potential of these institutions has not been realised. Labour market issues have been identified as an important sector within the border region, and there is considerable scope for cross-border cooperation. Two measures in the human resources priority have been introduced to initiate a better exchange of experience between schools and training institutes concerning the curricular, teaching and training methods and approaches as well as to foster networks across the border.

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North Callotte is a border region on the Northern periphery of Europe which has targeted human resources and the labour market as a means of overcoming socio-economic problems and creating closer relations between the cross-border populations. The INTERREG IIA programme has focused strongly on the development and transfer of technology across the border regions.

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Barents (FIN/S/N/RF)

The Barents programme comprises areas in Northern Finland and Northern Sweden which border Norway and Russia. Norway decided to take part in this INTERREG cooperation in 1995. Human Resources is an important priority of the programme with a strong emphasis on improving general and specialist know-how, language, culture and mass media training. Areas of particular focus include administration, services and training systems, language, vocational and university training and exchanges of experts, teachers and students, especially with Russia. The Barents region has a series of research facilities, which are to be used to step up regional development and the creation of new jobs.

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Fax: +358 1631705

Øresund (DK/D)

The opening of the bridge in the Øresund region has opened up the labour market and facilitated a number of cross-border projects and research aimed at identifying and overcoming obstacles to cross-border cooperation. The Øresund Employment Pact is the only cross-border Pact in the EU and has the task of coordinating employment and labour market issues.

Contact: Øresundskomiteen, København
Tel: +45 33 121222
Fax: +45 33 120722

Germany / Luxembourg (D/L); European Development Pole (B/F/L);
Saar-Lor-Westplatz (D/F)

High degree of residential mobility where cross-border employment has become a major factor in the Labour Market. However, administrative, legislative, socio-economic and language differences persist and inhibit further labour market integration.

Contact: SGAR: Tel: +33 387 348962
Ministerium für Wirtschaft, Verkehr, Landwirtschaft und Weinbau des Landes Rheinland Pfalz
Tel: +49 6131 162233
Ministere de l’Aménagement du Territoire, Luxembourg: Tel: +352 478 6915
### Upper-Rhine Centre South (D/F/CH)

The Upper-Rhine region is densely populated with a history of labour mobility across the border, which has increased due to deregulation of the labour market. Several of the priorities of the INTERREG IIA programme contain labour market issues such as cross-border training and the development of cross-border study channels.

**Contact:**
- Secrétariat Général aux Affaires Régionales, Strasbourg
  - Tel: 33 2 88322900; Fax: +33 3 88256498
- Staatsministerium Baden-Württemberg, Stuttgart
  - Tel: +49 711 2153 472203; Fax: +49 711 2153 510

### Ireland / Northern Ireland (IRL/UK)

A large increase in cross-border commuting, particularly since the start of the present ‘peace process’ is evident on the Ireland / Northern Ireland border. It is particularly demonstrated in certain sectors such as construction, where increased cross-border labour mobility is a response to differing economic circumstances on either side of the border. The programme is funding a number of education and training projects, which are targeted at improving the skill base of workers in the border region.

**Contact:**
- INTERREG Development Officer, Monaghan
  - Tel: +353 47 71251; Fax: +353 47 71258
- INTERREG Development Officer, Armagh
  - Tel: +44 1861 527317; Fax: +44 1861 526717

### Austria / Slovak Republic (A/SK)

The former ‘Eastern Bloc’ border between Austria and Slovakìa is gradually opening up to cross-border cooperation. The INTERREG IIA programme supports educational, cultural and labour market activities which facilitate more intense cooperation.

**Contact:**
- Amt der Niederösterreichischen Landesregierung, Tel: +43 1 53110 4329; Fax: +43 1 53110 4170
- Amt der Wiener Landesregierung, Tel: +43 1 4000 82582; Fax: +43 1 4000 7215
- Amt der Burgenländischen Landesregierung, Tel: +43 2682 600; Fax: +43 2682 61884
LACE INFO-SHEETS: SELECTED PROJECTS

LACE Info-Sheet IV and IX have included information on several good practice projects in the field of education, training and labour market development and these are summarised below.

“Cross-Border Cooperation in Labour Market Policy” (A/HU):

Project involves a transfer of know-how between Austrian employment centres and their counterparts in Western Hungary in relation to EU strategies, methods and instruments in the field of labour market policy. Project is linked to a Phare CBC funded management training course aimed at integrating unemployed people into the labour market.

Contact:

Reginnov Tanacsado
Alkotmany
H-9000 Vasvar
Tel +36 94 370 742
Fax +36 94 370 743

AMS Burgenland
Perlmayerstr. 10
A-7000 Eisenstadt
Tel +43 2682 692
Fax +43 2682 69282

“Common Labour Market in the Øresund Region” (DK/S: Øresund):

Project aimed at creating new opportunities and strengthening the cross-border economy in the context of the opening of the new bridge across the sound.

Contact:

Øresundkomiteen
Halbergsgade 14, 1th.
DK 1057 Kopenhaen K
Tel: +45 33 12 12 22
Fax: +45 33 12 07 22
“Celtic Knots” (IRL/UK: Wales):

Project focused on research and devising of an accredited hospitality training programme specific to the needs of personnel of on-board services of ferries operating in the Irish Sea between Ireland and Wales. Training programme has led to improved qualifications and skills of ferry staff.

Contact:

Liz Kennedy, Project Co-ordinator
Tourism Research Centre, DIT
Cathal Brugha Street
Dublin 1
Ireland
Tel +353 1 874 6058
Fax +353 1 8748572

Arfon Rhys, Director
Coleg Menai
Bangor
Gwynedd LL57 2TP
Wales
Tel +44 1248 370125
Fax +44 1248 370052

“Preparation and Use of a Cross-Border Schoolbook in the Upper Rhine Area” (D/F/CH):

Project aimed at developing closer educational cooperation and improved cultural connections across the border.

Contact:

ADIRA
3, quai Kleber
F-67055 Strasbourg
Tel +33 3 88 52 82 82
Fax +33 3 88 75 64 59

Bezirksregierung Rheinhessen-Pfalz
Friedrich Ebertstr. 14
D-67433 Neustadt/Weinstrasse
Tel +49 6321 99 24 44
Fax +49 6321 99 29 07
“FEMPEX: Local Training and Employment Measures” (E/P):

Project focused on training and employment programme managed by the Gabinete de Iniciativas Transfronterizas Merida-Evora focused on a range of courses aimed at exchange of know-how and experience with regard to local employment.

Contact:

Gabinete de Iniciativas
Transfronterizas Merida (GIT)
Pza. de San Juan de Dios s/n
E-06800 Merida
Tel.: +34 24 38 1755/58
Fax: +34 23 38 13 77
e-mail: git@audinex.es

Gabinete de Iniciativas
Transfronterizas Evora (GIT)
593, Estrada das Piscinas
P-7000 Evora
Tel.: +351 66 74 03 00
Fax: +351 66 2 65 62

“EURES”

Project co-ordinated by the European Commission's DG V involving the provision of cross-border information and advisory services, and cross-border network development between the competent authorities and service providers in the labour market area.

Contact:

Institut Universitaire de Technologie
Departement Franco-Italien, STID
8 Avenue Laurente
F 06500 Menton
Tel.: +33 4 93 28 02 76
Fax: +33 4 93 57 70 75
“Projects Contributing to the Reinforcement of Cross-Border Employment” (D/F):

A number of joint university projects aimed at establishing joint university degrees, language training etc.

Contact:
Conseil regional de Lorraine, Mission Action transfrontaliere et Relations europeennes
Tel +33 387 33 60 00

Ministère für Wirtschaft, Verkehr, Landwirtschaft und Weinbau des Landes Rheinland Pfalz
Tel +49 6131 162 233

“Cross-Border Information and Advisory Centers (Infobest)” (D/F):

Project facilitating cross-border mobility through provision of advice to the public, establishing cross-border links between enterprises and supporting cross-border projects.

Contact:
INFOBEST Kehl/Strasbourg
BP 10, F-67017 Strasbourg CEDEX
Tel +33 388 766 898 / +49 7851 9479 0

“Supporting Women Entrepreneurs” (D/DK: Fyn/Kern):

Project supporting women in enterprise through development of new advisory and training activities.

Contact:
Dorrit Munk Jorgensen
Aben Datastue for Kvinder, Fyns Amt
Stationsvej 36
DK-5000 Odense C
Tel.: +45 66 13 93 66
Fax: +45 66 13 93 99

Heike Rullmann
Pro Regio GmbH
Bredstedter Straße 56
D-24768 Rendsburg
Tel.: +49 43 31 72 29 6
Fax: +49 43 31 72 34 2
“**The Road to an Integrated Labour Market**” (DK/S: Øresund):

Project on labour market development and integration in context of the opening of the new bridge.

**Contact:**
Oresundkomiteen
Holbergsgade 14
DK-1057 Kopenhagen K
Tel.: +45 33 12 12 22
Fax: +45 33 12 07 22

“**Portugese Language Courses in Extremadura**” (E/P):

Project improving cross-border cultural and economic relations through holding of Portuguese language courses. Intended that improved communication will facilitate labour mobility and develop cross-border labour market.

**Contact:**
M. Ignacio Corrales Romero
Presidencia Junta de Extremadura
Jefe de Servicio de Accion Exterior
Gabinete de Iniciativas Transfronterizas
Merida-Evora-Coimbra
c/Adriano 4-4a
E-06800 Merida
Tel.: +34 924 381350
Fax: +34 924 381377
e-mail: git@audinex.es
OTHER PROJECT EXAMPLES

The cross-border regions of the EU and in Central and Eastern Europe provide a wealth of experience of how cross-border socio-cultural activities can be undertaken on a practical level. Below are a number of good practice examples.

1. Contacts, Exchanges, Networking

Cross-Border Meetings on Adult Education (E/P)

Major economic changes brought about by globalisation and the changing economic structures of the Spanish/Portuguese border-region’s counties have created new employment opportunities in the cross-border region. The growing importance of adult education is a response to many of these developments. The INTERREG IIA programme has funded a number of regular joint cross-border meetings on adult education. The main themes of these meetings include: distance learning; evaluation of adult education programmes; improvement of adult literacy in rural areas; and an exhibition of good practice, which includes experiences and materials in relation to adult education on both sides of the border.

Contact: Junta de Comunidades de Castilla y León,
Plaza de Castilla y León 1, E-47008 Valladolid,
Tel.: +34 983 41 11 21, Fax: +34 983 411269

EURO-TEAM (D/DK)

This project aimed to provide students with methods and practices in relation to the removal of barriers within the construction industry. Project activities included joint planning and an exchange of information with regard to building standards in both countries. The project allowed Danish and German apprentices in carpentry and bricklaying to work together on the renovation of a building in Germany, thus strengthening the understanding of each others construction methods and cultures. In addition, a cross-border conference and construction meetings were organised.

Contact: Ms Grethe Hermann, Industri-og Håndvaerkerskolen
(Industry & Tradesman School), Kringelbørg Allé 7,
Tel.: +45 54 84 77 00, Fax: +45 54 847784

Mr. W. Germann, Fachverband Baugewerbe Innung Ostholstein e.V.,
(Construction Trade Organisation of East Holstein)
Siemensstr. 12, D-23701 Eutin
Tel.: +49 45 215170, Fax: +49 45 2174620
2. Research, studies, strategy development

Comparative Study of Access Conditions for Cross Border Workers and Social Utilities (E/P)

This project involved a major study to analyse the legislation environment in the cross-border region of Galicia/Norte, in the areas of health services, welfare, employment, professional training and teaching. The overall objective has been to highlight obstacles and find solutions to cross-border employment mobility.

**Budget**: EURO 140,725; 75% INTERREG

**Contact**: Instituto de Gestão Autárquica do Porto
Escola Galega de Administración Pública, Rua de Belos Ares
160 Rúa Madrid, Pol. Fontiñas s/n, P-4100 Porto
Tel.: +351 22 6001312, Fax: +351 22 6009621, igap@mail.telepac.pt

3. Exchanges of people as components of education and training courses

Training Courses for Moroccan Executives (UK/MRC: Gibraltar)

Cross-border cooperation between Gibraltar and Morocco is impeded by the lack of a common language. As an attempt to combat this problem, a project has been developed to encourage contacts at the academic, administrative and business levels. A key aspect of the project is the development of a series of subsidised residential courses, which will provide training in commercial English, business skills and information technology to Moroccan business people and other Moroccan professionals. The project is partly in response to a British Council feasibility study, which identified a huge demand for English language training in Morocco. Project courses combine English with skills in the areas of information technology, presentation, negotiation, management, business and communication. The project partners include the Department of Education and Training in Gibraltar, the Gibraltar Finance Centre and representatives of both regions’ private sectors.

**Contact**: Mr. Francis Sheriff
European Programmes Secretariat, DTI, Suite 771,
Europort, Gibraltar
Tel.: +350 52052, Fax: +350 71406
Transplanted Classes (ES/P)

This project aims at giving an opportunity to students attending technological, artistic and/or professional courses at higher education institutions in Northern Portugal and Galicia, to partially attend a programme (theoretical and/or practical) in institutions located on the other side of the border. Students participating in the exchange also participate in a “European Citizenship” course whilst in the other country. At the beginning of each school year, those responsible for the project in each institution plan and define the most convenient time for the exchange of final year students. A typical example of an exchange programme involves a two-week placement by a group of Spanish and a group of Portuguese students, in each other’s classes.

Several schools have already participated in this programme, namely - From the Norte de Portugal: Escola Profissional Agrícola de Ponte de Lima, Escola Sec. Dr. Júlio Martins, Escola Profissional Amar Terra Verde and Escola Sec. Padre Benjamim Salgado. From Galiza: I.F.P. Xinzo de Limia, IESP from F. Asorey (Cambados) and students attending Professional Courses in the areas of hotel management, cooking and mechanics in Pontevedra and Lugo.

The project is considered a success as it broadens the horizons of young people, offers an alternative perspective on their training, widens their skills base and introduces them to the concept of European citizenship.

**Budget:** EURO 36,500

**Contact:** Direcção Reg. Educação do Norte Rua António Carneiro 8, 4300 Porto, Tel.: +351 22 5191100, Fax: +351 22 5103151

DG Ord. Educativa e Form. Prof. San Lázaro 107, 15771 Santiago de Compostela, Tel.: +34 981 546562, Fax: +34 981 546542

Vocational Training in hotel management and catering (D/CZ)

Established in 1996/1997, the main aim of this project has been to strengthen human resources through cross-regional cooperation in the areas of education and vocational training. More specifically, the project consisted of a programme based in the technical college of Pirna-Sonnenstein in Germany, which gave more than 100 students – including 40 Czech ones – the opportunity to benefit from vocational training in the fields of hotel management and catering. Moreover, at the end of the third year of training, all students (German as well as Czech Trainees) can qualify for a degree from the International Chamber of Commerce in Dresden. Following the training, the Czech students can study for another year in Usti nad Labem and Teplice, and receive a degree recognised by the Czech Republic.

**Contact:** Kommunalgemeinschaft Euroregion Oberes Elbtal / Osterzgebirge e.V., Emil-Schlegel-Str. 11, PS 85, D-01782 Pirna Tel.:+49 (0) 35 01 / 52 00 13, Fax: +49 (0) 35 01 / 52 74 57 e-mail: euroregion.elbe-labe@t-online.de

Komunální společenství, Euroregion Labe, Lidické náměstí 8 CZ - 40001 Ústí nad Labem Tel.: +420 (0) 47 / 5241437-8, Fax: +420 (0) 47 / 5211603, e-mail: erbanova@mag-ul.cz
4. Planning and delivery of common educational training courses; courses facilitating cross-border labour market

East Border Region Tourism Training Network (IRL/NI)

The Regional Tourism Training Network was established in 1997 as a cross-border partnership of Local Authorities, Development Agencies, Further Educational institutions and the Private Sector. Its main aim is to facilitate capacity building for the region’s tourism industry through a co-ordinated and focused approach to training which will in turn foster a greater degree of local tourism awareness and enhance the economic prosperity of trainees, employees and the region. The Network has delivered a number of courses including Management Development, Community Management Development, Practical Marketing and Technical Aspects of Customer Care. The project provides a more skilled pool of potential employees to address the current skills shortage within the tourism industry, while consolidating and sustaining the current employment provision within the sector. The project has targeted currently disadvantaged groups such as the unemployed and women returners to the workforce who may need their skills updated for re-entry into the labour market. Cross-border cooperation is enhanced through the creation of forums, which facilitate the promotion of tourism, while developing the opportunities for cross-border cooperation within the tourism sector.

Contact: Mr Gerry Mills, East Border Region Tourism Training Network  
C/o Newry Institute of Further & Higher Education  
Patrick Street, Newry, Co. Down, Northern Ireland  
Tel +44 1693 252 629

Training through Cross-Border Cooperation (I/AL)

This project is designed to develop and strengthen cross-border cooperation across the maritime border between Italy and Albania. The project attempts to address the lack of linkages by initiating a training programme managed by the Training Department of the Puglia region. The primary objective of this project is to provide the Albanian Public Administration with technicians equipped with the necessary skills to co-ordinate different operations linked to the development of the area. These include spatial planning, the programming of actions, the conception of integrated projects, implementation and follow-up and evaluation. The project is intended to last until 2000, when the selection of a professional training body will have been confirmed.

Contact: Giunta Regionale – Puglia, Salvatore Dictaso, Presidente  
Via capruzzi, 212, I-70124 Bari  
Tel.: +39 80 540 1111, Fax: +39 80 522 4827
Product and Business Development for Craft and Design (IRL/UK: Ireland/NI)

The project aims to strengthen the skills base of people working in the crafts industry in the border region. The Irish crafts industry has experienced considerable growth in turnover and employment in recent years, but with little impact on the border economy. The two main problems relate to the dispersed nature of local craft businesses and the lack of key business skills. INTERREG funding provides business development skills for ten trainees from both sides of the border, as well as leading to the creation of a small crafts centre in the border town of Carlingford. The impact of the project will be to develop and diversify the local economy and provide a tourist attraction in the border region.

Contact:
Carol Gilliland, Co-operation Ireland
17 North Road, Monaghan, Ireland
Tel.: +353 477 1979, Fax: +353 477 1981, E-mail lace@indigo.ie

Centre of European University Cooperation (D/DK)

The project’s overall objective is the establishment of closer cooperation between the University of Southern Denmark and the University of Flensburg (Germany) through the establishment of three joint higher education courses: language/pedagogics, export engineering, and energy management. The courses are designed for a four year period and will be bilingual. The three new courses were launched in September 1998 with around thirty students per course. Project results include the creation of about 26 new jobs and intensive cross-border activities between the two involved institutions.

Budget: EURO 1,908,886

Contact:
Andreas Cornett, University of Southern Denmark – Handelshøjskole Syd HHS, Grundtvigs Alle 150, DK 6400 Sonderborg
Tel +45 74 43 42 25, cornett@sam.sdu.dk, http://www.hhs/dk/

University of Educational Research, Flensburg, Germany,
Muerwiker Str. 77, D 24943 Flensburg
Tel +49 461 31 300
Collegium Polonicum is a new form of cross-border cooperation in the field of research and teaching. Adam Mickiewicz University (AMU) in Poznan and Europa Universität Viadrina (EUV) in Frankfurt (Oder) jointly run the facility. The scientific institution is also open to other European universities. The subject matter is oriented towards the two sponsoring universities. The decisive steps in the creation of the Collegium Polonicum in Slubice (Poland) were taken in 1998 with the construction of the building and the organization of the curriculum. The newly built edifice was opened on 10 June 1998. It lies right on the Oder, which also forms the border between Germany and Poland.

This marked the beginning of two bachelor of arts courses of study offered by the AMU. In addition, the three-year courses in political science and environmental protection had 45 and 43 registered students, respectively. At the same time, the EUV established three advanced courses in comparative Central European studies, the protection of European cultural assets and modern urban development management. These receive funding from the EU’s TEMPUS programme. The measure is considered "institution building" and is helping the Collegium Polonicum make a name for itself as a "Centre of Excellence".

Collegium Polonicum is also a popular conference venue. In 1998 alone it hosted 16 conferences, mostly on cross-border topics, a trend which continued in 1999. These included invitations to a regional conference in June 1999 by the Euroregion Pro Europa Viadrina as part of the Third Brandenburg Economic Week and to a German-Polish investors' forum in September 1999 by the Kosrzyn/Slubice Special Economic Zone together with the German-Polish Development Authority AG.

**Budget:** 40 million euros total budget, 6,200,000 INTERREG II and 15 million euros Phare CBC

**Contact:**
Ewa Bielewicz-Polakowska, Collegium Polonicum,
ul Kosciuszi 2, PL 69-100 Slubice
Tel +49 335 5534 16 412
‘Sloyd pa tvers’ is a cooperative project between cottage industry consultants in Jämtland, Nord-Trøndelag and Sor-Trøndelag. The project will organise comprehensive design courses aimed at providing artisans with the means to design new products which will help them to expand their business, and which can compete with industrial design products. During the design courses, the project manager and cottage industry consultants will work actively to form networks. To ensure continuity in the longer term, the consultants from Norway and Sweden will remain available as a source of information and advice after the project’s completion. Artisans/craftsmen who focus on traditional products often find themselves on the borderline between tradesmen and industrial manufacturing. The need for creativity is important, whilst traditional skills have to be preserved and passed on to younger generations. The project will involve the exchange of information, the development of new cooperative ventures and the creation of new jobs in the region.

**Budget:** SEK 516,600

**Contact:**

Liva Kaiser, County of Jämtland, Sweden, Tel.: +46 63 14 25 00

Randi Breiset, Cottage Industry Consultants in Nord-Trøndelag, Norway
Tel.: +47 74 82 86 72
5. Labour market structures, management systems and services including databases, information and advice and recruitment

**EURES – Galicia/Norte (E/P)**

The EURES project involved the creation of a cross-border office to respond to information needs linked to cross-border mobility of workers and businesses.

Set up in 1997, in its first six months of operation the office received more than 650 enquiries of which 500 concerned employment issues. In the three months of the following year between 25 and 30 people from both sides of the border found jobs due to information received from EURES.

EURES is offering a series of valuable services to cross border communities, particularly in the area of legislation on social provision, tax, employment and professional training.

**Contact:**
EURES Transfronteiriço Norte de Portugal-Galiza,
Edificio Ex-alfândega – Av. De Espanha
E-4930 Valença, Spain
Tel.: + 351 51 826105, Fax.: + 351 51 826104

**Eurocity (S/FIN/N: North Calotte)**

The twin towns of Torneå (Sweden) and Haparanda (Finland) are located on opposite sides of the River Torne in the Southern part of Lapland. Despite a long history of cross-border cooperation, important obstacles to greater cross-border labour mobility exist such as language problems and lack of knowledge about employment systems.

In response to these types of problems, the employment offices in both towns have come together in a joint project to promote greater mobility of labour and realise their joint vision of a ‘Eurocity’. This is done by providing information on training opportunities and supporting a network of companies, authorities, associations and training coordinators in the two countries. The project has resulted in a significant increase in two-way labour mobility. The employment offices have also organised seminars for employers and job seekers on tax legislation, unemployment benefit rules and social issues in both countries. Results of the project have been a 15% increase in the proportion of job seekers finding a job abroad.

**Contact:**
Marja Ketola
Storgatan 92
S-95331 Haparanda, Sweden,
Tel +46 922 61469
marja.ketola@pt6.tempo.mol.fi
Öresund Employment Service (DK/S)

This project was launched in 1998/99 to meet the increased demand for labour and to improve mobility across the Öresund. In all, four offices have been established, two in Sweden and two in Denmark, with both Swedish and Danish personnel in each of them. The offices, which are designed both for those seeking work and for employers, offer information on living conditions and regulations and conditions on the labour market in addition to their recruitment service. The focus is on commuters across the Öresund, branches with recruitment problems and the labour market’s future generations. Each side tries to support the other through joint initiatives in the event of recruitment difficulties.

The project has already generated considerable interest amongst those seeking work, employers, the media and other organisations. During the first two months the level of visits and recruitment has been high, with the main flow of labour moving from Sweden to Denmark.

Contact: The Nordic Council of Ministers, Store Strandstraede 18, DK 1255 Copenhagen K, Tel.: +45 3396 0200 e-mail: rhj@nmr.dk
CHAPTER C 7: HEALTH AND SOCIAL SERVICES

OUTLINE:

This chapter discusses the potential for cross-border cooperation in the area of health and social services and presents a typology of activities as well as a range of examples. Examples for cooperation fall into the broad categories of exchange of information/creation of networks; training; research and development; utilisation and development of joint resources.

KEY POINTS:

- Cross-border regions, which are often sparsely populated and suffer from comparatively poorly developed health and social services, find it difficult to guarantee a basic provision of health care and social services for inhabitants in the area.
- The ability of a cross-border region to provide qualitatively better and more diverse services more cost effectively can be greatly strengthened through cooperation - in particular through utilisation of joint resources (e.g. hospitals, homes for the elderly, ambulance and emergency services).
- Practical problems in cooperation arise from legal obstacles stemming from nationally oriented laws and regulations and nationally oriented planning (e.g. planning and insurance schemes which only provide for cover national contributors/citizens, differences in competencies).
- A cross-border inventory of existing facilities in the border region coupled with dissemination of information on structures, competencies, administrative and financial procedures is an important first step for creating a dialogue about future measures and projects of cooperation.

EXAMPLES:

Community Childhood Accident Prevention (IRL/NI)
Developing Primary Care Across Communities and borders (IRL/NI)
Comparative Study on Access to Health and Social Services (E/P)
Research Study into the Complementarity of Health Care Systems (F/B) Joint Cross-Border Training Programme – Ambulance Service (IRL/NI)
Mountain rescue (F/I)
Dental Hygiene and Treatment in Greece and Albania (GR/AL)
Cross-border Flexi-worker scheme (IRL/NI)
Radio Assistance directly to the home (E/P)
Cooperation between hospitals of Selestat and Offenburg (D/F)
Cross-Border Research Institute into New Rehabilitation Techniques (D/NL)Centre for Determining Surface and Cellular Characteristics using Microscopic and Spectroscopic Analysis (D/NL)
Establishment of Cross-border Health Stations (GR/FYROM)
Mutual Exchange Between Public Health Services (S/N)
Construction of a Cross-Border Medical Station (D/CZ)
OVERVIEW

Cross-border cooperation should include every aspect of a person's life: housing, employment, leisure, communications, environment etc. The development of social and cultural cross-border cooperation must be regarded as equally important to that of the economy and the infrastructure. It is often the case that social and cultural cross-border cooperation actually creates the basis and conditions for sustainable success in the economic sector.

Good health care and the provision of social services are important fundamental attributes of health and social welfare policies. However, more than other sectors of our society, health and social services are largely a function of states and subject to national regulations.

Borders between states have led to different laws and regulations in relation to social services, taxes, health insurance schemes etc. Many border regions suffer from underdevelopment, peripherality and remoteness in national terms often characterised by low population, out-migration of younger people and a higher dependent population (children and older people). Rural areas and areas with a declining population often suffer from a poorly developed social services sector where insufficient demand may limit some services.

Given these circumstances, some border regions may have difficulty guaranteeing a basic provision of social services and health care facilities. The opening up of internal borders is presenting new opportunities for cooperation in the social sphere and the associated service sector. In order to maintain the scope and quality of the health service, social services and related resources in peripheral regions, appropriate and creative solutions must be developed in cross-border regions.

Problems

The nationally oriented and historically derived laws and regulations in the health and social sectors makes it difficult to find general solutions for all border regions, particularly in countries that have numerous neighbours who, in turn, have very different systems. The legal obstacles give rise to practical problems for cross-border cooperation in health care and social services:

- different allocation of liabilities (ambulance services, emergency services, police);
- planning and catchment areas for social services and facilities that stop at the border;
- national financial contributions for medical and social insurance schemes, etc., that are contributed at national level and may only be used nationally.

As an example, hospital bed capacities in border regions are planned only for the national level of provision. Generally speaking, these beds are also only available for national contributors. Although there is a ruling at European level for non-national travellers who may use the services of doctors and hospitals abroad in the event of illness and accidents, the health insurance schemes take a very restrictive attitude
towards these matters in border regions. The use of medical services, hospitals, etc., in border areas by frontier dwellers is subject to strict controls and difficulties often arise when it comes to settling the account: certain costs for the length of a hospital stay and services provided are queried or only partially reimbursed.

In many border regions, therefore, private arrangements are made between hospitals so that hospital beds can be used in special cases. This is particularly true of the use of intensive care units for patients whose life is in danger or who urgently require specialist care. If the bed capacity of hospitals is occupied too frequently by patients from a neighbouring country, and the beds are not therefore available to the indigenous population, this in turn may lead to problems in the national provision for patients, and to complaints.

The obstacles to the use of health and social facilities on the other side of the border are based on cost calculations that differ markedly between countries, and on the fact that the insurance companies cannot assess which costs on what scale are to be expected if there is a generalised use of services on the other side of the border. Consequently, general regulations are rejected and insurers are only prepared to deal with individual cases on a pragmatic basis.

Moreover, social facilities are funded in different ways and under conditions that vary widely from country to country. There are examples in hospitals where public subsidies are not included in the cost calculation, e.g. of the hospital authority. On the other side of the border precisely the opposite happens: public subsidies and financial assistance must be taken into account by the hospitals when they calculate their daily rates. This leads to very different and widely varying cost rates which, for obvious reasons, cannot be financed by the insurance companies.

Difficulties also arise in relation to cross-border emergency responses such as the ambulance and fire services. For example, staffing levels for emergency vehicles are generally calculated for national requirements and the use of personnel and equipment to provide cross-border emergency and ambulance services on the other side of the border again leads to gaps in the national provision which have to be filled accordingly. Cross-border use of homes for the elderly, rehabilitation clinics, schools, clinics etc. comes up against similar difficulties. Here, too, the capacities are calculated only for national requirements in the first instance, and facilities are financed nationally.

Other specific problems arise in peripheral rural border areas as regards maintaining a viable population for facilities such as hospitals, homes for the elderly, schools, social services and specialised services (e.g. sophisticated ambulance systems). A related problem is the accessibility of these facilities by local public transport, a problem which the cross-border use of helicopter and other emergency services could help to solve.

Another factor that should not be overlooked is the lack of knowledge on both sides of the border about existing facilities, systems, administrative structures, etc., in the health service, social services, police, emergency services, etc.
Solutions

There is a need to stop thinking in terms of national borders, to create appropriate new catchment areas, to put the viability of social facilities and services on a new cross-border footing, and to prevent rural areas, particularly those in a peripheral border situation, from being "bled dry". Bilateral and trilateral solutions specific to certain regions must be developed.

A basic requirement is to disseminate knowledge about facilities, structures, administrative procedures, starting conditions, etc., of the social services and health system in the neighbouring country. To this end, a cross-border stock-taking exercise is required in the first instance, involving the participation of all concerned on both sides of the border. This exercise is a prerequisite for starting a dialogue and for agreeing on practical measures within the health service and social services that are possible and desirable on both sides of the border, despite all the differences and difficulties.

In the years to come, the European border regions will be strongly urged to develop gradual solutions in the social sector on a bilateral and trilateral basis; these solutions must take account of the particular situation in individual border regions. Appropriate and viable solutions that guarantee the efficient use of resources must be developed.

Due to financial restrictions at national level, the regional social services and health facilities have been under pressure in recent years. This could be the stimulus for creating cross-border coherent regional social services, health facilities etc. The key issues here are:

- cross-border use of hospitals such as cooperation between blood banks and transfers of patients. For some border region residents, the nearest and most convenient hospital may be located across the border;
- cooperation in emergency and ambulance services including joint emergency response exercises;
- planning of common central health facilities thus maximising complementarity;
- cross-border funding pool of insurance companies for balancing out payments in the event of cross-border use of health care and social services.

In conjunction with those who fund social services and facilities, potential fields of study should be identified, pilot projects worked out and funding options developed.

With regard to the planning of health care facilities and social services, consideration should be given in the medium term to the planning and implementation of common facilities, funded on both sides of the border, with cross-border catchment areas and funding options. Moreover, the legally sanctioned use of rescue helicopters should be made possible.

Cross-border contingency plans should be worked out for emergency and rescue services so that personnel, vehicles, etc., can be made available. At the same time, national plans should be adapted so that the provision of equipment and personnel across borders can be implemented without
difficulty within each country’s catchment area. Large-scale facilities in the health and social service sector in cross-border regions should be examined to find out whether duplicate investment can be avoided in the future and more rational cross-border facilities can be planned. Moreover, cross-border regions should be responsible for making proposals for relatively large facilities that only become viable when used by populations on both sides of the border.

Everyday practice shows repeatedly that cross-border cooperation in health care and social services is vital for the lives of the inhabitants. It is understandable that social insurance funding institutions will accept cooperation only in individual cases initially, since they cannot assess the financial implications of general solutions. In the long term, however, generalised cooperation will be required in the health sector, social services, for emergency and ambulance services, and between the police and drugs authorities, based on sound legal and financial regulations. This cooperation could eventually include the creation of joint cross funds, adapted to the needs of the cross-border region.
**PROJECT EXAMPLES**

The cross-border regions of the EU and in Central and Eastern Europe provide a wealth of experience of how cross-border activities in the area of health and social services can be undertaken on a practical level. Below are a number of good practice examples.

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**1. Research, studies, strategy development**

**Community Childhood Accident Prevention (IRL/NI)**

This project focuses on accident prevention among children in families in the lower socio-economic groups – over two hundred families to date have gained from this project, which includes targeted specialised support, first aid training and the provision of equipment from the safety equipment library. Anticipated outcomes include the following:

- Prevention of accidents among children in the target groups and by extension to the wider community by enhanced learning.
- The mainstreaming of an agreed accident prevention strategy across the border and among the four involved health and social services boards
- Improved working relationships with local communities

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**Developing Primary Care Across Communities and borders (IRL/NI)**

This project aims to pilot improvements in primary care provision on a cross-border basis by:

- Developing pilot sites (supported by an appropriate infrastructure to advance primary care focussed services)
- Facilitate good practice in terms of an extended and fully integrated primary care team
- Exploiting emerging technologies to link practices (especially those in isolated communities) to the wider health and social services network thereby ensuring that the communities they serve have equitable to the services they need.

Anticipated results include: Improvements in services provided to the targeted population; Partnering of primary care partners, general practitioners, pharmacists etc; Improved learning on issues surrounding cross border primary care service provision

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Mr Tom Kelly, N.W.H.B., Markieviez House, Sligo Ireland.
Tel: +353 7155105
Comparative Study on Access to Health and Social Services (E/P)

This project, carried out in 1996, involved a study into the access conditions of cross-border workers in Galicia and Norte to health and social services.

The overall objective has been to provide an incentive to harmonise legislation so that equal treatment of the two populations would be achieved in the area of health, social security, employment and professional training. Findings of the study have been published and distributed to appropriate organisations. It is hoped that by highlighting the obstacles to real cross border mobility, the regulatory environment will eventually adapt to improve the situation for cross border working.

**Budget:**  EURO 140,725 of which 75% came from INTERREG

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Escola Galega de Administración Pública, Rúa Madrid Pol. Fontiñas s/n, 15703 Santiago de Compostela
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Research Study into the Complementarity of Health Care Systems (F/B)

Besides identifying areas of potential cooperation in the Euroregion Nord-Pas de Calais-West Flanders that would lead to cost reduction and more efficient use of resources in the Euroregion, the results of the study are of interest to the Association Internationale des Mutualités (“Friendly Societies” or “insurance societies”) currently engaged in observing the flow of cross-border care services within the EU.

A three-year study, commissioned by the European Commission (DG V), was carried out by 3 mutual insurance societies: 2 members of the Fédération des Mutualités Chrétiennes (B) and the Mutualité du Nord (F). The research was managed according to the following organisation:

A steering committee, meeting twice a year and consisting of representatives of the principal mutual insurance bodies, was responsible for monitoring the progress of the research, disseminating information amongst those involved, and maintaining the overall coherence of the research. The committee was also responsible for financing and the project budget. A support committee was responsible for coordinating the cross-border research according to the directives of the steering committee. Two working groups, one French, one Belgian, undertook the work that enabled the objectives of the study to be realised. Each group consisted of a researcher, a coordinator and numerous specialised advisers, varying according to the field under investigation.

Results:

• demographic study of the two regions, survey of epidemiological studies carried out by the 2 states, with reference to the two regions, inventory of the “hard” (hospitals, clinics, etc.) and “soft” infrastructure (personnel; European, national and legislation concerning installation of equipment and services; the official professional requirements for personnel);

• establishment of a database showing: the demand of the two regions for health services and the distribution of care-providers; demand of the local population for services outside the area; demand of the exterior population for services within the region; the difficulty of access to care services in the cross-border region and the surrounding area;

• identification of underdeveloped areas within the health service infrastructure of the Euro-region Nord-Hainaut as well as identification of complementary areas with potential for synergies; identification of complementing projects and study of their feasibility; involvement of actors in the social economy to obtain their participation in the implementation of the projects.

Budget: EURO 184,305 total costs, 50% regional partners, 50% ERDF

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2. Cooperation between emergency services (e.g. ambulances)

Joint Cross-Border Training Programme – Ambulance Service (IRL/NI)

This project aims to bring synergy to the response to major incidences within the adjoining border areas. It proposes to produce a number of training programmes for ambulance controllers and operational staff in order to develop common procedures with the intention of maximising the use of available resources regard less of location – functional support is being provided by C.A.W.T

Anticipated Outcomes include an improved cross-border response to major incidents in the border regions by coordinating the plans, training programmes and organisational requirements to meet the needs identified. This will be of major benefit to both the target population and will facilitate the mainstreaming of the agreed approach to other border areas.

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Mountain rescue (F/I)

In the mountains, danger, accidents and rescues are not limited by borders. With the increase in alpine tourism, mountain accidents are more and more frequent and organising rescues becomes ever more complex and costly. For air rescues, the authorities from Haute Savoie (F) the Swiss Valais (CH) and the Val d’Aoste (I) decided to organise a common service based at the Chamonix station. Every year 850 helicopter rescues are launched from this Savoy station

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Dipartamento per il Coordinamento delle Politiche Comunitarie  
Via del Tritone 142  
I-00187 Roma  
Tel +39 6 482 67 66
3. Cooperation between services (e.g. hospitals)

**Dental Hygiene and Treatment in Greece and Albania (GR/AL)**

The project involved the development and equipping of a mobile dental unit which will visit schools in specified border regions, especially in Albania. The establishment of the mobile unit was accompanied by a training programme for Albanian dentists and dental technicians. The unit which was staffed with a Greek dentist, the instructor, and an Albanian dentist, the trainee, carried out school visits in order to provide information material on dental hygiene and dental treatment to pupils.

Results: Through this programme, the mobile dental unit was equipped and became operational providing treatment to a large number of the border population. In addition, a significant number of Albanian dentists and dental technicians has received theoretical and practical training on new dental techniques, materials and research.

Elements of good practice: social support NGOs and health scientific units cooperated in order to improve the health conditions in the border regions. The dental School of the University of Athens supported this collaboration project between the Holy Monastery of Simonos Prtras in Agio Oros and the Orthodox Church of Albania.

**Budget:** EURO 600,566

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GR-161 21 Athens  
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**Cross-border Flexi-worker scheme (IRL/NI)**

This support pilots across the four Boards different career intervention approaches to the support of persons with learning disabilities in their homes. The pilot areas differ in terms of training models for carers, models of intervention and providers who are providing career support. This project will improve the quality of life of persons with learning disability and provide employment for carers. This project will also increase the skills of carers and increase the learning of the Boards in terms of carer needs for persons with learning disability. It is anticipated that the Boards will build on the pilot approaches and mainstream the good practice developed.

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Radio Assistance directly to the home (E/P)

This project which began in 1995 had the objective of bringing together the two “Red Cross” organisations in Spain and Portugal. The project “Radio Assistance directly to the home” already existed in Spain but not in Portugal. The transnational aspect of the project included the setting up of a radio communications network allowing the co-ordination of actions from one central alarm station in Badajoz (E).

In 1996 the project was further developed. An attempt was made to introduce into the Portuguese Red Cross organisation its own “Radio Assistance” project in the region of Alentejo, on similar lines to the Spanish project.

This new project aimed to widen the Radio Assistance project to both Extremadura and Alentejo and to include users with physical movement difficulties. It is supported by a radio telecommunications network, which allows co-ordination between existing Portuguese resources and the Central Alarm station of the Red Cross in Badajoz. The project initially focused on the communities of Evora, Beja, Portalegre, Estremoz and on the Spanish side those communities in Extremadura where the Red Cross currently operates.

The project has broken new ground in bringing together the Spanish Red Cross and its Portuguese equivalent. It is hoped in the future that users of the services will be able to have access to both the Portuguese and Spanish services.

**Budget:** 2,704,000 Ptas total costs, 2,000,000 Ptas INTERREG II contribution

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Oficina Provincial de Cruz Roja Española, C/Padre Tomás 2, E-06011 – Badajoz, Tel +34 924 240433

Cooperation between hospitals of Selestat and Offenburg (D/F)

This project aims to deepen professional contacts on a personal level between officials from the hospitals of Offenburg (D) and Sélestat (F) in the framework of continuous training and education. Furthermore the project intends to develop the exchange of information with regard to the hospital’s work and to develop and enlarge knowledges in technical language.

The following activities will be organised:
- Joint organisation of language courses during the exchange
- Realisation of practical placements for students of nursing
- Assemble and establish a documentation of common medical terminology
- Exchanges between professionals from the two hospitals
- Organisation of conferences on medical subjects defined by the two hospitals
- General documentation

Results will include: Numerous exchanges and meetings between hospital professionals as well as nursing students; Linguistic training in the medical and nursing sectors and publication of a Franco/German dictionary on medical terminology. Further outcomes include the organisation of placements focussing on specific topics such as AIDS or Diabetes

**Budget:** EURO 150,000 total costs, out of which 50% ESF

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4. Development and Cooperation of common facilities and services  
(e.g. specialist health/research centres)

Cross-Border Research Institute into New Rehabilitation Techniques (D/NL)

The overall objective of the project is to provide cross-border support for rehabilitation technology and improve the effectiveness of rehabilitation medicine within the EUREGIO. The specific aims include establishment of a bi-national institute for rehabilitation technology in the EUREGIO. The cooperating partners are the Foundation for the Rehabilitation Centre Het Roessingh in Enschede (NL), the University of Twente Bio-Medical Institute of Technology (NL), and the department of orthopaedic physiology at the University of Münster (D).

In the current phase there will be joint development of rehabilitation technology and introduction of a cross-border care and training programme. In the next phase the technology and programmes will be tested and be adapted as necessary.

The cross-border research institute will work in the following areas:
• conduct of a research programme into rehabilitation technology, building on research already being carried out. The research should be put into practice within 5 years;
• establishment of cross-border institutions for rehabilitation medicine, in cooperation between the Het Roessingh Foundation and the clinic and polyclinic for technological orthopaedics and rehabilitation at the University of Münster;
• formation of a joint training body for doctors and paramedics reflecting the increased demand for rehabilitation technology and mobility resulting from the rising population of elderly people in Europe.

The development of a cross-border health care structure is envisaged in the framework of the project, making it possible for patients to receive treatment in those institutions most suited to their needs. Positive economic effects are expected from the establishment of this research institute, since it will encourage the establishment of small and medium-sized specialist companies in the EUREGIO. In addition, a joint cross-border institution of rehabilitation medicine constitutes a significant reduction in costs.

**Budget:**
EURO 1,725,000 total costs, EURO 862,000 INTERREG contribution

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Photomicroscopic and spectroscopic technology enables the analysis of the surface and cellular characteristics of molecular structures, and provides higher resolution capability with electron-raster-microscopic methods. A joint centre for determining surface and cellular characteristics using microscopic and spectroscopic analysis has been established by the University of Twente Institute of Biomedical Technology (NL) and the Institute for Medical Physics and Biophysics at the University of Münster (D). The technology is particularly valuable in: investigating the effectiveness of (new) medications, analysis of blood and blood plasma, quality control of food-stuffs, and material analyses of medical products such as prosthetics and implants.

The Centre will provide a valuable service to SMEs who have neither the know-how nor the means to afford the necessary equipment. Along with hospitals and blood analysis laboratories, companies active in biomedical physics, and the food and agriculture industries also use the centre. The introduction of the technology developed and made available by the Centre will increase the ability of SMEs based in the EUREGIO to compete with international companies.

**Budget:** EUROS 800,000 total costs, EUROS 400,000 INTERREG contribution

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The project aims to support the border regions facing significant problems in the health sector either due to their remote geographical location or due to the considerable flows of legal as well as illegal transport of people, animals and goods. The project will also promote cooperation with the neighbouring countries in the fields of research and education as well as support the exchange of experiences in the field of public health in order to allow for the development of a Greek/Balkan network of communication and co-ordination, organised around the Cross-Border Stations of Public Health. A series of Cross-Border Stations of Public Health will be established as access points to deal with serious transmittable diseases and other public health problems in the border region.

Expected results include the development of a regional health services infrastructure, the development of strategic approaches to dealing with the border-region’s health problems, and the improvement of living

**Budget:** 1,800,000 EUROS total costs

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Department for Technical Infrastructure
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**Mutual Exchange Between Public Health Services (S/N)**

An identical pathological picture with a high frequency of heart and vascular disorders among the population is seen in the border region. Through a cooperation between Strömstad (Sweden) and Fredrikstad (Norway) the project is to extend knowledge about patient-managed treatment of chronically diseases. In Strömstad the project aims at individuals with high risk for heart and vascular disorders. Development of pedagogical methods and presentation of knowledge to persons with health risks. The project in Frederikstad is to develop a cooperation with mutual exchange of information between asthmatics and the health and hospital staff. This is to increase the cooperation of the patients concerning their treatment and give the individual patient better control over his/her disease. A part of the project is planning a common treatment and training institution and the shape for a cooperation with institutions of more advanced studies and the health service in Dalsland. To build up teaching and research organisations with the projects in Strömstad and Fredrikstad as models for a bigger regional cooperation.

**Budget:** SEK 600,000 (ERDF)

**Contact:** Public Health Services of the Local Authorities/Municipalities, Bohuslandstinget (Sweden), http://server.liku.no/INTERREG/prodkat.html

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**Construction of a Cross-Border Medical Station (D/CZ)**

The medical centre in Dippoldiswalde (D) lies in the area immediately bordering the Czech Republic. The region lies in area important for tourism, particularly winter sports. The obligations of the medical station to tourism and international traffic are increased through its proximity to the E55, including the border crossing at Zinnwald/Cinovec. The equipment and standard of the current medical station is very poor and patients with Czech nationality are often taken to the neighbouring Czech district of Teplice. Joint attendance of the emergency services from both sides of the border is frequently necessary on the difficult stretch of the E55 running through the border area.

The new medical centre in Dippoldiswalde will provide support to the local medical services and also to the German Red Cross. This latter organisation is going beyond its conventional work to engage in cross-border cooperation with the Czech Red Cross of the district of Teplice, including collaboration on a specific Aids-prevention project which is being run by the Ministry of Health and Social Affairs of Saxony (Sächsisches Ministerium für Soziales, Gesundheit und Familie), with EU funding.

The efficient organisation and safeguarding of emergency medical services is an important community obligation. As a result of the realisation of this project, the process of cooperation in this field is expected to continue, involving a wider range of related organisations and setting an example for further cross-border cooperation between voluntary organisations working in first aid and medicine.

**Budget:** EURO 1,000,000 INTERREG II contribution

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CHAPTER C 8: CULTURE AND MEDIA

OUTLINE:

This chapter presents the key issues and possibilities for cooperation in the socio-cultural sector and provides examples on how this is taking place in existing cross-border regions. It stresses that socio-cultural co-operation is not only important to enhance the daily living conditions in the cross-border region but plays an important role in the development of other forms of cooperation (e.g. infrastructure, business cooperation) as it is often the first step to developing contacts between people.

KEY POINTS:

• Socio-cultural cooperation raises mutual awareness of differences and common aspects of culture, society and traditions, which are important factors for the development of economic and other forms of co-operation in cross-border regions.
• The most common form of cooperation are “people-to-people” activities, such as the organisation of cultural and sports activities.
• Setting up of permanent structures for the exchange of information with regard to the border region’s culture, history and economy can play an important part in developing a strategy for wider cooperation.
• Experience in the border region shows that television, radio and press are major facilitators of the cooperation process.
• Cross-border socio-cultural cooperation in every area of life is a pre-condition for sustainable co-operation in economic, environmental and infrastructural matters.

EXAMPLES:

Meetings Between People Involved In Music (E/P)
A network of museums (A/SLO)
Cultural Routes: Routes of Orthodox Monastic Life (GR/AL/FYROM/BUL)
International Youth Exchange (A/SLO)
Saxon-Bohemian Music Festival (D/CZ)
Convention and Exhibition centre at Monodendri (GR/AL)
Establishment of interregional Cultural and Art Centre (HU/SLO)
Ecofarm and Children’s Holiday Camp (D/PL/CZ)
Radio Pomerania (D/PL)
Sami Radio (N/FIN/S)
Citoyenetté Transfrontralière (B/F)
Alps-Danube-Adriatic (Central Europe)
Cooperation Programme: RTP-TV Galicia (E/P)
Cross-border Magazine (PL/UKR)
North-South Media Programme (IRL/NI)
And selected examples from LACE Info-Sheet V
OVERVIEW

Context

Both the European Union and an enlarged Europe which is merging ever more closely together have been shaped, not only by their common history and culture, but also by their national borders. These "scars of history" have created a "patchwork of historical landscapes" and often cut right across historical regions and peoples.

We should not forget these "scars of history", nor should we exacerbate them. The role played by cross-border cooperation in the process of European integration is therefore crucial. It helps firstly to mitigate the disadvantages created by these borders. Secondly, it assists in the process of overcoming the peripherality suffered by cross-border regions within their own countries, and thirdly it helps improve the living standards of the population there. Cross-border cooperation must therefore embrace every area of life, whether cultural, social, economic or infrastructural. Knowledge of and understanding for the socio-cultural characteristics of one's neighbours is a prerequisite for confidence-building.

Cross-border socio-cultural cooperation in every area of life is a precondition for sustainable cooperation in economic, environmental and infrastructural matters. It involves an ongoing process to break down mistrust and prejudice, and to build up confidence in neighbouring border regions. It is a process that must be put into practice anew by each successive generation. Familiarity with the whole cross-border region and its geographical, structural, economic, socio-cultural and historical conditions is therefore important in raising awareness of both the similarities in and the distinctions between cultures, societies, traditions and different ways of life. This knowledge is the most vital premise for the active participation of all socio-political groups and citizens in every type of cross-border cooperation and in every area of life.

Cross-border socio-cultural cooperation also facilitates the process of finding those regional or local organisations (professional associations, trade unions, public or private enterprise, regional and local authorities etc.), which must really be actively engaged in the regional cross-border development process.

In short, cross-border socio-cultural cooperation enriches the social, cultural and economic life shared by peoples. It therefore has a decisive effect on the quality of life of the population on both sides of the border. At the same time, it improves the desirability of the area as a business location and its power to attract potential investors. The numerous projects which form part of the 59 INTERREG IIA programmes and most of the Phare CBC programmes bear witness to this fact.

Cultural Affairs and Media Policy in the European Union

2.1 Cultural Affairs Policy

Although cultural affairs policy in the EU is seen by Member States as a matter which is and should remain primarily in the national domain, as early as 1977 the European
Commission issued a communication on "cultural policy". By 1982, cultural aspects were an increasingly important part of EU policy and the first financial allocations were made available. As a result of the Single European Act, by 1992 the Council of Ministers for Cultural Affairs had been set up. In parallel with an increase in budgetary allocations, 1992 also saw the introduction of a framework for a European cultural affairs policy. The basis for European Union initiatives of this type is Art. 128 of the Maastricht Treaty on European Union (1992), which sets out the powers applicable and the areas eligible for support under an EU policy on culture. Section 4 in particular requires all EU policies to take cultural considerations into account (in what is known as the cultural awareness clause).

A unanimous resolution must be passed by the Council of Ministers for Cultural Affairs to enable the implementation of EU cultural programmes (e.g. Raphael, Kaleidoscope, Ariane, Media). Provision has also been made for pilot projects with a cultural angle, as in Art. 10 of the Regulation of the European Regional Development Fund. Figures show that, of all the culturally-oriented initiatives which exist, only a small proportion are supported by the special EU cultural programmes and EU programmes in the social and education areas, and that the vast majority are supported by the EU Structural Funds, particularly the European Regional Development Fund.

An evaluation of the INTERREG I and IIA programmes demonstrates that support for socio-cultural projects is clearly needed in all European cross-border regions, such as for instance in "small-project-funds" or "people-to-people" projects. A wealth of small initiatives are therefore able to enjoy INTERREG and Phare CBC support which has a lasting effect on cross-border cooperation. This is achieved above all by creating a climate which encourages people and businesses to locate in cross-border areas and which improves on those factors that had previously made them unsatisfactory as a business location. In this way, culture becomes an important factor in business location.

At the behest of the European Parliament (EP), in 1996 the European Commission drew up a communication. entitled "Cohesion Policy and Culture" (COM (96) 512). This document highlighted the following issues: the most important standpoints and the legal basis for a European cultural affairs policy; the significance of cultural policy in regional development and employment; borders: potential and prospects for the future.

The European Commission also stressed the close connection between cultural life (public, cultural and socio-cultural institutions - theatres, museums, art galleries, historical urban/rural buildings and the countryside) and cultural enterprise (music, art, literature, film and television, architecture, arts and crafts, protection of monuments, tourism). It will probably therefore not be long before EU Structural Funds are used to support cultural initiatives designed to promote economic and social cohesion and the harmonious development of the community.
In its invitation for proposals on cultural initiatives (C (95) 253/11), the Commission gave a threefold interpretation of culture:

- culture as an essential source of employment, both through activities which sustain cultural-historical heritage and through the cultural products which, either directly or indirectly, can affect employment (services, SMEs);
- culture as a growing and important factor in improving an area's potential as a location for future investment, and as not only contributing to an improvement in the image and appeal of a region, but also in reviving both urban and rural areas;
- culture as promoting social integration and strengthening social cohesion.

As part of its regional policy, the European Union is striving to bring about the integration of cultural and development measures. It favours a "bottom up" approach, which would then be improved upon in a counter-flow procedure (reviewing targets and initiatives from bottom to top and then from top to bottom).

The INTERREG and Phare CBC programmes have revealed how important it is to complement the economic measures with socio-cultural measures, which assist in the process of reaching the economic targets set. In this sense, INTERREG IIA and Phare CBC offer considerable potential in their small projects funds and people-to-people projects. However, the realisation of this potential is often restricted by the provisions of the Regulations of the Structural Funds and Phare (and the Guidelines for INTERREG and the Regulation for Phare CBC), and the way they are interpreted in different national contexts. Moreover, differences between the INTERREG and Phare CBC provisions impose further constraints in the attempts of border and cross-border regions to combine funding from these two sources for genuine cross-border projects.

2.2. Media Policy

The legal basis for the EU's media policy is in both Art. 128 of the EC treaty (culture), Art. 59 and Art. 60 of the EC treaty (free movement of services), and Art. 130 f – q of the EC treaty (research and technology policy).

In view of its socio-political function, any media policy, but particularly one affecting cross-border regions, must achieve a complex balance between cultural and business requirements. Unlike culture itself, the media are first and foremost economic products and as such they are governed by the rules of the Single European Market.

There are three main priorities in the EU's media policy:

1. The creation of a European media market by the harmonisation of regulations on the supply side. This is to ensure that the transmission of television products beyond borders, which in practice is virtually inevitable (especially in the case of immediate neighbours) does not infringe the rules of the state receiving the signals. The basis for this was passed by the Council in the EC Directive "Television without frontiers" in 1989. However, more far-reaching proposals made by the Commission in 1995/96 did not meet with the Council's approval.
2. The promotion of audio-visual infrastructures since the late 1980s. Given that film and television productions in the EU are considered to be instruments of prime importance in the communication of culture and identity, in 1994, the Commission submitted a Green Paper aimed at strengthening the programme industry and increased the budgetary funds for the MEDIA programme in the second programme phase for 1996-2000.

3. Standardisation through the introduction of a television standard for high definition television, in order to overcome the problem of different television systems (four-year action plan since 1993).

The European Commission sees the multi-media information society as a great opportunity for Europe, in view both of its commercial aspects and its potential to forge a European identity. Furthermore, joint projects such as, for instance, the five-language news channel Euro-News, the European arts channel ARTE, and a wealth of cross-border programmes on different issues, all contribute to the process of bringing a European dimension into the media as part of our everyday lives.

3. Aims and Initiatives

Although European and national structures provide the framework, real cross-border socio-cultural cooperation takes place at regional and local level. What may often be European “theory” for those who live away from the border, is practical, everyday “reality” for the population in the cross-border regions. It is they who have to suffer the consequences of the border on which they live. For despite the Single European Market, such is the concentration of Europe’s problems in cross-border areas that it is as if they were seen through a magnifying glass. The obstacles to be overcome include administrative structures, legal systems, social laws, services or misguided investment in services, and social areas.

It is therefore a matter of great urgency that in the socio-cultural field cross-border networks and joint strategies should be created at regional/local level, so that these problems can be systematically dealt with (bilaterally or trilaterally) and solved in partnership with the respective national authorities. Border and cross-border regions are thereby the driving force behind this cooperation, since they have a fundamental interest in obtaining practical results.

Important aims for forward-looking socio-cultural cooperation in border and cross-border regions include:

- cross-border cooperation in all cultural areas,
- the development of cultural priority areas on a regional level and an improved supply of regional "highlights",
- better take-up of the cultural resources on offer on both sides of the border,
- improvement of information systems regarding cultural resources on offer, projects, artists etc.
- provision of facilities for learning the language of the neighbouring country in all types of education,
- introduction and improvement of small-scale border transport in
specific border regions (those not covered by the Schengen Agreement) to facilitate socio-cultural contact,

- solution of socio-cultural problems created by the growing numbers of cross-border commuters (travelling for both professional and private reasons),
- development of cultural-tourism/cultural-historical projects

The practical initiatives designed to promote cross-border socio-cultural cooperation resulting from the objectives set out above include:

- the participation of individuals, public authorities and political and social organisations (e.g. schools, churches, libraries, cultural associations, museums, adult and young people's education centres and bodies involved in the preservation of historical monuments etc.) on both sides of the border,
- the permanent and regular dissemination of information on the historical, socio-cultural, geographical, structural and economic conditions of the cross-border region,
- the training of a circle of committed experts (motivators) in all professional and private areas,
- the promotion of partnerships, youth encounters, family gatherings, sports events, ex-changes of civil servants, seminars, study conferences, ecumenical meetings, subject-related events etc. on cross-border regional issues,
- the inclusion of the language of the neighbouring country on the curriculum in all types of education,
- the creation of equal rights and the acquisition of an in-depth knowledge of the language or the dialect of the neighbouring country, as an integral part of cross-border regional development and a prerequisite for communication,
- the development of bilingual cross-border teaching materials (e.g. geography, history) for all levels of education,
- support for minorities, e.g. through mutual obligations to respect each other's culture and provision of the necessary facilities to assist in this process (schools, libraries etc.),
- the drawing up of maps of the cross-border region which provide a complete overview of the area, publications,
- cooperation of the media in joint, permanent press publications and cross-border regional radio and television programmes,
- the setting up of a cross-border press association, the development and joint promotion of major regional and trans-regional organisations/facilities to permit cross-border performances and use (theatres, orchestras, dance troupes, cultural-historical facilities etc.),
- creation of a "Culture and Media" network to link up the media and cultural resources offered by regions within a particular country and their neighbouring border areas, and which can offer recommendations on accessibility (bus, rail or road links) and on cross-border tariffs (cultural seasons tickets, library cards, etc.).
Many of the INTERREG II A programmes include a socio-cultural or similar priority. Selected programmes are summarised below. Fuller information is available in LACE Info-Sheet V.

**INTERREG IIA Programme No. 1 Euregio Maas-Rhein – Maas-Rijn – Meuse-Rhin (B/D/NL)**

Market research conducted within the scope of INTERREG I has shown that only 4% of the population in the cross-border region are acquainted with the name “Euregio Maas-Rijn”. The success or failure of cross-border cooperation depends in large part on the involvement and active participation of its citizens.

The INTERREG IIA programme therefore offers new opportunities to further social integration in this Euregio area, with a view to strengthening the links between the sub-regions. In this context, the Euregio Maas-Rijn is tackling two main areas of action:

- network-building and communication between the population and public authorities, by promoting and stepping up contacts and events, distributing information on cross-border activities, developing and promoting Euro-regional media;
- agreements on social policy and medical care for pilot projects; the areas involved include giving border inhabitants a choice of health care services, cross-border assistance for drug addicts, home help services and care of the elderly, Euro-regional emergency-warning systems and ambulance services.

A total of 10.6 million Euro (15%) was provided for these two areas of initiatives under the 1994-1999 INTERREG II-A programme, 5.3 million Euro (50%) of which was contributed by the EU. This illustrates how important the "socio-cultural integration" priority area really is for cross-border cooperation.

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NL - 6229 GA Maastricht, The Netherlands  
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Fax: +31 43 617522
### INTERREG IIA Programme No. 16 Alpenrhein/Bodensee/Hochrhein (D/A/CH)

Priority 4 (Education and Culture) of the Programme has been allocated 15% of the total resources. This is a significant increase from INTERREG I, where the Education and Labour Market Priority was only assigned 21,000 Euro (just under 1% of the overall budget). INTERREG IIA is addressing the slow development of cross-border cooperation in the educational and cultural sphere by encouraging exchanges of information and dialogue and by utilising information and communication technology.

Projects with a predominantly cultural theme recognised as an important contribution to developing a joint cultural identity among local communities living in the cross-border region, as well as foster a more integrated Europe. Examples of projects supported by INTERREG IIA include:

**Triangel** is a Germany/Austria/Switzerland cross-border youth theatre festival, which presents plays from the three countries. The 1997 festival took place between 14-22 June and attracted an audience of 8,500 to different events held in towns of Konstanz and St-Gallen. INTERREG IIA provided springboard funding, in the hope that the festival will become a permanent event.

The German-Swiss **Brückenschlag** project supports the development of a cross-border regional identity by encouraging person-to-person dialogue and exchange of know-how in the cultural sector. This involves various cross-border cooperation activities between communes, clubs, associations, artists and youth groups.

**Jakobsweg** is a project which is extending the historic branch of the Santiago de Compostela pilgrim route passing through North-East Switzerland and South-West Germany. The route will be sign-posted and annotated with information boards. Exhibitions and publications are being organised in order to publicise the walk and emphasise the historic aspects of the route.

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REGIO Büro Bodensee,  
Benediktinerplatz 1,  
D - 78467 Konstanz, Germany  
Tel.: +49 7531 527 22  
Fax: +49 7531 52869  
e-mail: regio.bodensee@online.de
INTERREG IIA Programme No. 29 Pyrenees (E/F)

The Programme supports diverse activities in the socio-cultural field, including the following:

- the creation of bilingual tools for information and communication purposes, helping those on both sides of the border to get know each other;
- support for cross-border events;
- exchanges designed to encourage cooperation in the fields of health care and education;
- support for the creation and development of research networks tackling cross-border issues;
- the creation of a Pyrenean image data bank;
- laying of cable networks;
- strategic and prospective study on the problem posed by Hertzian reception of programmes broadcast by Spanish television channels;
- the creation of cross-border tourist products that are theme-based and culturally-oriented;
- cultural activities which help people on both sides of the border to get to know each other better.

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Préfecture de la Région Midi-Pyrénées,
7, Boulevard de la Gare -Quai de l’Étoile
F - 31 500 Toulouse, France
Tel.: + 33 5 61 33 40 00
Fax: + 33 5 61 33 36 81

Ministerio de Economía y Hacienda
Dirección General de Planificación
Paseo de la Castellana, 162,
E-28046 Madrid, Spain
Tel.: + 34 1 583 51 00
Fax: + 34 1 583 0 62
INTERREG IIA Programme No. 57 Ett Gränslöst Samarbete (N/S)

The entire cross-border region is well-endowed with unique forests, lakes and canals, a vast range of cultural assets including rock painting, border fortifications, medieval churches, a fascinating steep coast fringed by skerries in the Skagerrak, and attractive towns and villages which combine traditional trades with modern industrial history. Major tourist attractions include the Dals Canal, the Fredriksen fortress (built in 1661-71) in Halden and the historic town of Fredrikstad. The aim is to rebuild, preserve and develop the region’s cultural heritage with a view to strengthening its cultural identity and boosting culturally-orientated tourism. The following initiatives have been developed to facilitate this:

- joint cultural events;
- preservation and consolidation of the natural environment by improving access to cultural history;
- information and marketing of the region in the mass media;
- development of cultural institutions.

Key indicators to be used in evaluating the success of the measures, for which a total of 7.22 million Euro has been allocated under the 1996-1999 programme, include number of visitors, overnight stays, jobs created and cultural events held.

In line with the goals of the “Culture/Tourism” priority area, a number of projects have been carried out. These include projects involving theatrical performances, multimedia in the cross-border region, cross-border sailing regattas, Bronze Age rock paintings on the E6 route and a number of preliminary studies. The most important project in this priority area is the Gränsland Ekomuseum – a joint project run by museums throughout the cross-border region which involves a large number of small green areas/countryside projects and visitors’ centres.

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Fax: + 46 0522 511 948
LACE INFO-SHEETS: SELECTED PROJECTS

LACE Info-Sheet V has included information on several good practice projects in the field of socio-cultural cooperation and these are summarised below.

**Ekomuseum Gränsland (S/N)**

This project brings together Swedish and Norwegian local bodies involved in tourism, culture and employment on one part of the Swedish/Norwegian border. It promotes small projects to preserve and promote the region’s countryside and historic buildings. To encourage visitors, information points and visitors centres have been created and brochures and maps are distributed widely.

**Contact:**
Länsmuseet I Göteborgs och Bohus Län
Box 403
S-45119 Uddevalla
Tel:+46 522 656531
Fax:46 522 656505

Halden Historike Samlinger (N)
Rod Herregard
N-1771 Halden
Tel: +47 69 185411
Fax: +47 69 186510

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**Culture and Tourism in the Kvarken Region (FIN/S)**

An important priority of the INTERREG IIA Programme in the Kvarken cross-border region of Sweden and Finland is the promotion of joint tourism and cultural activities in order to create a “Kvarken” cultural identity. Major projects supported include the organisation of musical events, cooperation between music companies and orchestras, including “Music in Kvarken II” - a series of cross-border music concerts “Kvarken” - four performances of Handel's Orlando and “Jazz Kvarken” - 32 concerts in the cross-border region.

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INTERREG Secretariat Kvarken
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S- 90109 Umea
Tel: +46 90 163 729
Fax: +46 90 163 719

INTERREG Secretariat Kvarken
Handelesplanaden 23A
FIN-65100 Vasa
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Fax: +358 6324 2209
**Network of Historic Fortified Cities and Sites (B/F/UK)**

The creation of a network of fortified cities and sites in Kent, Nord-Pas de Calais and West Flanders involved the creation of a trail and walking routes around each of the fortifications, production of a brochure in four languages with maps and other practical information on all the sites, and development of educational materials on the sites for use by tourism agencies and teachers. This project forms part of a wider co-operation between the 3 regions and has the long term objective of creating a single tourism product amongst the three regions based on the fortifications and the history surrounding them.

**Contact:**
Provinciebestuur West-Vlaanderen  
Mevr. Griet Hoflack  
Koning Leopold III-laan 41  
8200 Sint Andries  
Tel: +32 50 40 31 11  
Fax: +32 50 40 31 10

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**Desde la Raya: Cross-border Radio Programmes**

This project aimed to raise awareness of cross-border cooperation issues between Spain and Portugal. The radio programmes involved representatives from various towns on both sides of the border and included discussions on a wide range of subjects, such as the cork industry, agriculture, tourism, education, Spanish Flamenco and Portuguese Fado. The programme was broadcast twice a week. The production was supported through the provision of premises and participants by the municipalities in the respective Spanish and Portuguese towns.

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GIT Merida  
Gabinete de Iniciativas Transfronterizas  
Paseo de Roma s/n Módulo B, 2ª planta  
E-06800 Mérida (Badajoz)  
Tel: 00 34 924 38 5692  
Fax: 00 34 924 38 5395  
E-mail: git@prejuntaex.org

GIT Evora  
Estrada das Piscinas 193  
P-7000 Evora  
Tel: +351 66 74 0300  
Fax: +351 66 26562
Television Magazine Programme “Hier-Her”

Hier-Her is a regular, independent television broadcast produced by neighbouring television stations in the German region of Schleswig and the Danish region of Sonderjylland. The overall objective is to provide a regular flow of information on the two regions to raise public interest in their neighbours on the other side of the border, to offer insights into the cultures, history and way of life of the two regions, to promote tolerance amongst people living in the cross-border region and to boost communication by improving knowledge of the language, local area and region as a whole.

**Contact:**

TVSyd (DK) Holding  
El-Vej 2B  
DK-6000 Kolding  
Tel: +45 76 30 31 32  
Fax: +45 76 30 31 89  

NDR (D) Kiel  
Landesfunkhaus Schleswig-Holstein  
Postfach 3480  
D-24033 Kiel  
Tel: +49 4319 876340  
Fax: +49 4319 876413

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A Hundred Encounters on Both Sides of the Border (D/PL)

Running from 1995-1999 this project promoted small-scale actions and events between organisations and people in the Euroregion of Spree-Neisse-Bober. Projects in the field of education, culture, youth, sport and social affairs received a grant of up to 1500 Euro. Amongst projects funded were the Euroregion’s first Euro-sports festival, a German/Polish Kunstplenair event and a children’s film festival and an art workshop.

**Contact:**

**German Office:** Euroregion Spree-Neisse-Bober  
Uferstr. 22-26  
D-03172 Guben  
Tel: +49 3561 31 33  
Fax: +49 3561 31 71

**Polish Office:** Euroregion Spree-Neisse-Bober  
Ul. Piastowska 18  
PL-66-620 Gubin  
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Fax: +48 68 59 5647
OTHER PROJECT EXAMPLES

The cross-border regions of the EU and in Central and Eastern Europe provide a wealth of experience of how cross-border socio-cultural activities can be undertaken on a practical level. Below are a number of good practice examples.

1. Contacts, Exchanges, Networking

Meetings Between People Involved In Music (E/P)

This project involving Galicia (E) and Norte (P) consisted of a number of events focussing on the theme of “Music in Cross-Border Cooperation”. Participants discussed themes, such as culture as a factor in social and economic development, recent cultural activities in the two regions, as well as opportunities for a more formal cultural cooperation policy. Since the first of these events, there have been a number of bilateral links between musicians in both border areas.

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Rua Rainha D. Estefânia, 251
P-4050 PORTO
Tel: +351 2 6086300
Fax: +351 26086305;

Rua dos Féans, 5 – Baixo;
E-15706 Santiago de Compostela;
Tel: +34 981 541002
Fax: +34 981 541003
http://www.galicia-nortept.org
**A network of museums (A/SLO)**

The five archaeological museums of southern Styria (A) have a tremendous potential which so far has remained unexploited for culture and tourism. Lack of funding and personnel has prevented a quality service from being developed and offered to those interested. With assistance from INTERREG IIA, a project has been carried out since February 1998 with the initial task of developing a visitor-friendly museum concept. Linking the museums into a network will make it possible to coordinate or jointly stage events. These include activities designed to actively interest visitors in the border region's early past, such as history hikes, workshops in school classes or museum festivals. To enable the entire region to benefit from the network, efforts are being made to work with cultural institutions and businesses. Given the shared pre-history, the project seeks to create close contacts with the archeological museums on the Slovenian side. Joint marketing will make it easier to create a cross-border logo and produce a publicity brochure.

**Budget:** 218,023 euros; 80% from INTERREG IIA

**Contact:** Museumsverband für Kulturvermittlung Südsteiermark
Bahnhofstr. 12a
A – 8430 Leibnitz
Tel +43.3452.86.884
Fax +43.3452.86885
2. Learning about Neighbours’ History, Culture and Language

**Cultural Routes: Routes of Orthodox Monastic Life (GR/AL/FYROM/BUL)**

The project consists of the elaboration and publication of three tourism/culture guides that will portray all monasteries in the regions of Epirus, Crete, East Macedonia, West Macedonia, Central Macedonia, North and South Aegean, as well as in the border regions of Albania, FYROM and Bulgaria. In addition, three documentaries will portray all aspects of orthodox/monastic life on the basis of the data presented in the tourism/culture guides.

This is a cooperation project that has allowed for the development of cross-border cooperation in various sectors, such as between churches, local authorities etc. – thus providing the possibility of establishing contacts with neighbouring countries resulting in a better understanding of local societies and culture.

**Budget:** EURO 454,974

**Contact:** Ms. Z. Kazazaki; Ministry of Culture
Dept. of Educational Affairs
Athens, Greece
Tel +30 1 8201781

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**International Youth Exchange (A/SLO)**

Young people suffered the most from the fact that before 1990 the people of Austria and Slovenia were cut off from each other. A project was launched to help young people from both countries to get acquainted. The focus is on learning about each other’s living and working conditions and culture, and forging personal contacts. The objective is to break down mutual prejudices and make both sides aware of commonalities. Styrian and Slovenian youth organizations plan and carry out the specific measures. These include study trips and visits, staging of musical evenings, joint hiking and environmental protection weekends and so forth. The international youth meetings are preceded by language courses to prepare the young people for direct exchanges. Joint projects are also conducted such as recording and collecting folk songs on both sides of the border and publishing a Styrian-Slovenian songbook. An exhibit on tolerance was mounted. The overall project was cofinanced from INTERREG IIA funds for 1995-1999.

**Budget:** 114,947 euros; 25% from INTERREG

**Contact:** Steirische Landjugend
Krottendorferstr. 81
A – 8052 Graz;
Tel +43.316.8050-7150; landjugend-request@mail.lk-stmk.at
This book aims to bring the regions of Alentejo and Extremadura together by looking at their traditional gastronomy. The book analyses the differences and common aspects between the two cultures in the way that traditional dishes and ingredients are prepared. The book has been published in Spanish and Portuguese and widely distributed among the local population.

**Budget:**
EURO 9,000 INTERREG IIA Contribution

**Contact:**
Gabinete de Iniciativas Transfronerizas de Mérida
Paseo de Roma s/n.-Módulo B / 2ª Planta
Tel +34924385302
Fax +34924385395
cortiz@prejuntaex.org
3. Activities/Events

Saxon-Bohemian Music Festival (D/CZ)

Some 65 concerts involving Saxon, Bohemian and international artists have been held each year since 1995 under the motto "Culture as a Unifying Idea!". The festival is the most important cultural event in the entire border region between Saxony and Bohemia. Events are held in palaces, castles, monasteries and historic churches.

This concert programme has already been an important stimulus to cross-border tourism, leading to the creation of jobs in the festival's coordination offices in Dresden and Teplice. Event visitors have generated closer contacts between the people, artists and companies of the border region.

Contact: Frau Ulrike Tranberg
Sächsisch-Böhmisches Musik Festival e.V.;
Tiergartenstraße 36
D-01219 Dresden; Germany

Frau Sylvia Gojowy, Sächsisches Staatsministerium für Wirtschaft und Arbeit, Postfach 10 03 29,
D-01073 Dresden
Tel +49 351 564 8338
4. Facilities

Convention and Exhibition centre at Monodendri (GR/AL)

The Monodendri Convention and Exhibition Centre is a place where small groups can have access to modern technology to pursue work and further education. The Centre aims to provide a forum for discussion on issues of interest on a regional, cross-border and Balkan level. In addition, the Centre plans to organise a variety of exhibitions with paintings, photographs, handicrafts etc from various regions, but mainly from Epirus and Albania.

The project uses tourism and culture in order to further strengthen the ties between the Albanian and Greek border regions. It has been estimated that this example of cross-border cooperation in the sphere of culture can be extended to include all other neighbouring counties, e.g. Bulgaria, FYROM etc.

**Budget:** EURO 454,974 total costs; EURO 272,984 INTERREG IIA

**Contact:**
Rizareio Institution
Vas. Sofias 24
Athens - Greece
Tel +30 1 7219 502

Establishment of interregional Cultural and Art Centre (HU/SLO)

This project, supported under the Phare Credo Programme, will set up a cultural and arts centre in order to strengthen the development of art and cultural activities in the Slovenian-Hungarian border area. Thus the project aims to raise awareness about ethnological and cultural-historical tradition of both regions as well as to rise the quality of life of marginal groups and develop tolerance between inhabitants on both sides of the border.

**Budget:** EURO 327,449 total costs; EURO 251,264 Phare grant

**Contact:**
Darko Vueko
Onej-Drustvo Prekmurske Pobude
Trg Zmage 4
9000 Murska Sobota, Slovenia
Tel.: 386 69 27 130
ONEJ_DPP@HOTMAIL.COM
5. Other People-to-People Projects

**Ecofarm and Children’s Holiday Camp (D/PL/CZ)**

After the change in 1990 ex-workers and assistants at the former factory site of a lorry plant (total surface area: 22,000 m²) attempted to preserve the tradition of an international holiday camp at the company-owned recreation site. They obtained the support of the Hainewalde (D) municipality, which is only 10 km from the Polish and Czech borders in the region where Austria, Poland and the Czech Republic meet. The initial project sought to stimulate the environmental awareness of young people from the three countries and build mutual trust. The series of stays, each lasting several days, led to the creation of an environmental oasis (8,000 m²), an environmental laboratory and a mobile environmental station. The second student and youth project, supported by INTERREG during its 1996-1999 period, focused on helping to build social skills and deepening knowledge of the shared homeland. Special emphasis was given to subjects related to village life and the natural resources of the region, such as the Easter customs of local residents. The total of 68 international project weeks had 3,771 participants. The creation of the “Eurohof” registered association will enable the project to continue.

**Budget:** 593,354 euros; 80% from INTERREG IIA

**Contact:** Eurohof Dreiländereck e.V. Sachsen  
D – 02779 Hainewalde; Germany  
Tel +49.35841.2355  
http://www.schullandheim.de/lvb/slh/sn015.htm
Radio Pomerania (D/PL)

Radio Pomerania is a monthly radio magazine, which is jointly produced by the German regional public broadcaster NDR 1 Radio Mecklenburg-Vorpommern and the Polish public local radio station Ploskie Radio Szczecin. The programme is broadcast in the German/Polish border districts. Radio Pomerania involves an exchange of local news items and both studios produce reports for inclusion in magazines produced in the partner region, ie German/Polish Border Stories and Europe Magazine. Radio Pomerania sees its key objective in the contribution to a better understanding between German and Polish people and the promotion of good neighbourliness. It provides services such as information on cultural events and traffic news at border crossings, includes interviews and live discussions on issues and topics of interests for the transfrontier region and is an important platform for the Euroregion Pomerania.

The two radio stations signed an agreement in July 1997, which outlines the responsibilities of each of the partners, especially the financial management. The Polish side provides the studio for the production of the programmes while the German side covers the costs of the German and Polish editors as well as the travel costs for the German editor. Technically, the programme is jointly planned and produced by one German and one Polish editor. The German project partner receives funding through INTERREG IIA, while co-financing from the Polish partner is delivered in kind contributions through the provision of the production facilities.

**Budget:** EURO 40,000 INTERREG IIA

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NDR Studio Vorpommern  
Knopfstr. 29;  
D-17489 Kreiswald  
Tel +49 3834 5777 0  
Fax +49 3834 898839

Polskie Radio Szczecin  
Mr Zbigniew Plesner  
Niederzziałkowskiego 24  
PL-71410 Szczecin  
Tel +48 91 4230 051
Sami Radio (N/FIN/S)

The Sami people are an ethnic group resident in Norway, Finland, Sweden and the Kola peninsula in Russia. The Sami radio services of the national broadcasting corporations in Finland (YLE), Norway (NRK) and Sweden (SR) cooperate through a regular exchange of programmes which are integrated in the stations’ daily programmes. In practice the three Sami stations broadcast a 30 minute morning programme simultaneously but on different frequencies from Monday to Friday. NRK Sami Radio and YLE cooperate further by sharing another daily hour. Total radio production time between the Sami radio stations in Norway, Finland and Sweden has expanded to more than 200 hours per year. The programmes cover news and current Nordic Sami affairs. The programmes are broadcast in the official Sami language and sometimes in the dialects of Lule and southern Sami and emphasis is put on childrens’ programmes in order to educate young Samis in their own language. With the introduction of digital audio broadcasting (DAB) the three Sami radio stations are establishing in 1999 a full service Internordic Sami radio channel. Further plans envisage the introduction of daily Sami TV broadcasting and the setting up of a Sami news bulletin on the Internet.

Contact:

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Kautokeino; PO Box 248;
N-9520 Kautokeino
Tel +47 78 469 200
Fax +47 78 469 223;
www.nrk.no/samiradio/engelsk.htm

YLE Sami Radio
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Fax: +358 697 67 12 65

SR Sami Radio
PO Box 178
S-98123 Kiruna
Tel:+46 980 188 00
Fax:+46 980 192 79
7. Media - TV

**Citoyenetté Transfrontalière (B/F)**

*Citoyenetté Transfrontalière* is a cross-border TV project launched by the Walloon TV station NO-TELE (B) and C9 Television (F). The project involves the production of 16 TV discussions between pupils on both sides of the French/Belgian border. The major objective of the project is to promote the idea of European citizenship among young people (11-20 years) by increasing their knowledge of and interest in the everyday life on the other side of the border. Each of the 16 programmes covers a different theme (e.g. community, environment, exclusion, citizenship in schools etc.) and involves different schools and age groups. The discussion between pupils is established through a satellite link between two respective schools. The project receives funding from the Walloon Regional Government and the INTERREG IIA. The TV stations have cross-border project-teams which are responsible for the production and editing of the programmes. The programmes are broadcast simultaneously by the two TV stations.

**Contact:**

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B-7540 Kain  
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Fax +32 69 89 19 20

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**Alps-Danube-Adriatic (Central Europe)**

*Alps-Danube-Adriatic* is the oldest regional cross-border media cooperation in Central Europe. Running since 1982 the cooperation today involves some 30 regional TV public broadcasting stations from nine countries: Austria, Germany, Bosnia/Herzegovina, Croatia, Hungary, Italy, Slovakia, Slovenia and Switzerland. The media partnership was stimulated by the foundation of the Alps-Adria Working Community (I/A/SLO/HU/D) in 1978, which promotes regional cross-border cooperation. The founding members of the *Alps-Danube-Adriatic* partnership were regional TV studios of the Austrian Broadcasting Station in Styria, Carinthia and Upper Austria, former Yugoslav TV studios in Ljubljana (Slovenia), Zagreb (Croatia) and RAI’s regional studios in Trieste and Venice. Two Hungarian TV stations joined shortly after 1982 and others followed.

Particularly in the early years and before the political changes of 1989 media cooperation was not without problems due to the fundamental differences between the political systems of the countries involved. Notwithstanding such difficulties, the cooperation has succeeded because programmes have focused on non-political topics of mutual interest, covering traditions, culture, family life, travel and nature. There is no written agreement between the partners, which has helped to avoid legal problems. Instead cooperation is based on a gentleman’s agreement. Each station produces reports and programme contributions at its own cost. A joint editorial conference, which meets every two months, selects programme contributions and edits final programmes. The partners are obliged to broadcast the programmes as agreed albeit with different presentation styles and in the respective language.

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Cooperation Programme: RTP-TV Galicia (E/P)

This project, which ran during 1997, produced a series of experimental programmes using a production team made up of RTP (Radio Television Portugal) and TV Galicia. Each programme took the form of a magazine/news programme based on social and economic news from both regions. Eight programmes have been made, each lasting 30 minutes.

The outcome of these programmes has been a greater awareness on the part of local people in the border region, of their neighbours’ lives. They have also improved public opinion generally on cross-border co-operation and strengthened ties between the two regions.

**Budget:** EURO 120,000, of which 75% comes from INTERREG II

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8. Media - Newspapers

**Interregionale Presse - Presse Interrégionale (D, F, B, L)**

"Interregionale Presse - Presse Interrégionale" (IPI) is an independent union of professional journalists in the greater Saarland/Lorraine/Luxembourg (Saar-Lor-Lux)/Wallonia/Rhineland-Palatinate area. It had 116 members in June 2000.

Its mission includes facilitating contacts across borders, offering mutual assistance in tapping sources of information, providing tips about current events, exchanging information on issues of cross-border significance and important developments in the profession, and staging events. An Internet site with daily headlines from the greater area and several databases has also been created for this purpose.

A joint secretariat serves as the point of contact, where regional newspapers are also analysed. Each member also receives a weekly appointment calendar and a monthly IPI News circular.

The IPI is legally structured as an association registered in Saarbrücken in July 1994. The statutes explicitly mention the goal of conversion into a European association once the appropriate EU regulations are in place.

Noteworthy IPI activities thus far have included press conversations with Roman Herzog, Jean-Claude Juncker, Robert Collignon, Victor Billon, Bernadette Malgorn, Philippe Leroy, Oskar Lafontaine, Reinhard Klimmt, Peter Müller and Kurt Beck, seminars on Internet Applications, Communication in the Greater Area, and French as a Technical Language for Journalists, as well as visits to editorial boards, institutions and companies of the greater area.

The IPI issues an interregional press card on behalf of the summit of the greater area of Saar-Lor-Lux, Rhineland-Palatinate, Wallonia and Belgium's French- and Dutch-speaking Communities.

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Cross-border Magazine (PL/UKR)

The Magazine was launched in 1997, following the establishment of the Polish-Ukrainian euroregion in 1995, and enlarged with partners from Belarus in 1998. It also provides information on other cross-border structures along the Polish borders, including the Euroregion Niemen and the Carpathian Euroregion, founded in 1997 and 1993 respectively. EUROREGION PRESS is produced in Lublin, Poland. In order to reach the biggest audience possible, articles are printed in Polish, Russian and English. Production costs are covered by advertising and sales. Richly illustrated and in colour, the magazine has around 50 pages per issue. In all, ten issues have been published with a circulation of 3000. There are currently six staff members: three journalists, two translators and one Ukrainian correspondent.

The magazine aims to inform on developments in the area and to familiarise the reader with the structure of the cross-border economy and its context. An interesting feature is the regular interviews with local people on different aspects of modern life. Important for the business community, the EUROREGION PRESS includes a detailed coverage of some economic sectors, complemented by practical advice for cross-border trade. Presentations on local authorities and public associations help create further understanding of the cross-border context. Cultural events are also reported, further promoting cooperation and good neighbourliness on a cultural level.

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Dreiland-Zeitung (D/F/CH)

The Dreilandzeitung is a weekly colour cross-border newspaper supplement which targets an audience in the tri-national border region of North West Switzerland (CH), South Baden (D) and Upper Alsace (F). The paper was founded in 1991 in Basle. The paper’s objective is to provide information on local cultural events to people who live and work in the tri-national cross-border region. The paper is published as a weekly supplement to the Basler Zeitung, which has a circulation of 130,000 and is sold in the Basle region. A small part of the publication is subscribed to by readers in South Baden (D) and Upper Alsace (F). The paper is produced in both German and French. In addition, since December 1999, cross-border issues are covered through the twice-weekly ‘Dreiland-Page’ which focusses on cross-border cooperation issues.

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9. Networking

North-South Media Programme (IRL/NI)

This programme is addressed to journalists and its overall objective is to contribute to a press and media coverage which avoids misconceptions and consequently stereotypical labelling and bias in relation to their counterparts on the other side of the border, thus contributing to a better understanding between the people of Northern Ireland and the Republic of Ireland. Activities include a bi-annual North-South Media Conference, conferences for students of journalism and a series of “working dinners” for feature writers. Since 1996, four North-South Media Conferences have taken place with over 100 senior working journalists attending. The conferences have succeeded in creating a constructive and confidential atmosphere where political partisan approaches are avoided and journalists talk openly regardless of their nationality, political opinion or religion.

The programme was developed and is managed by Co-operation Ireland - a non-profit organisation which promotes social, cultural and economic cooperation between Northern Ireland and the Republic of Ireland - with advice from an independent Media Group, comprising approximately 11 journalists from Northern Ireland and the Republic of Ireland. The programme was funded by the Central Community Relation Unit of the UK Government’s Northern Ireland Office, Radio and Television Eire (RTE), Ulster Television (UTV) the Independent Newspapers, the International Fund for Ireland, and the EU Peace and Reconciliation Programme.

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CHAPTER C 9: AGRICULTURE AND RURAL DEVELOPMENT

OUTLINE:

This chapter presents the key issues and possibilities for cooperation in the fields of agriculture and rural development and provides examples on how this is currently taking place in cross-border regions. It stresses that cooperation on agriculture and rural development plays an important role in the development of cross-border regions, which are often located in peripheral areas with agriculture being a key economic sector.

KEY POINTS:

- Agriculture often constitutes the main area of economic activity and accounts for a large part of jobs in Europe’s cross-border regions – on the other hand these border regions are often facing a serious rise in unemployment related to the loss of jobs in agriculture;
- With opening borders, problems in the fields of agriculture and rural development cannot be solved separately but demand an integrated cross-border approach – this also applies to the EU’s external borders with Central and Eastern Europe especially with a view to the EU accession process;
- Innovative approaches are essential to overcome the agricultural sector’s structural and institutional weaknesses e.g. supporting family-farm businesses and promotion of sustainable and environmentally friendly agriculture;
- Cross-border cooperation in agriculture and rural development can englobe a wide range of activities from common research studies and integrated policy development to concrete farming and rural development activities e.g. the joint introduction of new cattle breeds and related marketing or the introduction of rural tourism concepts.

EXAMPLES:

Blackwater Catchment Scheme (IRL/NI)
Tyrone/Donegal Partnership (IRL/NI)
Revival of a Wine Route (A/SLO)
Ballyclo (IRL/NI)
Sanitary Inspection (E/P)
Support for environmentally Sound Farming (A/SLO)
Student and Teacher Exchange in Agriculture (D/DK)
The Professional Development Programme for the Agri-food Industry (IRL/NI)
Improving the Quality and Environment for SMEs in the Agricultural Sector (D/DK)
and selected examples from LACE Info-Sheet VII
OVERVIEW

Context

Most of the 59 INTERREG programme regions geared to promoting cross-border cooperation on the EU's internal and external borders involve areas that are primarily rural in structure, usually as a consequence of their peripheral location within their own country or within Europe as a whole. Agriculture and forestry play a major role in most of these cross-border regions. Sparse populations with small villages and small to medium-sized towns tend to be the typical composition. It has proved to be a considerable advantage for development if, on one side of the border, there are one or more "Central Places" or an urban conurbation which can play a major part in regional trade, culture or the provision of public utilities. Particular attention must be paid to the relationship between population density and use of the land available when designing cross-border development projects for INTERREG's Operational Programmes.

Rural Areas in Border Regions

Over the last few decades, institutions such as the EU and the OECD have attempted to find criteria and definitions with which to distinguish between different "rural areas". Despite a number of discrepancies, they tend to agree that the difference between urban and rural areas resides in the area’s population patterns. Accordingly, Europe's rural areas can be divided up as follows:

- rural areas with a population density of between 100 and 150 inhab./km²;
- sparsely-populated rural areas with a population density of generally less than 20 inhab./km².

Rural areas with a relatively dense population can be found mostly in the heart of Europe, in the Benelux countries, the United Kingdom, Germany and Italy. More sparsely-populated rural areas are mainly located in Ireland, Austria, Greece and Portugal. Finally, the rural areas where population density is at its lowest are found first and foremost in Scandinavia, but also in countries such as Scotland, parts of France, Spain and Greece. Where the integration of rural areas in the regional economy is concerned, however, the existence or proximity of "Central Places" is of considerable significance. Cross-border regions with rural areas can therefore be defined as follows:

- Border regions with well-integrated, relatively densely-populated rural areas, good agriculture, population growth, relatively good employment opportunities in the secondary and tertiary sectors in small to medium-sized areas of urban development;
- Border regions with sparsely-populated rural areas near a larger urban development centre, which also has a large number of small and medium-sized centres and therefore relatively good opportunities for employment and the provision of public utilities;
- Border regions with lagging rural areas far away from larger centres, sparser population, poor provision of utilities, few opportunities for non-farming employment and difficult conditions (climate, long distances, poor transport links) for agriculture.
Such vastly different circumstances obviously have diverse effects on the prosperity of people living in rural areas throughout the region. Research on the EU area has shown that the gross domestic product (GDP per capita) in rural areas is generally between 8% and 30% below the national average. The greatest gap is that found in lagging rural areas (1986-1995). It was also here that the greatest rise in unemployment and the steepest decline in the number of people employed in agriculture were found, primarily as a result of the amount of migration out of these areas.

Development was seen to proceed quite differently in well-situated rural areas and border regions with larger global centres. Examples include Tyrol (A), the départements on the French/Italian Alpine border, the province of Luxembourg (B), East Bavaria (D) and north-east Ireland (UK). These rural areas in some of Europe’s border regions are among those which, in the last decade, have undergone the most dynamic development anywhere in the EU.

Such examples illustrate that even rural areas can offset some of the disadvantages related to their condition. Improved prosperity, income and employment in rural border areas depends mainly on special, regional, cross-border dynamics, such as those listed below:

- the degree of regional identity and social cohesion;
- the degree of cross-border cooperation and integration, a cooperative atmosphere and collaborative working methods in public and private networks;
- the situation regarding training, skills and expertise;
- living conditions in the region;
- existing and workable regional cross-border structures.

**Changes in the Agrarian Structures**

In the last decade, farming has altered drastically in rural areas. Not only has the number of people employed in agriculture fallen, but so has the number of farming businesses. Most of the productive land which has become available is being used by the remaining farms, thus increasing average farm size. There are vast differences in farm size and management throughout Europe, a situation which also affects border regions.

**An Integrated Policy for Rural Areas**

It was only in the space of the last two decades that Europe recognised the need to actively promote agriculture and the economy in a manner which would have a diversifying, balancing and decentralising effect. Even so, rural development policies within the EU have nevertheless remained very diverse. They depend on the natural and economic circumstances which dominate agriculture and the historical and political development of society. Such a diversity of rural areas calls for diversified support of the economy, taking account of the comparative advantages of each individual region and its local potential. If they are to be successful, such rural policies must be accompanied by initiatives which will equip the area in question with the necessary infrastructure and strengthen the position of small and medium-sized towns in a rural environment.
Current Development Policy for Rural Areas

Up to the end of the Structural Fund period (1999), the EU's structural policy has offered special support opportunities for Objective 1, 5b and 6 regions. These regions encompass more than half of the EU's total area and virtually 35% of its population. In Objective 1, 5b and 6 regions, almost all the initiatives which are required to achieve an "integrated policy for rural areas" have been eligible for support under either the Agricultural Fund (EAGGF), Regional Fund (ERDF) or Social Fund (ESF). However, preliminary analysis of the rural development programme for these target regions suggests the need for new approaches to the support of European rural development through Agenda 2000.

Of particular significance in such support was and continues to be the "LEADER" Community initiative, which operates on a local level within target regions. Projects have been financed through a global strategy implemented by local working committees with the participation of the local population and local businesses in rural areas. LEADER’s major objectives included:
- the support of exemplary local development initiatives in rural areas;
- the support of innovative initiatives demonstrating new approaches to rural development which could both serve as a model and would be transferable to other areas;
- the increase of exchanges of experience and sharing of expertise;
- the support of cross-border co-operation projects between local entities in rural areas demonstrating solidarity between regions.

Future EU Policy

In the next period of Structural Funding, the number of objective areas will be reduced to three:
- Objective 1 areas to continue as they stand with priority for those regions with the greatest employment, production and infrastructure problems (GDP of 75% of EU average);
- Objective 2 areas for regions undergoing economic and social reconversion;
- Objective 3 areas (outside the Objective 1 and 2 areas) for the further development of training, continuing training and employment systems.
- This major part of the support would then be supplemented by four EU initiatives, one of which would be "rural development".

A specific policy for rural development is to be continued in all European regions. On the issue of agriculture, the Commission proposes to continue and consolidate the agricultural reforms of 1992, to replace heavy price support measures with direct subsidies and to accompany this process with a coherent rural development policy. Reforms which are being introduced and extended to regulations in most European markets should help improve the competitiveness of agriculture overall. They should also facilitate environmental protection and conservation, and improve security for consumers. The Commission is also proposing a new and consolidated policy for rural areas which gives a high priority to farming and environmental initiatives supporting the sustainable development of rural areas. It is proposed that:
the present approach to integrated development programmes in Objective 1 regions be continued;
• in rural areas which in future will come under the new Objective 2, the financing of measures which would previously have come under Objectives 5a and 5b be supported through the EAGGF;
• in all rural areas which in future are not covered by either Objectives 1 or 2, market policies be supported and supplemented by structural measures for rural development.

Integration of Cross-Border Rural Development Policy

Shared cross-border development problems can be solved through many forms of cooperation, including the promotion of all the different sectors of the economy with the aid of exemplary practices and the transfer of know-how. In terms of rural development, this could entail the following type of projects:
• the improvement of production techniques;
• initiatives based on a shared or similar cultural, linguistic, historical or geological heritage;
• the creation of new markets for the sale of local products;
• the development of certain types of production or service;
• efforts should be made in the future to ensure that there is better co-ordination with INTERREG on the potential for promoting rural areas through integrated programmes for border regions.

In order to tackle the problems faced by cross-border regions with rural structures, there is a need to find integrating solutions which will help strengthen the areas in question. This can only be achieved through cross-border associations involving all regional entities (authorities, business and local population). In the future, new methods for renovating rural areas will need to be used and improved in all the different component parts of the cross-border regions.

In border regions too, sustainable and environmentally-friendly agriculture needs to be promoted. This demands the efficient use of resources, the retention of polluting substances within closed cycles and the reduction to a minimum of the waste discharged into water, soil and air. The use to which land is put should depend on existing site factors (e.g. soil, climate and groundwater conditions). Large-scale livestock farming should be limited to specific areas and organised in a manner in keeping with local conditions. Family concerns produce higher quality products and therefore obtain special consideration in support initiatives. The running of a farm is only likely to continue as secondary occupation, where alternative employment opportunities exist within a region. The creation of new jobs in rural areas can therefore also contribute to the preservation of a farming-oriented landscape. The following objectives and projects are particularly significant in safeguarding agriculture in rural areas close to borders:
• monitoring structural changes taking place in agriculture, and preserving family farms typical of the region on both sides of the border;
• improving cross-border regional marketing for family farm businesses;
• promoting direct cross-border marketing through individual proprietors and cooperative associations;
• processing the border region’s farm produce;
Practical Guide to Cross-border Cooperation

• tapping into alternative sources of revenue for farming businesses by overcoming border-related obstacles;
• reinforcing cross-border initiatives for continuing training and retraining;
• exploiting the potential for re-using or finding new uses for former farm buildings to contribute to a common identity in the cross-border regions;
• promoting cross-border farming which is both operative and sustainable;
• intensification on a cross-border basis of co-ordination between farming and nature conservation, to preserve biotopes and protect wildlife and plant species.

This must result in an active and integrating policy of renewal for rural areas which also involves border regions and which is cross-border-oriented.

If this is to be achieved, local initiatives should be supported beyond the confines of the national boundary. The population, enterprise and institutions in the rural area in question are those best acquainted with the constraints and opportunities in their local area and should be the first to put forward projects and ideas. Such a policy should strive to attain cooperation between authorities and initiative-takers on both sides of the border, which can then be flexibly and purposefully consolidated into the development and ultimately the implementation of a project. As part of its regional and agricultural policy, the EU provides considerable resources to help those involved to help themselves.
Many of the INTERREG II A programmes include a rural development / agriculture priority. Selected programmes are summarised below. Fuller information is available in LACE Info-Sheet VII.

**INTERREG IIA OPERATIONAL PROGRAMME N°4: ARDENNES (B/F)**

The INTERREG Programme supports farm reconversion to help farmers move into new areas of production. The main aim is to promote the development of quality produce specific to the rural area and, whilst avoiding production surpluses, to find an outlet for this produce by organising structured sales initiatives. A further priority involves the development of produce aimed at non-food industries. Furthermore, cooperative farming and forestry activities (collective farming/forestry, buying syndicates and sales pools) are supported. Carrying on from INTERREG I, the programme also supports training initiatives in traditional trades, particularly in forestry and local crafts (wrought iron work, carpentry, slate etc.).

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INTERREG IIA – Operational Programme No. 8 Sønderjylland- Schleswig

Within the INTERREG II Programme along the Danish-German land border there are a host of projects tackling the development of rural areas, for example:

- development of a cross-border tourism plan for the Tønder/Südtøndern district and the tourism project
- support for cross-border project offices for labour market policy in the region, with headquarters in Aabenraa (DK) and in Flensburg (D), one aim being to stimulate labour markets on both sides of the border by raising quality standards in the tourism and agriculture sectors on the region’s west coast;
- establishment of a European Centre for Minority Issues (ECMI);
- support for the Danish-German Regional Office with the purpose of establishing a lasting structure for cooperation between the authorities in the Schleswig/ Sønderjylland cross-border region in order to strengthen all aspects of cross-border development.

The INTERREG Office has made two attempts to set up an ecology-centred agricultural college, so far without success. The Regional Office (Regionskontor) supports the organisation of the border region and, most importantly, the work of the Regional Council, its executive, and the working groups and committees which work out the details of joint projects. One working group’s main focus is “rural areas”. It deals with cross-border cooperation in the field of agriculture and the promotion of ecological farming practices, which are widespread in the region.

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INTERREG IIA Operational Programme N°25: Saxony (D/PL/CZ)

Of the five areas of action and groups of initiatives covered by the INTERREG IIA programme ‘Saxony’, about 20% of the total funds have been allotted to agriculture. This in turn is to be divided equally between the subcategories ‘rural areas’ and ‘forestry’.

In the rural areas subcategory, a series of joint measures are to be promoted to help solve problems in the border region. These may be implemented in both the Saxon-Polish and Saxon-Czech border districts, and will concentrate on the following areas:

- Cross-border cooperation for agrarian structural planning
- Exchange of information and expertise in the Ore Mountains and Egreensis Euro-regions with regard to the new ownership rules in rural areas. These initiatives are essentially intended to assist the Czech Republic with the privatisation of farmland, the creation of legal structures and the implementation of plans for rural restructuring
- Cooperation on a partnership basis between the state technical school in Zug and the school of agriculture at Cheb, in the Ore Mountains
- Cross-border apprentice exchange between agricultural training establishments
- Joint seminars on village development and the development of rural areas
- Support for a craft village where artisans can demonstrate and practise traditional Sorbian crafts

The specific ventures sponsored include some 45 initiatives involving the sharing of expertise and a large-scale exchange involving around 900 apprentices. There are also plans for a further three initiatives to promote cross-border planning and 16 other cross-border projects.

The aim of the forestry subcategory is to support cooperation between the neighbouring Czech and Polish districts on the question of rehabilitation of degraded woodland. The specific measures contained in the INTERREG programme include:

- the design and implementation of a joint woodland rehabilitation programme
- the identification and development of cross-border woodland areas
- cross-border cooperation at both local and regional level on forestry issues such as forest management
- practical work experience for young Czech and Polish forest wardens with Saxony’s Forestry Commission.

Specific measures include soil conservation liming, which is to be carried out on around 100,000 hectares of land and the reafforestation of some 5,000 hectares of felled land damaged by toxic emissions. In addition, plans have been made for the implementation of forestry improvement measures on around 150,000 hectares of protected woodland and for 20 new exchange initiatives. These measures, which are designed to be effective on both sides of the border, should safeguard the protection and recuperation of woodland, as well as its aesthetic function and its usefulness as a resource. Mutual contact should also contribute to an improvement in the quality of vocational training.

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INTERREG IIA Operational Programme N° 30 Spain/Portugal (E/P)

Within the INTERREG IIA Programme agriculture measure, is a sub-measure “Homogenisation and reduction of commercial barriers in cross-border extensive livestock farming areas”. Under this sub-measure an interesting cross-border project has developed between Extremadura and Alentejo. The project focuses on livestock fairs in Zafra (Extremadura) and Beja (Alentejo).

Both areas are historically important in terms of extensive pastoral farming and other agricultural activity. INTERREG support is focused on raising the standard of the sector through product promotion, commercialisation and diversification. The City of Zafra in Extremadura has hosted Southern Europe’s main livestock market for the last 600 years. The fairs grew out of the region’s position, together with Andalucía and La Mancha as an important destination for sheep as they passed from winter to summer pastures. The Portuguese town of Beja is also host to the most important agricultural event of the South of Portugal – Ovibeja - a fair to promote and upgrade agricultural products. The fairs of the thirteenth century served as meeting places for the main economic activities of the time: livestock, rural craftsmanship and the market for foreign products. Today the tradition remains. The overall objective is to upgrade this important sector and promote its products. The fairs are aimed at the EU market as a whole as well as North and Latin America.

Zafra is now the headquarters of the Community Sheep Training Centre for South and West Spain and the Iberian Pig Pricing Centre. Six select animal breeders associations are located in the area. Thus it has become a centre of excellence and is keen to exchange information and good practice with its Portuguese neighbours and further afield in North and Latin America.

The first INTERREG supported fair was launched in Zafra in 1994. Here farmers, livestock bodies, commercial and market information services and producers from both sides of the border were given the opportunity to exchange ideas, problems and information. An exhibition displayed products and equipment related to livestock, and an enclosure allowed the livestock itself to be exhibited.

Since this first event in 1994 the fairs have grown into regular cross-border events, taking place in either Zafra or Beja every six months. The events aim to jointly market and develop products, exchange ideas and experience and ultimately to develop a common brand for marketing and commercialisation purposes.

The event includes the following activities:

- Technical workshops for producers associations;
- Joint exhibition of products (including cured ham, sausage, cheese, oil, wine)
- Joint exhibition of indigenous breeds of cattle and other animals
- Local Gastronomy – tasting for local restaurants, producers’ associations, the media and others interested in local food produce.

The fairs offer an opportunity for the cross-border region to present to consumers, producers and policy-makers the range of products on offer. Last year more than million visitors took part in the Zafra event lasting one week. Such wide-scale promotion is raising the profile of the region, the sector as a whole and the wide range of products connected with the sector.

These events bring together economic agents, local and regional government and producers from both sides of the border area to exchange know-how, information and good practice. It provides an environment where those responsible for agricultural policy at regional level in both Spain and Portugal meet directly with producers to discuss issues of common interest and concern.

Spin-off activities, in the form of cultural and recreational activities during these events, as well as the sale of local produce, serve to both increase economic activity in the area and generate cultural activity involving the whole community.
The combined annual budget for the two fairs is approximately 3,500,000 pesetas (21,000 ECU). INTERREG funding covers 75% of these costs.

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INTERREG IIA Operational Programme No. 41 Italy-Austria (I/A)

The INTERREG Programme supports research on the impact of a range of different agricultural practices on the alpine eco-systems, paying particular attention to the effects of intensive farming on erosion and water resources. The research also attempts to determine whether natural forestation of land laid fallow is preferable to artificial forestation, both from an economic and ecological standpoint. The programme aims to development the timber sector, which is currently in decline, but which represents huge potential for the cross-border area. It also encourages exchange of expertise and experience in cultural, farming and forestry practices, supports marketing strategies, preparatory work on cross-border cooperative and information network initiatives (fruits, vegetables, dairy products, timber, etc.).

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INTERREG IIA Operational Programme N°46 Austria-Czech Republic (A/CZ)

There are a number of action areas and projects in progress which demonstrate the achievements of the programme under the rural development priority:

- Cross-border agriculture and forestry training in the fields of energy, the environment and conservation, dealing with such issues as alternative plant-growing methods, switching to organic farming or ecological forest planting. The participants come from Southern Bohemia and Waldviertel. The courses take place in both countries in rotation.
- Cross-border fish-farming in Waldviertel, aiming to stabilise the market price for carp by means of co-ordination with Southern Bohemian fish-farmers, and thus protecting their livelihoods. In the course of this pioneering work the cross-border region has become an international centre for fish-farming.
- Cooperation on agriculture in the three-country ‘Weinviertel-Southern Moravia-Western Slovakia’ Euro-region to strengthen local farms and farming cooperatives by means of tackling a partly historical reluctance to work together, and encouraging cooperative market structures. By sharing expertise in the fields of new raw materials, specialised produce and industrial processing techniques a range of projects and initiatives have been set up, which will bring added value to the region.

Contact:

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Amt der Oberösterreichischen Landesregierung
Annagasse 2
A-4010 Linz
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INTERREG IIA – Operational Programme No. 54 “Karelia” (FIN/RF)

Since the programme area is very sparsely populated, (it has two large and nine smaller towns), virtually all programme initiatives involve the development of rural areas. More specifically, these include projects aimed at promoting the following:

- small and medium-sized enterprise in rural areas;
- all initiatives designed to develop agricultural structures and production, the processing of agricultural products and export to Russia;
- the development of sustainable tourism.

There can be no doubt that all these initiatives require close cross-border cooperation, cultural collaboration, the elimination of language barriers and the solution of the diverse problems experienced on the border.

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- Regional Association of Kainuu
  Kauppaktu 1
  FIN-87100 Kajaani/Finland
  Tel.: +358-86-628641
  Fax: +358-86-628 648

- Regional Association of North-Karelia
  Torikatu 9
  FIN-80100 Joensuu/Finland
  Tel.: +358-73-229361
  Fax: +358-73-221196

- Regional Association of North-East Bothnia
  Kauppurenkatu 8
  SF-90100 Oulu/Finland
  Tel.: +358-81-3214000
  Fax: +358-81-321 4013

INTERREG IIA Operational Programme No. 59 “Nordens Gröna Bälte” S/N

In view of the sparseness of the region’s population, almost all the initiatives affect the development of the rural areas. In the area of improving living standards and the economic structure, these involve particularly the following:

- cooperation between higher education establishments to improve forestry, tourism and environmental strategy;
- training, further training and exchange of experience;
- local development initiatives in all cross-border areas, in the fields of tourism, farmhouse holidays and cultural exchanges.

Initiatives to support the minority group of the southern Saami people, the main aim is:

- cultural and information exchange by building up networks and
- creating a common job market with new and improved employment opportunities.

Contact:
- Länsstyrelsen Jämtlands län
  S-83186 Östersund
  Tel. +46-63-146 000
  Fax: +46-63-102 590
LACE INFO-SHEETS: SELECTED PROJECTS

LACE Info-Sheet 7 has included information on several good practice projects in the field of rural development and agriculture and these are summarised below.

**Culinary and handcrafted products (B/F)**

The project with the full title ‘Promotional fair for culinary and handcrafted products from the French and Belgian Ardennes’ essentially had two key objectives. The first was to set up specifically targeted events of this type to acquaint the public at large with the huge variety of local produce from the culinary and the arts and crafts sectors. The second objective was to facilitate cooperation and exchange between different businesses and trading partners on both sides of the border.

**Contact:** Region Wallonie, Bruxelles
Tel +32 2 211 55 11

**Procedures for the treatment of waste (I/F)**

This cooperation project targets two main areas of rural activity, in which there is a need to lessen the impact on the environment: the processing of cattle manure or slurry and the processing of waters used in washing cheese production facilities.

**Contact:**
Assessorato dell’Agricoltura  
Forestazione et Risorse Naturali  
Servizio SATESSA  
Dott. Giorgio Vola (Coordinatore Servizi Agricoltura)  
Loc Amerique 127/ A,  
I-11020 Quart (Aosta)  
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Fax +390 165 76 57 18

SUACI Montagne Alpes du Nord  
Mr. Gerard Larrieu  
11, Rue Metropole  
F-73000 Chambéry  
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Fax +33 4 79 85 07 79
**Cultivation methods for fruit and vegetables (D/A/CH)**

This project aims to study and develop environmentally-friendly cultivation methods for fruit and vegetables in the Bodensee-Hochrhein cross-border region (German/Swiss/Austrian border).

**Contact:**
Ministerium für Ländlichen Raum  
Kerner Platz 10  
D-70812 Stuttgart  
Tel +49 711 126 2151  
Fax +49 711 126 2909

Eidgenössische Forschungsanstalt  
CH-8820 Wädenswil  
Tel +41 7836 111  
Fax +41 7806 341

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**Sustainable Farming in remote Saxon Switzerland (D/PL/CZ)**

A series of INTERREG IIA projects is being implemented in the Czech/Polish/German border region focussing on the establishment of a cross-border development plan for agricultural structures as well as sustainable farming.

**Contact:**
Grenzüberschreitende Agrarstrukturelle Entwicklungsplanung  
Landkreis Lößnitz /Oberlausitz, Zittau  
Tel +49 3583 7215 49 (Mr Hesse)

Euroregion Elbe-Labe  
Zehistaer Straße 9  
D-01796 Pirna  
Tel: +49 3501 520013  
Fax: +49 3501 527457

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**Integralp – Nature Trails (I/A)**

The INTERREG IIA programme along the Austro-Italian border comprises projects on cycling tourism, nature and culture trails in the Upper Pusteria Valley as well as eastern Tyrol. Furthermore, an analysis of the repercussions of changes in farming on the environment in mountain regions is carried out.

**Contact:**
INTEGRALP  
Themenwanderungen im Hochpustertal und Osttirol  
Autonome Provinz Bozen  
Abt. Forstwirtschaft, Bozen  
Tel +39 047 9953 00
**Rearing bespectacled sheep (A/SLO)**

INTERREG project activities on the external border between Carinthia (Austria) and Slovenia involve the restoration of a stock of sheep which have been dubbed ‘bespectacled sheep’, a very special breed distinguished by the black patches around its eyes. The aim of the project is to re-introduce this local stock and turning them into a hallmark of quality in the cross-border region.

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Mr. Muri Primos  
Drustvo rejcev ovc jezersko-scolcavske pasme  
Zgornje Jezersko 57  
4206 Jezersko, Slovenia  
Tel +386 64 44 11 46  
Fax +386 64 44 10 16  
E-mail: Seite@siol.net

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**Samen culture and economy (S/N)**

Project activities in the INTERREG IIA region ‘Nordens Gröna Bälte’ along the Swedish/Norwegian border aim to safeguard the southern Saami ‘frontier-free’ culture and support the livelihood of the native population of Northern Scandinavia. Support will be given in particular to Saami museum activities, the synergic effects of increasing the level of knowledge in local communities and the development of an information system.

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Fölkets Hus  
N-7700 Steinkjer  
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Sor-Trondelag Fylkeskommune  
Fylkeshuset – Munkegt. 10  
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OTHER PROJECT EXAMPLES

The cross-border regions of the EU and Central and Eastern Europe provide a wealth of experience of how cross-border activities in the fields of rural development and agriculture can be undertaken on a practical level. Below are a number of good practice examples.

1. Research, studies, strategy development

Blackwater Catchment Scheme (IRL/NI)

The Blackwater Catchment Scheme was established to address the deficiencies caused by the combined effects of the border, and peripherality of the area from their administrative centres. Through a rural development strategy this cross-border initiative has begun in a holistic manner to look into natural linkages across the border region within a number of sectors, for example the community, economic and tourism sectors. It is hoped that by a combined approach the region can be developed in a sensitive and sustainable manner, using natural linkages, resources, and including the region’s population. The project is currently managed by a full time officer who serves as secretariat to the cross border council committee and who is charged with implementing specific projects.

A working relationship has been established for the first time between councils in the region, who are beginning to work on a cross-border basis among a number of complimentary subjects. Greater awareness created among the community of potential developments that may occur between the three councils. The Blackwater Catchment Scheme has taken a river catchment as a unit of management, trying to lessen the effects of this peripheral region.

Contact: Mr. Simon Brown
Dungannon District Council
Circular Road
Dungannon; Co. Tyrone
Tel +44 1861 72 03 15
The Tyrone Donegal Partnership is a well-established cross-border development company which aims to identify, develop and support innovative initiatives in the rural communities of Tyrone and Donegal. Its purpose is twofold – firstly to achieve sustainable development through improving the social, economic, cultural and environmental conditions for all in the area and secondly to establish itself as a centre of excellence in cross border development at a European level.

Taking its direction from a Board of locally based stakeholders including the two respective Leader companies – Donegal Local Development Company and West Tyrone Rural 2000 the Partnership has successfully delivered a range of cross-border projects including the following:

The Millenium Crafts Project – This two year project employs a crafts development worker to assist crafts businesses in the area develop new business and product opportunities. The crafts development worker provides the businesses with direct support, mentoring and training. The project also aims to develop an active crafts cross border network and assist with the promotion of the local crafts sector on both sides of the border.

The Product Transfer Programme – Meeting the needs of small and medium sized businesses in rural border areas, this project assists 15 indigenous companies from Tyrone and Donegal to develop new attitudes and entrepreneurship, expand heir product portfolios by adopting products that have been successful in other markets. In addition it assists them develop export opportunities

**Budget:** £362,000 total costs (funded under INTERREG IIA and the International Fund for Ireland)

**Contact:**

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Genevieve Gavin  
Donegal Local Development Company  
1 Millenium Court  
Pearse Road; Letterkenny; County Donegal  
Tel +353 74 27 056  
Fax +353 74 212 57
2. Agricultural Diversification and Adding Value

Revival of a Wine Route (A/SLO)

Of the five wine routes in Styria (A), the Schilcher route is distinguished by its particular diversity due to the complete economic independence of the winegrowers along it. In addition, the local grape variety, the blue Wildbach vine, harks back to Celtic times. The "Schilcher and White Horses" project is a model to be used in creating an optimal network of ongoing projects and achieving the further development and qualification of the Schilcher wine route. The specific measures include expanding and promoting the range of cultural products available in terms of gastronomy, agriculture, adventure and culture. This includes a description of the local history and geography of the 60-km long wine route, developing new "wine bars", a seasonal programme geared especially towards the wine cycle, and sites for cultural events such as theatre stages or handicraft facilities. Qualification measures are carried out for the winegrowers to protect the "Schilcher White Horse Trademark" brand. The wine route is associated with other hiking and adventure routes in which Slovenian partners are taking part. The project was launched in May 1998.

**Budget:** 271,075 euros; 30.3% from INTERREG IIA

**Contact:** Tourismusverband Weststeiermark  
Ettlendorferstr. 3  
A – 8510 Stainz;  
Tel +43.3463-4950

Ballyclo (IRL/NI)

The Ballyclo Programme, named after two promoter organisations, the Ballyhaise Development Association, Co. Cavan and the Clogher Valley Rural Centre, Co. Tyrone, aims to improve the incomes of small suckler farmers, typically those with less than 30 stock, by upgrading the quality of their suckler herds. Calves from this high quality stock should obtain premium sale prices with a beneficial knock-on effect upon the wider rural economy.

Management training, a breeding programme, group marketing and social programmes are also being offered to participating farmers and their families, helping to ensure their long-term viability. This social inclusion programme through its Community Strategic Development Plan will facilitate additional cross-border and cross-community initiatives between the two regions.

The stimulation of two deprived border areas to promote the economic and social regeneration of the area and so safeguard the long-term sustainability of the region. Up to eight new jobs will be created in its 3-5 year lifespan.

By establishing links between farmers, their families and various agricultural and rural organisations on both sides of the border, better interaction will be achieved between the two communities, leading to an improvement in all aspects of the social and economic status of the two localities. The project also places emphasis on cross-community cooperation helping to remove barriers to social inclusion and to address the need for confidence and capacity building within the two communities.

**Budget:** £4,870,000 total costs, £1,000,000 INTERREG II contribution

**Contact:** Ms Martina Grey; Ballyclo Ltd.; 47 Main Street; Clogher; Co. Tyrone  
BT76 0AA; Tel +44 16625 48814; Fax +44 16625 49418
Sanitary Inspection (E/P)

The Spanish/Portuguese cross border region is predominately agrarian in character and is an important contributor to GNP, particularly in the Castilla Y León / Norte region. This project, managed by the Regional Ministry for Agriculture and Livestock in Castilla y León, is funded under INTERREG II and focuses on the cattle subsector due to its importance on both sides of the border. Between 1995 and 1997 sanitation campaigns directed towards cattle and sheep pens were carried out. In the first of these campaigns all herds of cattle were tested for possible cases of tuberculosis, perineumonia and other diseases and all infected cattle were destroyed. A similar exercise was carried out in the sheep herds.

These activities demanded cooperation by a wide range of people and equipment, particularly the Administration and the technical teams of vets and laboratory technicians in the regions. It also required the Sanitation Departments of both provinces to work together to ensure standards and to register accurately the results obtained.

The result of these campaigns has been a marked decline in the incidence of these animal diseases and has provided farmers with an efficient and effective sanitation inspection service. It has also upgraded and added value to the product as farmers can now promote their livestock at healthy and free from disease.

**Budget:** PTA 122,130,874 total costs; PTA 91,598,159 INTERREG IIA

**Contact:** Junta de Comunidades de Castilla y León
Plaza de Castilla y León 1
E-47008 Valladolid
Tel +34 983 41 11 21
Fax +34 983 411269
3. Environmental Aspects of Agriculture and Rural Development

Support for Environmentally Sound Farming (A/SLO)

To support sustainable farming of arable land, the environmental advisory offices in the Austrian border region have launched a project designed to make farmers more aware of the issue and to encourage them to practise environmentally sound farming. The goal is to improve the quality of groundwater, which will also have a positive impact on the region's quality of life and recreational value. An analytical laboratory was therefore created in April 1994 at the Regional Chamber for Agriculture and Forestry of Leibnitz (A) which can take soil and water samples at the request of the farmers affected and check liquid manure samples for nitrate content. At the same time it serves as a consultancy for individual inquiries, mainly in the area of fertilising. It also conducts field tests and inspections. A laboratory with the same function operates in Maribor on the Slovenian side. After the support expires the project will be able to fund itself independently through contributions from the agricultural chambers and the payment of fees by farmers.

**Budget:** 65,407 euros; 80% from INTERREG IIA

**Contact:**

LFI Steiermark  
Hamerlinggasse 3  
A – 8010 Graz  
Tel +43 316 8050 1309;  
cimerman@lfi-steiermark.at
4. Networking/Exchange/Training

**Student and Teacher Exchange in Agriculture (D/DK)**

Based on discussions in the Agriculture working group in the Sønderjylland/Schleswig region, a project was developed to help trainers and students in the farm sector expand their knowledge of agricultural conditions and practices in the entire border region, in particular organic farming, as well as gain experience in their neighbour's methods of cultivation. Young farmers undergoing basic and advanced training are given the opportunity to complete three to 12 months of practical training in their neighbouring country which is credited as professional experience. Cooperation between the agricultural schools takes place initially at the level of the teaching staff, which undergoes an intensive language course, learns about the complementary training system, and conducts joint excursions and projects. The participants in the projects are recruited from those receiving advanced training. A total of three schools are taking part in the project. The first measures started in the summer of 2000.

**Budget:** 98,768 euros; of which 50% from INTERREG IIA

**Contact:**
Berufliche Schule des Kreises Nordfriesland in Husum
Außenstelle Bredstedt
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Tel +49 4671 9134 40
Fax +49 4671 9134 19
ivolquardsen.lwk-bredstedt@t-online.de
The Professional Development Programme for the Agri-food Industry (IRL/NI)

The thirteen-day Professional Development Programme for the Agri-food Industry aims to provide professional development to the Agri-food industry with the objective of preparing organisations to manage change and to enhance professional development. The programme is delivered through a series of seminars and workshops by qualified experienced trainers. An induction programme allows the participants to assess their skills and competencies in relation to their organisations needs. During the course each participant will develop a work plan to facilitate the transfer of knowledge and skills back to their organisation.

The entire course is designed to encourage networking and to ensure that inter-regional, inter-organisational and inter-disciplinary interaction takes place, and that the knowledge and skills gained are put to use for the benefit of participating organisations.

The programme covers:

- Knowledge of the European Agri-food policies and programmes
- International agricultural developments and world markets
- Organisational Issues - policy implications, strategic planning, project planning and project management
- Management Skills - human resource management, systems analysis, administration and finance
- Personal Development Skills - communication skills, time management skills and presentation skills
- Information technology - I.T. systems, I.T. applications and information management

The programme will improve the competitiveness of organisations involved in the Agri-food industry and will contribute to the establishment of links and networks between organisations and individuals regionally and across the border. The programme encourages the exploitation of new business and marketing opportunities by organisations. While contributing to the economic development of the region the programme will develop the professional competencies of the participants and further strengthen the links between the ASA and NIIAS.

**Budget:** £24,450 total costs

**Partners:**

Ms Nuala McNally  
Co-operation Ireland  
7 Botanic Avenue  
Belfast BT7 1JG  
Tel +44 28 90 321462  
Fax: +44 28 90 247522
5. Promoting SMEs

_Improving the Quality and Environment for SMEs in the Agricultural Sector (D/DK)_

Running from April 1996 to December 1998, the main focus of this project was the agricultural sector, nurseries and the food industry. Key project partners included the Green Centre in Denmark and Tachnikzentrum Lübeck in Germany. The general aim was to establish a cross-border cooperation network to improve quality and environmental impact of SMEs in the sectors. Specific activities included providing education to a large number of SMEs through a series of seminars and offering tailored counselling and advice to individual SMEs. In the Danish region there have been 9 seminars, with an average of 9 SMEs per seminar, as well as 95 advisory meetings and 6 counselling sessions. In the German region a total of 41 classes, counselling sessions and advisory meetings were held.

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