



Mission
Opérationnelle
transfrontalière

Proceedings

“Cross-border territories: day-to-day Europe”

**EUROPEAN CONFERENCE
8 AND 9 NOVEMBER 2007 IN LILLE – FRANCE**

With the participation of :



PROCEEDINGS

"Cross-border territories: day-to-day Europe"

European conference, 8 and 9 Novembre 2007, Lille, France

Mission opérationnelle transfrontalière

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Foreword



The European conference “Cross-border territories: Day-to-day Europe” took place on 8 and 9 November 2007 at Lille Grand Palais. It was organised by the Mission opérationnelle transfrontalière and was attended by more than eight hundred persons representing thirty-six European countries.

The conference highlighted the fundamental issues of cross-border cooperation and emphasised the need to take better account of the specific nature of the cross-border situation in national and European policies in order to encourage its development. It saw the establishment of EUROMOT, a European network of cross-border local authorities, which intends to participate in this development. Twelve workshops were prepared by technical working groups throughout 2007. These workshops identified the issues and good practices of cross-border cooperation in Europe topic by topic, and drafted

concrete proposals which have now been collected in a “manifesto”¹ addressed to national and European institutions.

Financial partners

The financial partners of the conference were the Caisse des dépôts et consignations, Lille metropolitan urban Community, the Nord-Pas de Calais Regional Council, the DIACT (inter-ministerial territorial development and competitiveness Agency), the SNCF, the French Ministry of foreign and European affairs, the Ministry of culture and communication, the Provence-Alpes-Côte d'Azur Regional Council, the Aquitaine Regional Council, the Walloon Region, the Nord Department Council and Transdev.

Acknowledgements

The Mission opérationnelle transfrontalière would like to give special thanks to the following for their contributions to the organisation of this conference: the financial partners, in particular the Caisse des dépôts et consignations, the conference organising committee, the working groups for the twelve workshops and their leaders, and the Agency La 4^{ème} dimension.

¹ To download this document (French, English and German), go to www.espaces-transfrontaliers.eu.

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Note: This document is a summary of the contributions and discussions. Deliberations are not reproduced in their entirety but in an abridged version; only the opening speeches (Pierre Mauroy, Augustin de Romanet and Pierre Mirabaud), the presentation of the objectives (Jacques Houbart), the speech by Commissioner Danuta Hübner and the closing speech (Jean-Pierre Jouyet) are reproduced in full.

Programme for the two days

THURSDAY 8 NOVEMBER

10.00 CONFERENCE OPENING

Pierre Mauroy, president of the Mission opérationnelle transfrontalière (MOT) and of Lille metropolitan urban Community. **Augustin de Romanet**, director-general of the Caisse des dépôts et consignations. **Pierre Mirabaud**, delegate of the inter-ministerial territorial development and competitiveness Agency, DIACT, France.

10.30 OBJECTIVES AND PROGRAMME PRESENTATION

Jacques Houbart, director-general of the MOT.

10.40 PLENARY PANEL DISCUSSION

“Cross-border territories: meeting the requirements of the inhabitants, building Europe with concrete projects”.

This panel discussion will be a place to debate about issues both related to politics and citizenship of the European integration and issues regarding cross-border cooperation. The aim is to show that cross-border territories respond to the requirements of their inhabitants and that they are an effective way of relaunching Europe through the convergence of national and European policies around concrete projects.

Introduction with **Pierre Mirabaud**, delegate of the inter-ministerial territorial development and competitiveness Agency, DIACT, France.

- Lille-Kortrijk-Tournai Eurometropolis (FR/BE): **Stefaan De Clerck**, burgomaster of Kortrijk.
- Bayonne-San Sebastián Basque Eurocity (France/Spain): **Alain Lamassoure**, vice-president and MEP.
- City Twins Frankfurt (Oder) / Slubice (Germany/Poland): **Martin Patzelt**, mayor of Frankfurt (Oder), President of Euroregion Pro Europa Viadrina, and **Ryszard Bodziacki**, mayor of Slubice.
- Basle Trinational Eurodistrict (France/Germany/Switzerland): **Walter Schneider**, president and Landrat of Lörrach.
- Newry-Dundalk Twin City Project (Northern Ireland/Rep. of Ireland): **Charlie Casey**, deputy Mayor, Newry and Mourne District Council and **Jim D’Arcy**, mayor of Dundalk Town Council.

Animated by **Dominique Rousset**, journalist.

12.30 LUNCH - FREE VISIT OF THE EXHIBITION SPACE

2.00 FIRST ROUND OF WORKSHOPS

- **Cross-border territories:** “understanding in order to act”
- **Economic development:** “for a win-win game”
- **Employment and training:** “mobilizing competencies”
- **Cross-border conurbations:** “building the city together”
- **Maritime cooperation:** “establishing local links”
- **Training in cross-border professions:** “more skills for cooperation”

4.30 BREAK

5.00 TOWARDS THE CREATION OF EUROMOT

- **Presentation of the EUROMOT strategy.** **Alain Lamassoure**, vice-president of the MOT.
- **Panel discussion - Statements on the EUROMOT strategy.**
Margarida Aritzeta-Abad, director-general of the departmental Action of the Vice-Presidency, Generalitat of Catalunya, Spain.
Christof Wolff, president of the Regio Pamina local Grouping for cross-border cooperation (LGCC), Germany/France.
Andy Pollak, director of the Centre for Cross-Border Studies, Rep. of Ireland/Northern Ireland.
- **Presentation and signature of the EUROMOT constitutive convention.**
Pierre Mauroy, president of the MOT.
Xoán Vázquez Mao, secretary-general of Eixo Atlántico do Noroeste Peninsular, Spain/Portugal.
Martin Patzelt, mayor of Frankfurt (Oder), Germany, representative of the City Twins Network.
- **Presentation and signature of the strategic alliance EUROMOT/AEBR.**
Pierre Mauroy, president of the MOT.
Lambert Van Nistelrooij, president of the Association of European Border Regions (AEBR).

Animated by **Jacques Houbart**, director-general of the MOT.

6.30 END OF THE FIRST DAY

7.00 “10TH ANNIVERSARY OF THE MOT” AT THE PALAIS DES BEAUX-ARTS, LILLE

Opening speech by **Martine Aubry**, mayor of Lille.

Speech by **Pierre Mauroy**, president of the MOT.

European dinner buffet. Free visit of the museum.

FRIDAY 9 NOVEMBER 2007

9.30 SECOND ROUND OF WORKSHOPS

- **Cross-border rural and natural territories:** “promoting local resources”
- **Health:** “local access to healthcare”
- **Public transport:** “encouraging day-to-day mobility”
- **Culture and territorial integration:** “richness from diversity”
- **Environment:** “taking care of our common territory”
- **Legal instruments of cooperation:** “structuring projects”

12.00 LUNCH - FREE VISIT OF THE EXHIBITION SPACE

2.00 SUM UP OF WORKSHOPS AND RECOMMENDATIONS

Hans-Günther Clev, director-general of the Rhineland-Palatinate development Agency, Germany.

2.30 PLENARY PANEL DISCUSSION

“Europe of projects to serve European citizens: the support of national and European public authorities for cross-border projects and territories”.

The aim of this panel discussion is to move things forward and submit proposals at the national and European level for the future of cross-border cooperation.

The objective is to highlight the will of the European institutions, actors in charge of Community programmes and national actors in supporting local projects.

Introduction with **Pierre Mauroy**, president of the MOT.

- **Rudolf Niessler**, policy coordination director in the DG Regio, European Commission.
- **Michel Delebarre**, president of the Committee of the Regions.
- **Jan Olbrycht**, member of the European Parliament, vice-president of the regional development Committee.
- **Rui Nuno Baleiras**, secretary of State for regional development, Portuguese Ministry of the environment, spatial planning and regional development.
- **Peter Wostner**, deputy director of the local authorities and regional policy Office, Slovenia.
- **Jean-Pierre Jouyet**, secretary of State for European affairs, French Ministry of foreign and European affairs.
- **Philippe Herzog**, president of Confrontations Europe.

Animated by **Dominique Rousset**, journalist.

4.30 CONCLUSIONS OF THE CONFERENCE

By **Jean-Pierre Jouyet**, secretary of State for European affairs, French Ministry of foreign and European affairs, and presentation of the priorities of the French presidency of the European Union (second half of 2008).

5.00 END OF THE CONFERENCE

Opening

Cross-border territories, local spaces meeting the aspirations of their inhabitants



PIERRE MAUROY

President of the MOT and of Lille metropolitan urban Community, France

Ladies and gentlemen, dear European and cross-border friends, I must admit that it is with a certain emotion that I open this conference, because it is unique. I am accustomed to meeting wide audiences, but your originality lies in the fact that you come from all over Europe, that you live in a cross-border setting, enriched by great diversity, and that we do not yet know each other. We have had to wait for the tenth year of the Mission opérationnelle transfrontalière (MOT) to get together at last and thus contribute to showing that Europe, despite the difficulties it might encounter, is working well day by day.

On the occasion of the tenth anniversary of the MOT, it is my pleasure as president of the MOT and of the LMCU (Lille metropolitan urban Community) to open this conference in Lille. It is an opportunity to discuss the political and operational issues of cross-border cooperation on the theme of "Cross-border territories: day-to-day Europe".

I would like to welcome everyone who has come from all the countries of Europe. I am particularly touched by your presence, which shows the interest you have in cross-border cooperation. I would especially like to greet the personalities who have honoured us with their presence: the representative of the Minister of ecology, sustainable development and planning, Pierre Mirabaud, delegate of the inter-ministerial territorial development and competitiveness Agency (DIACT, France), who will speak later. I also greet the prefect of the Nord-Pas de Calais Region, Daniel Canepa, who takes great interest in cross-border cooperation, Augustin de Romanet, director-general of the Caisse des dépôts et consignations and Antoine Joly, external action officer at the Ministry of foreign affairs, who is a great help to us at the MOT.

Lastly I greet the representatives of the European Commission and in particular Commissioner Danuta Hübner, who has shown great interest in our project and will speak tomorrow to introduce the second plenary panel discussion. Jean-Pierre Jouyet, secretary of State for European affairs, will also speak on the second day.

I would like to include in my greetings those who have promoted the MOT and are at my side to welcome you: Alain Lamassoure, MOT vice-president and member of the European Parliament, Stefaan De Clerck, burgomaster of Kortrijk, and the mayors and representatives of the Belgian intermunicipal entities, bringing together both Walloon and Flemish partners, with which the Lille metropolitan area is going to form the Lille-Kortrijk-Tournai Eurometropolis.

MOT director-general Jacques Houbart will outline the objectives and the programme of our conference.

Lastly I greet all the participants who are going to speak during these two days and whose names will be cited throughout the discussions.

I would like to thank all the elected representatives and civil servants of the Lille metropolitan urban Community. The LMCU comprises the Lille City Council, associated with the urban Community of eighty-five municipalities, together encompassing a population of one million people.

The Mission opérationnelle transfrontalière, although established on the initiative of the DIACT (inter-ministerial territorial development and competitiveness Agency) with support from the Caisse des dépôts et consignations and several French ministries, is not a Paris-based body, but rather located at the heart of the borderlands. Its participants are from cross-border territories and have persuaded the national authorities to support their action. These territories have often been forgotten, severely handicapped by their history (history of trade across Europe, history of recurring wars). The recognition that we want for cross-border territories and activities has been obtained gradually, and initially on the basis of operational assistance for cross-border project implementation, networking of project developers and the organisation of an interface between them and the national and European authorities.

The presence at this conference of persons from all the cross-border regions of Europe demonstrates the reality of the broadening of this network.

This cross-border approach is complex, since it involves the confrontation of different cultures, languages and institutions. It is implemented not only with institutions but also by the work of determined, enthusiastic men and women driven by an ideal of progress. Over time networks have been formed; the MOT has been able to provide new technical competencies and promote a certain idea of Europe close to its citizens.

On the occasion of the tenth anniversary of the MOT, I would like to thank all the former members here among us, who were pioneers, and the members of the bureau: Alain Lamassoure, Jean-Marc Garnier, MOT treasurer, and the secretary Christiane Eckert. I also offer my sincere thanks to the staff of the authorities who have supported the MOT during these ten years and the MOT operational team, who have all worked on this fine adventure.

On five pilot sites², candidates for experimentation, the MOT has guided territorial authorities in the implementation of their projects: individual or cross-border territory projects, metropolitan areas, conurbations, rural spaces, natural spaces; projects which now cover most of the borders between France and its neighbours. The idea of cross-border territories is not to push back the borders or to

² Lille Métropole, Strasbourg - Kehl, Saint-Louis - Basle - Mulhouse, Menton - Ventimiglia, Bayonne - San Sebastian conurbation.

form extraterritorial areas. Even when they are legally constituted, the objective of these territory projects is not their administration but rather the coordination of the policies of the local, national and European authorities in order to develop on a given territory action programmes which satisfy the aspirations of the inhabitants of the cross-border regions. Today, benefiting from its network of forty-six members, the MOT wanted to share its knowledge, its good practices and its know-how with others by organising this European conference on the theme "Cross-border territories: Day-to-day Europe".

Today there is a real necessity to boost the construction of Europe and do everything to bring Europe closer to its citizens. With this European conference we hope to demonstrate that the Europe of practical projects is on the move in the cross-border territories, and that these territories constitute a practical response to the needs of the inhabitants of cross-border regions and a powerful vector for integration of the internal borders and pacification of the external borders of Europe. On the basis of the work of the twelve workshops, we would also like to submit proposals and recommendations to the national and European Community authorities to guarantee the future of cross-border cooperation. This is one of the missions of the MOT.

To provide guidance for this approach over time, we will be establishing EUROMOT, a European network of cross-border local authorities, by signing a convention between the MOT, Eixo Atlântico and City Twins. We will also be forming a strategic alliance between EUROMOT and the Association of European Border Regions (AEBR), in order to cover all scales of cooperation and speak with one voice at European level. An ambitious project, justified by the number of persons involved in cross-border relations.

I will conclude these words by emphasising the strong mobilisation that has preceded this European conference, with the formation of twelve working groups to prepare the various workshops. Nearly one hundred and sixty persons from all over Europe, working with the MOT's technical team, have provided the raw material of our discussions. I would like to thank all who have contributed to the organisation of this conference, in particular the MOT technical team in liaison with the Agency La 4ème dimension.

I also thank all our partners, businesses, local authorities and ministries who have made financial contributions to the preparation of the conference, and in particular the Caisse des Dépôts, whose director-general is going to address you.

You have demands and hopes regarding cross-border policies. Cross-border territories have very diverse histories but are brought together by the fact that they are territories with problems, which have been forgotten and which at the same time aspire to be recognised. One of the objectives of the MOT and of this conference is to obtain recognition in Europe of these regions as territories.

Nord-Pas de Calais has taken an interest in cross-border matters for two reasons. The first is a consequence of the proximity of the border, a border across which men and war have come during almost a thousand years, with no natural obstacles to impede their passage. For a millennium the region has been the theatre of invasions of all types, with all the consequences that imposes on the populations. Coming from Mongolia, China, the Caucasus and then from the whole of Europe, population movements and battles have lastingly weakened this border area.

The first determination of the region was to overcome this situation and affirm a message of security, by joining Europe and its construction. It is also a message of peace, an ideal to share so that the populations can live serenely.

The second motivation of the Nord-Pas de Calais region is related to economic developments. In practice, the cross-border regions have been left behind by growth. This region of northern France is underlain by raw materials such as coal. In association with the East of France, the metallurgy of the North was the basis of the economy. Textiles, also flourishing, paralleled metallurgy in its decline at the end of the 20th century. The region underwent an upheaval, with the closure of its collieries followed by that of the blast furnaces, the steel from which was no longer sold. New technology reduced steel prices but increased unemployment, generating social problems.

The textile industry, in crisis in the 1970s, was preserved for a time thanks to European Community aid, but today it is obliged to delocalise. Without a characteristic industry or economy, the Nord-Pas de Calais was destined to fade away. Furthermore, in the immediate environment of the three very attractive major capitals, London, Brussels and Paris, Nord-Pas de Calais could have accepted that it was doomed to decline. The cross-border region, with a strong determination to maintain its identity and its personality, accepting nevertheless to cooperate with the major capitals and the States, refused any such abandonment.

The cross-border mentality, whether of Nord-Pas de Calais or of other European regions, is a State of mind favourable above all to Europe. In the near future, for the Lille metropolitan area, this will mean bringing together its two million inhabitants in the Eurometropolis.

A determination of the regions, buffeted by history, to change their situation is driving the transformation of Lille, of the metropolitan area, of the region and of the entire cross-border region under the auspices of Europe, peace, development and prosperity.

For a Europe close to its citizens and more conducive to the economic development of the territories



AUGUSTIN DE ROMANET

Director-general of the Caisse des dépôts et consignations, France

Prime minister, Commissioner, director of the DIACT, prefect of the region, dear European friends. Fifty years after the signature of the Treaty of Rome, the vision of the founding fathers is still topical: today Europe is a project of peace and progress.

The younger generations have a tendency to forget that Europe has been built around this project of peace. It is enough to remind them that France has not been at peace for a period as long as the one we are enjoying now since Louis XV. By peacetime we understand any period when Paris has not been under enemy bombardment and when the French feel in security. In the 18th century, between the battles of Denain (1712) and Valmy, France experienced a period of eighty years of peace. Apart from these eighty years, Europe and thus France have always been in troubled times. Today, after sixty-two years of peace, we are living in an exceptional period whose price we never consider fully.

The movement that we are currently building, with the economic development of cross-border organisations, is probably as important and that of twinning, a flourishing practice during the 1960s and 1970s.

When they overcame two years of institutional blockage in Lisbon, the twenty-seven heads of State and Government reminded us of what is essential in Europe: building a Europe closer to the concerns of its citizens and more conducive to the economic development of the territories.

This need for a Europe of proximity is expressed particularly strongly in the border regions, historically peripheral and theatres of unpardonable conflicts, which have found in the construction of Europe a new future of cooperation and exchanges.

The Caisse des Dépôts, partner of the local authorities, is proud to have been at the side of the MOT since its origin, and that is why I wanted to be present today beside prime minister Pierre Mauroy and Alain Lamassoure, with whom I worked on the preparation for the euro between 1995 and 1997 as a member of his office. I am happy to be present for the tenth anniversary of the MOT, and I welcome the efforts of its president since 2001.

For the Caisse des Dépôts it is an important undertaking, since our history is that of a mediator. Established in 1816 to act as mediator between a State that could no longer borrow and citizens who no longer had confidence (in 1816 citizens were practically obliged to pay financial institutions for keeping their money), the Caisse des Dépôts introduced a new relationship, as it remunerated French citizens for lending money to the State. Mediator at the interface between public and private sectors, the legislator defined the Caisse des Dépôts as a public group working for the general interest and contributing to economic development. Using the resources generated by the profits accumulated since 1816, and as a promoter of economic development, always guided by the principle of the general interest, our institution, a public benefit foundation, is a natural support for territorial and public authorities for economic development. That is why we consider our commitment to the MOT to be natural.

The actions conducted on the five pilot sites have revealed the growing interest of local entities in the development of this type of new cross-border collaboration. They have also revealed the expectations of the populations, for example regarding interurban transport. Whether for transport, sewage systems, access to sporting facilities or infrastructure of all sorts, the Caisse des Dépôts has been able to provide its support. It has substantial involvement in urban and interurban transport, since with Transdev², the fourth-largest European passenger carrier and a MOT partner, we have forty thousand employees.

At the same time, these concrete implementations have highlighted practical and legal difficulties relating to the limitation by national legislations of the use of public funds. Cross-border cooperation has therefore become an area of experimentation and innovation thanks to the framework of the MOT. For example, we have been able to set up embryonic public-private partnerships, and I hail the introduction of the new legal instrument, the European grouping of territorial cooperation (EGTC), the first example of which will be formed in the very near future with the establishment of the Lille Eurometropolis.

As a partner of the European structural funds, the Caisse des Dépôts is recognised by the European Commission as a contracting authority for European structural funds; we are ready to guide these developments. Two concrete examples, the swimming pool project in the Lille region at Comines (project for children of the Lille-Kortrijk-Tournai Eurometropolis) and the project to form a second EGTC planned for the Luxembourg border in the new town of Esch-Belval, are evidence of this commitment. We are also thinking of including the second project in the list of ten ecological new towns, referred to as Ecopolises, currently proposed by the Jacques Attali Task Force.

Through all these projects, it is day-to-day Europe and also greater Europe which are being built. In a Europe where many borders are the scars of history, cross-border cooperation is a token of reconciliation. From this point of view I am greatly pleased by the formation of EUROMOT, which will certainly have a role to play in the review of European Community policies which will be conducted in 2008.

The Caisse des Dépôts is not only happy to participate in the actions of the MOT, but also particularly proud, because for us it is a means to get involved in Europe and to work more often at that level. Director of the Caisse des Dépôts for just a few months, I have been struck by the

³ Transdev represents the interests of the passenger transport branch of the Caisse des dépôts et consignations.

reluctance shown by the institution to move beyond the borders of France. In practice, my colleagues have for a long time considered that Europe could be a threat for this original model of the Caisse des Dépôts described earlier. As long as the Caisse complies with market rules and does not break competition rules, but maintains the fact that general interest missions can justify novel intervention procedures, this model, once explained, has its place within our borders and also throughout Europe. We intend to export our human and financial resources for the success of cross-border projects.

"Think globally, act locally"



PIERRE MIRABAUD

Delegate of the inter-ministerial territorial development and competitiveness Agency (DIACT, France)

Prime minister, director-general, representatives of the Commission, the European Parliament, the Committee of the Regions and the member States, ladies and gentlemen.

A little over ten years ago the French Government, in particular the DATAR and the Ministry of infrastructure, with effective backing from the Caisse des Dépôts, supported the proposal to introduce an instrument intended to provide guidance for cross-border arrangements and projects. The assessment was straightforward: the construction of Europe gave cross-border areas increased importance; at the time the talk was of "seam areas" for example. To reinforce this federating character, from the late 1980s the European Commission demonstrated its interest by the introduction of Interreg 1.

As in any innovative approach of this type, it was necessary to obtain more thorough knowledge of the territories, conduct diagnoses, deal with issues that had been little or inadequately considered, particularly in legal matters, since the legal issues are extremely complicated, and finally support the implementation of significant projects responding to these observations and capable of showing the way.

The MOT was born and, as delegate of the inter-ministerial territorial development and competitiveness Agency and as successor to those in 1997 and 1999 who kicked off this project, I am happy to be present at this tenth anniversary. I remember the backing we were able to give the

MOT from its foundation, a highly practical backing which we have maintained throughout these ten years and, and I State this clearly, which we shall maintain in future projects.

We were joined by other ministries, but for the system to be able to function it had to be joined by the territorial authorities and the various territorial bodies involved. This was accomplished when the association was established officially and a number of territories became members over time, leading today to the coverage of a large proportion of France's borders.

The balance sheet of these ten years is completely satisfactory, and I would like to thank those who have contributed to it. Jacques Houbart, who has been the driving force behind the MOT since the beginning, together with all his team, have put into practice an idea that might have seemed utopian at the start. The number of participants at this conference is a good indication of the interest in this subject.

The quality of the MOT's legal expertise, a thankless subject but essential for making progress with cross-border projects, the capacity of the MOT to collaborate in monitoring and gathering of cross-border data, for example in liaison with the DIACT's territorial monitoring Unit, and the contribution that the MOT has made to the cross-border conurbation projects, which we shall discuss in greater detail in the panel discussion, are the principal factors that have enabled the MOT to develop as it has.

We congratulate the prime minister and MOT president for the dynamism of the organisation he directs and the aid provided to the territories which want to develop their projects and need the expertise of the MOT to do so.

I also thank you for welcoming us to Lille, in a land where cross-border cooperation has a particularly strong significance. The French-Belgian Eurometropolis was mentioned previously, we can also note the French-Belgian parliamentary working group, in which Messrs Lamassoure and De Clerck have worked, which has provided the conditions for the emergence of this cross-border metropolitan area. They have contributed to the development of a method which may be useful to other cross-border regions and inspire projects of the same type.

We are in a region which practices cooperation extremely intensively, since it is a stakeholder and major player at all levels of European cooperation, with the management of a cross-border cooperation programme (Channel-North Sea), a transnational cooperation programme (North-West Europe) and Interreg 4C, a unique European cooperation programme covering the twenty-seven member States of the Union and for which the Regional Council has agreed to take responsibility.

Going beyond the Nord-Pas de Calais Region, practically the whole of France is concerned by this cross-border cooperation. Nineteen regions, including the four outermost regions, are involved in such programmes. It is no accident that this interest, manifest in this country and in the other European countries, has become a full objective of the European Union, one which has increased the budgets allocated to cross-border cooperation programmes for 2007-2013. The objective of strengthening the feeling of belonging to Europe gives full meaning to the territorial cohesion policy. The Lisbon strategy to encourage innovation, the knowledge-based society and employment, which we have undertaken within the Union to implement in regional development programmes, has been widely incorporated into the twelve cross-border cooperation programmes that involve France.

This movement, which we support, is thus launched, and must contribute to meeting the major challenge of sustainable development. It will determine the efforts that we are going to have to deploy to meet the challenges of climate change and manage its impact on our way of life.

Just recently President Barroso, invited by President Sarkozy at the end of the “Grenelle de l’environnement”³, declared “for an exceptional challenge, an exceptional mobilisation, Europe has taken the lead in a new revolution.” We are at the heart of challenges which we share between member States and within the Union, with the latter’s support. At their level, the cross-border territories must contribute to this, since it affects all areas of territorial development and of the organisation of public services (transport, housing, energy, waste processing, health, agriculture, tourism, etc.). This must be taken into consideration by all the networks of researchers, academics, businesses and the decision-makers who implement these territorial policies.

The educational effort to be made on the matter will be more effective for the inhabitants if the messages delivered by these cross-border territories are the result of a political consensus preparing the operational actions based on a joint vision and on principles of territorial cohesion. The cross-border territories can then act as operational laboratories by bringing together practices and know-how, by mutual enrichment either side of the borders, which are thus removed. We can demonstrate our capacity to take up a number of these challenges and act as an example for the other territories.

On many points, these policies and these cross-border operational projects will also have to include the different levels of intervention (national, regional, local, community, transnational, cross-border). Economic, environmental and other issues often necessitate ignoring over-narrow limits. There is no intention here to place transnational and cross-border in opposition, but rather to look for synergies between levels in order to be as effective as possible: “Think globally, act locally.”

This event, this two-day gathering and the discussions will take place at an interesting time in terms of Union policy: the debate on the future of the economic, social and territorial (since this word features in the draft of the Treaty which should be adopted soon) cohesion policy. This debate has started and we must be able to take part in it, contribute to the answers to be given, and I am convinced that the leaders and players of these cross-border territories have specific answers, and that is why they must contribute to it so that in the end the Union makes the best possible decisions.

France will soon hold the presidency of the European Union. Jean-Pierre Jouyet will no doubt include this topic in his speech tomorrow, and it is also a time to send a certain number of messages so that the cross-border territories can express themselves and make themselves heard.

We can build the future of this cohesion policy, going beyond broad principles, all the better if we base it on tangible, evaluated and capitalised results for the benefit of all and closely linked with the environmental, technological and economic challenges that we face.

⁴ The “Grenelle de l’environnement” was a consultation procedure involving all the French stakeholders (elected representatives, firms, associations, etc.) held in 2007 to prepare the decisions that would be taken by the French government on the environment.

The objective of the programmes that we are implementing and the discussions that we are going to have for what follows must make all the Community added value visible, we must make sure that it is demonstrated programme after programme, procedure after procedure.

I know that we can count on the MOT to take part in this debate, in these projects, in the building of this cross-border world, thanks to its enthusiasm, its team, thanks to the methods that the MOT has been able to develop. The French State will pay close attention to the results of this work, ready to examine the proposals and recommendations which answer these concerns. The Ministry of ecology and sustainable development and planning, and particularly the DIACT, will continue to be active and demanding partners in this process.

Objectives of the European conference



DR

JACQUES HOUBART
Director-general of the MOT

The principal objective of our conference is to foreground the Europe of projects, the Europe at work in the cross-border territories:

- that will be the subject of our first panel discussion, moderated by Dominique Rousset, journalist with Radio France;
- in each workshop, practical projects will be presented to illustrate the issues raised by the topic covered and to introduce the discussion;
- a "projects" space has been set up in the exhibition rooms near the conference hall to supplement and enrich this sharing of experiences.



DR

The "projects" space organised in the exhibition facilities of Lille Grand Palais was a place for fruitful sharing of information on cross-border projects.

The MOT was established ten years ago to help border local authorities implement their cross-border projects (individual projects and territory projects). This objective is more pertinent than ever: we want to promote it at European level by sharing our experiences and our practices with other networks and by disseminating our know-how, particularly regarding operational assistance for setting up projects.

The development of cross-border projects demands a combination of:

- strong political determination;
- professionals in the field and in the networks to animate cross-border territories;
- good knowledge of the language, culture and working methods on the other partner on both sides of the borders;
- good linkage between programmes and projects to release financial resources;
- good linkage between institutional authorities and levels of competence, border by border and project by project;
- multi-level governance to ensure the consistency of strategies and projects on a given territory.

We will cover all these issues during our two days of discussions, and more particularly in the workshops.

Regarding the work production process, framing memorandums have been produced by the workshop preparation working groups. Each memorandum is in itself a rich source, including a review of the issue covered, identification of obstacles, prospects for change and draft recommendations to national and European Community bodies.

The draft recommendations of the working groups will be discussed and refined in the workshops. They will be published in full in a manifesto which will be communicated officially to the national and European bodies and the content of which will be accessible to all the participants at our conference.

When he introduces the second plenary panel discussion, Hans-Günther Clev, director-general of the Rhineland-Palatinate development Agency, will present this summary to the ministers representing the successive presidencies of the European Union in 2007 and 2008 and to the representatives of the European Community institutions.

Jean-Pierre Jouyet, French secretary of State with responsibility for European affairs, will conclude our work and set out the priorities of the French presidency of the European Union for the second six months of 2008.

Plenary panel discussion

"Cross-border territories: meeting the requirements of the inhabitants, building Europe with concrete projects"



Moderator: Dominique Rousset, journalist

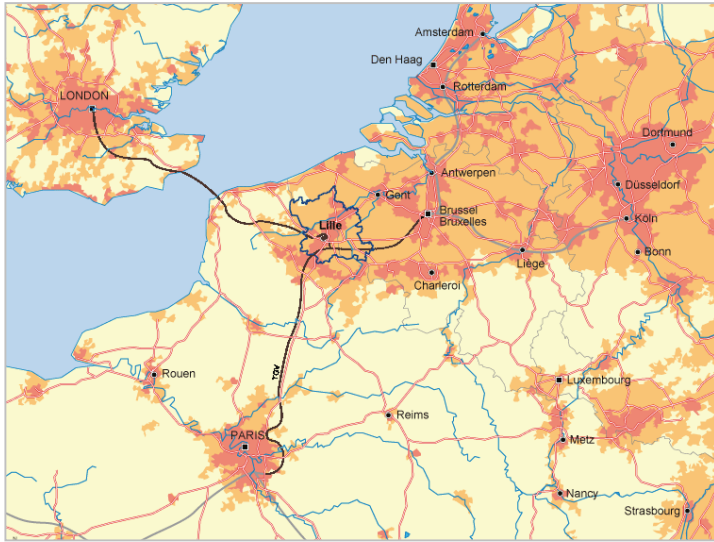
Pierre Mirabaud

The issues of cross-border cooperation often now go beyond the construction of joint infrastructure. The day-to-day life of cross-border regions must no longer be affected by their specifically “cross-border” nature. However, adapting to the diversity of situations requires a certain institutional flexibility: governance must be exercised at the appropriate levels in order for citizens to accept cooperation projects. Such projects are a formidable tool for promoting a sense of belonging to the European Community and benefit the development of the territories.

The Lille-Kortrijk-Tournai Eurometropolis (France/Belgium)

STEFAN DE CLERCK
Burgomaster of Kortrijk

For 15 years we have been developing workable inter-municipal cooperation practices. We have set up a French-Belgian parliamentary working group with a dual task: identify a legal form of



working and inventory the problems of cross-border cooperation. This work has resulted in the establishment of a Eurometropolis between Wallonia, Flanders and France (EGTC)⁴.

Metropolisation is a new European reality, a source of inspiration for formulating great dreams of the future: the Eurometropolis is a space of liberty and multicultural presence.

Europe is growing in importance, politically and economically, but only the local communities are finding integrated responses to the needs of the populations. Europe and the local authorities are the two development focal points: the nation State is stepping aside.



@ Vincent Lecigne, UMCU

The main square in Kortrijk, Belgium.

⁵ The statutes has been signed in 2008. This territorial space encompasses two million inhabitants.

The Bayonne-San Sebastián Basque Eurocity (France/Spain)

ALAIN LAMASSOURE

Member of the European Parliament, vice-president of the Bayonne-San Sebastián Basque Eurocity, vice-president of the Mission opérationnelle transfrontalière

The establishment of a living space in the Basque country was made possible by Europe. Since the opening-up of the borders, cross-border relations have multiplied exponentially.



Committed to cooperation, the Spanish and French elected representatives have shown themselves capable of identifying the problems and developing joint projects. The difficulties encountered have been administrative and bureaucratic rather than political: although the Interreg programmes fund our projects, the application of European law provides little help in their implementation. In practice, by virtue of the subsidiarity principle, Europe deals with the major topics, not those that concern day-to-day life.



San Sebastian in the Basque country, Spain.

Stefaan De Clerck

The cooperation agreements are still bilateral: they have to be ratified by two parliaments, which delays project implementation. Europe does not provide us with the instruments for breaking out of this framework, and the administrative organisations are restricted to the national scheme which does not take cross-border reality into account.

The Basle trinational Eurodistrict (France/Germany/Switzerland)

WALTER SCHNEIDER
President, Landrat of Lörrach

The political determination of the regions must be strong in order to obtain solutions from the national legislator.

The trinational cooperation has been a reality for several decades, initiated by the citizens: without worrying about political questions, they considered that this economic space offered cross-border work opportunities.

© Eurodistrict trinational de Bâle



The Basle trinational conurbation.

The Eurodistrict, which is intended to intensify the relations between our three countries, is characterised by its operational efficacy and its democratic basis (through a District Council).

The Frankfurt (Oder)-Sublice City Twins (Germany/Poland)

MARTIN PATZELT
Mayor of Frankfurt (Oder), president of the Pro Europa Viadrina Euroregion

We need a strong political determination but above all people in the field, wanting to cooperate, beyond the borders.

How can we bypass the nations to share our experiences? How can we encourage our populations to feel that they belong to the European Community?

Europe does not belong only to the politicians: let us show the inhabitants that Europe can change their daily lives!



Despite the twinning arrangement that linked them since the communist period, Frankfurt and Slubice were opposed for a long time. Trust has been re-established by working together on practical development projects.

RYSZARD BODZIACKI
Mayor of Slubice

In order to develop cooperation with Germany, Poland must attain a good level of economic development. But our mentalities are different, and in our projects we always underline the existence of these differences. Young people are very important: today we are proud to see the formation of German-Polish school and university establishments.



Frankfurt on Oder-Slubice, German-Polish border.

Stefaan De Clerck

The young generation is a key element. Cooperation must lead us towards joint political instruments and international and multilingual cross-border schools.

Pierre Mirabaud

Administrative procedures must be made more flexible: the task of the public service is to improve the daily life of the citizens. The players in the territories have to shake up the administrations!

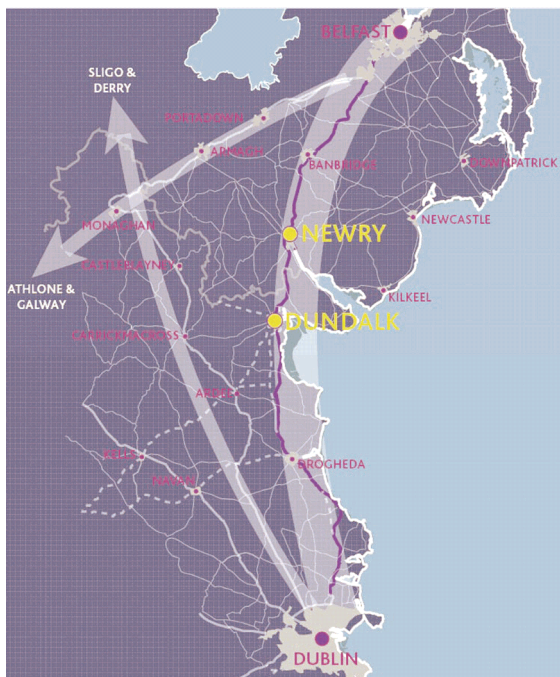
Alain Lamassoure

Europe delivers financial aid through ERASMUS grants and helps with mutual recognition of qualifications. University harmonisation is being achieved gradually, on the basis of the BMD (Bachelor, Master, Doctorate: 3, 5, 8 years), but the effects of this system are sometimes perverse: student transfers to certain dental or veterinary schools in Belgium and in Austria raises problems, for example⁵.

The Newry-Dundalk Twin City project (Northern Ireland/Republic of Ireland)

CHARLIE CASEY

Deputy mayor, Newry and Mourne District Council



Our principal challenge is to overcome our prejudices when planning policies and strategies between our two nations.

The Newry-Dundalk cross-border exchanges project, funded by the Northern Ireland and Republic of Ireland Governments, is aimed mainly at generating exchanges between Belfast and Dublin. But infrastructure problems require the cooperation of local representatives, between whom political contacts are not easy to establish.

⁵ Refer to the disagreement between the European Commission and Austria on European student quotas in the country's medical schools.

JIM D'ARCY
Mayor, Dundalk Town Council

We are trying to build a "bridge of trust" between our two nations in order to work together, in particular at the heart of the cross-border regions.

The building of a road link between the North and the South of Ireland was initially judged impossible by the British (because of security problems), but the road has recently been opened. This completion opens the way to other joint projects.

Walter Schneider

Between Germany and Poland, we are having to repeat the efforts made in the past to improve French-German relations.

How can "European utility" be made to appear in the media?

Martin Patzelt

The media play a very important role in acceptance by the populations. The origin of the fears of the populations lies in the differences of economic development: without economic convergence we will not be successful.

Stefaan De Clerck

We have to convince the population to participate in cooperation projects by showing them that the establishment of the Lille-Kortrijk-Tournai Eurometropolis will benefit them. We need Europe to prepare and back exemplary cross-border cooperation packages.

Alain Lamassoure

Dozens of minor problems spoil our day-to-day work, but they cannot be dealt with by the prefects nor by the Government... Let us try to set up a local procedure for resolving them!

Towards the establishment of EUROMOT, a European network of cross-border local authorities

Presentation of the EUROMOT approach



ALAIN LAMASSOURE

Member of the European Parliament, vice-president of the MOT (France)

Political borders have disappeared but not the administrative, bureaucratic and local borders. Consequently, in a given living space, different laws apply. How can such systems of apartheid be overcome?

The MOT wants to facilitate local cooperation by rolling out operational legal instruments, financial instruments and multi-level governance.

In addition, the European Union could perhaps pass simplifying regulations for certain areas to replace the many bilateral agreements.

However, it is difficult to interest the media in cross-border policy, which does not fit into either media time or electoral time.

The border regions are excellent places for observation of the good or bad working of European Community law.

The mission of EUROMOT will be to invent the means for different cross-border territories to live together, to make them dynamic and peaceful. The network will make it possible to disseminate effective cooperation models.

That is why EUROMOT is being established today to form a firm European network of cross-border local authorities and collaborate in a more effective manner with national and European institutions. It is being launched officially today by the signature of a cooperation agreement between the MOT,

Eixo Atlântico⁷ and City Twins⁸. This is complemented by the establishment of a strategic alliance between EUROMOT and the Association of European Border Regions (AEBR).

Statements on the EUROMOT strategy



DE

MARGARIDA ARITZETA-ABAD

Director-general of the departmental Action of the Vice-Presidency, Generalitat of Catalunya (Spain)

Although the word “border” evokes foreignness, the term “cross-border” evokes proximity and day-to-day matters.

The Generalitat of Catalonia and the Pyrénées-Orientales Department Council are working on the establishment of a Eurodistrict⁹: “The Calatan cross-border Space”. We are joining EUROMOT to benefit from the experiences of the network and share our practices, for example in the area of public health¹⁰.

CHRISTOF WOLFF

President of the Regio Pamina¹¹ local Grouping for cross-border cooperation (Germany/France)

If EUROMOT plans to highlight best practices, then we will be able to learn more from the different European cross-border regions.

Let us ensure that EUROMOT helps us to exert sufficient pressure on the European Community administrations!

⁷ Network of border towns involving North-Portugal and Galicia in Spain (www.eixoatlantico.com).

⁸ Network of twin cities involving Germany, Poland, Estonia, Latvia, Sweden, Finland and Russia.

⁹ A rural and urban space with one million inhabitants.

¹⁰ The Generalitat of Catalunya and the French state have established a cross-border hospital in Puigcerda, Cerdagne.

¹¹ Local grouping for cross-border cooperation encompassing 1.2 million inhabitants.

ANDY POLLAK

Director of the Centre for Cross-Border Studies (Republic of Ireland/Northern Ireland)

Europe has played a crucial role in the resolution of the Irish conflict. Its strong commitment brings down the obstacles between the citizens on either side of the border and moves towards the establishment of a cross-border space of economic and social interest.

Signature of the constitutive convention

Pierre Mauroy

EUROMOT is established today to back your projects, overcome cross-border difficulties and, over time, set up all possible forms of democracy: you will expand this movement by structuring it.

Once EUROMOT has been legally constituted during 2008, any existing or emerging cross-border local authority on the European borders will, if it so wishes, be able to join our association on the terms stipulated by its statutes.

We want to bear a strong political message;

the cross-border territories are:

- a practical response to the needs of the inhabitants of border regions,
- a powerful vector for integration of the internal borders and pacification of the external borders of Europe.

In parallel we shall adapt and upgrade our technical teams in order to share and transfer our knowledge, experience and know-how.

XOÁN VÁZQUEZ MAO

Secretary-general of Eixo Atlántico do Noroeste Peninsular (Spain/Portugal)

Cross-border cooperation is not only a primary instrument of local development in the peripheral territories, but also a means of building Europe and bringing the construction of Europe closer to its citizens.

The organisation of the preparation of second-generation cooperation is urgent: the development of services to cross-border citizens, a source of optimisation of resources, must be a priority. This preparation involves all the players, including the European Community institutions, because it concerns Europe, its peaceful growth, its development, its cohesion and its polycentric development.

EUROMOT is an essential entity in this process of preparation and analysis: it plays the role of interface with the European institutions.

In addition, by signing a strategic agreement with the AEBR, EUROMOT is forming a large lobby at the service of development and cross-border cooperation.

MARTIN PATZELT

Mayor of Frankfurt (Oder) and representative of the City Twins Network

Like Frankfurt (Oder), some cities have been divided by history: how can they be reunified? This question gave rise to the City Twins Network: a project of twin cities funded by the European Union through an institutionalised process.

We hope that twin cities can provide indicators for the development of cross-border territories and thus contribute to EUROMOT.

Formal signature of the EUROMOT convention by the representatives of the three founding networks: Pierre Mauroy, Xoan Vazquez Mao and Martin Patzelt (a copy of the signed convention is appended).



Left to right:
Xoán Vázquez Mao,
secretary-general of Eixo
Atlántico, Pierre Mauroy,
president of MOT and
Martin Patzelt, mayor of
Frankfurt (Oder),
Germany.

Formal signature of the EUROMOT convention by the representatives of the three founding networks: Pierre Mauroy, Xoan Vazquez Mao and Martin Patzelt (a copy of the signed convention is appended).

EUROMOT-AEBR strategic alliance

Pierre Mauroy

To cover all the scales of cooperation, speak with one voice at European level and guarantee the future of cross-border cooperation, the MOT, on behalf of EUROMOT, and the Association of European Border Regions (AEBR) have decided to sign a strategic alliance.

LAMBERT VAN NISTELROOIJ

President of the Association of European Border Regions (AEBR)

The members of the AEBR, founded thirty-five years ago, include one hundred Euroregions. The AEBR, the MOT and the authorities have already worked together for the maintenance of the European funding allocated to cross-border activities for 2007-2013. The AEBR needs the support of the local authorities to accomplish its mission and reinforce the defence of cross-border cooperation in Europe.



Pierre Mauroy, president of EUROMOT and Lambert Van Nistelrooij, president of AEBR.

Formal signature of the strategic alliance between EUROMOT and the AEBR by Pierre Mauroy, president of the MOT, on behalf of EUROMOT, and Lambert Van Nistelrooij, president of the AEBR (a copy of the signed strategic alliance is appended).

Major news for cross-border cooperation

Dominique Rousset

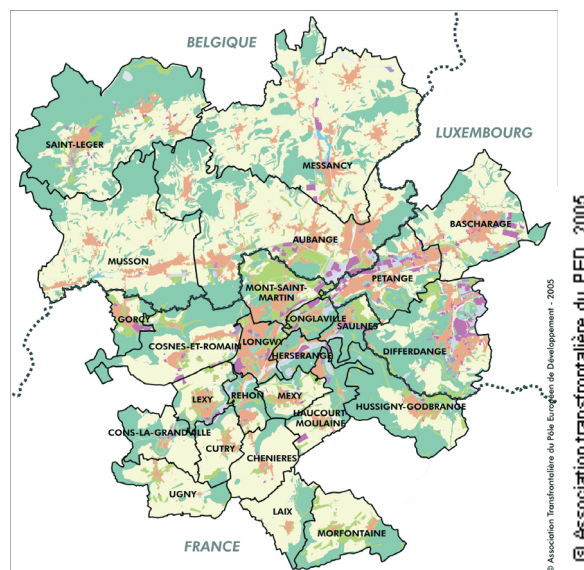
A EUROMOT founding committee was established on 8 November 2007. Its president is Pierre Mauroy, president of the MOT, its vice-presidents are Luís Filipe Menezes, president of Eixo Atlântico, and a representative of the City Twins Network, and its secretary is Alain Lamassoure.

The twelve workshops

The field experiences presented at the workshops are described in “project sheets”. These sheets are not included in the proceedings, but can be downloaded from the website www.espaces-transfrontaliers.eu.

Workshop 1

Cross-border territories: "understanding in order to act"



Speakers

President

Christof Wolff, president of the LGCC Regio Pamina, (DE/FR)

Moderator

Jef Van Staeyen, director of the COPIT (BE/FR)

Project 1: "From a reconversion concept to a cross-border metropolitan network" (FR/BE/LU)

Patrick Bousch, researcher, CEPS INSTEAD, Luxembourg (LU)

Project 2: Centrope Project - Vienna-Bratislava-Győr-Brno (AU/SL/HU/CZ)

Dr Eugen Antalovsky, director of Europa Forum Vienna (AU)

Project 3: The cross-border statistical monitoring Unit: France-Vaud-Geneva conurbation (FR/CH)

Dominique Frei, director of the cantonal statistics Office, Geneva (CH)

Presentation of the recommendations

Jef Van Staeyen, director of the COPIT (BE/FR)

Rapporteur

François Moullé, University of Artois (FR)

Responsible MOT

Olivier Denert, project director, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

❖ Introduction

Living areas, employment areas, urban areas or metropolitan areas, rural districts, etc. Such “lived spaces” do not fit in with established political and administrative processes. These spaces cross national borders, a process that European integration can only encourage. Reflecting the debate on the future of the Union, the challenge today is to know what cross-border territories we want to build for tomorrow. Are we moving towards simple free trade areas (free movement of persons, goods, services and capital) or towards genuine territories formed within defined perimeters, backed politically and managed technically by cross-border governance?

While the territorial (and in particular urban) dimension of the cohesion policy is asserted, and territorial cooperation is now one of the Stated objectives of the cohesion policy, neither the objectives of this cooperation in terms of territorial development nor the territorial concepts that it uses (euroregions, eurodistricts, etc.) have been defined precisely at Community level. The economy (productive, residential) of cross-border territories also remains a field in which practically no research has been done. Concepts, typology and scales of cross-border territories... there is an urgent need to propose suitable methodologies and obtain recognition of the completely specific position that such territories occupy in the construction of Europe.

❖ Outline definitions

What is a cross-border territory? There are several answers to this question, depending on the border concerned and the spatial scale of the territory. Nevertheless, from the perspective of territorial development, a “cross-border territory”, like any other territory, must satisfy several criteria which, even if they are not all obligatory markers in this attempted definition, contribute ideally to sketching the outline of this type of territory.

A cross-border territory is an inhabited space, which has cross-border functions, crossed by flows and relations, many driven by economic and social factors (e.g. home-work commuting; purchasing, education and leisure behaviour; cultural practices which may or may not be the result of cultural or linguistic proximity preceding the existence of the border; business; cooperation between public-sector actors). However, although the existence of at least a few of these practices is a necessary condition for the existence of a cross-border territory (no territory without inhabitants!), they often vary greatly, and the presence of the border and its effects may be “suffered” or even repressed.

The existence of cross-border functions is therefore not sufficient to determine the existence of a cross-border territory, for this also depends on political construction and citizen acceptance. In this case the territory can be the subject of a political and institutional project, the scope of which will be determined when its project is defined: a cross-border conurbation, a region in the centre of Europe, etc., which does not necessarily coincide with the different functional realities.

The existence of this cross-border territory, benefiting from an identifiable project if not yet an identity, also depends on its ownership by the inhabitants and the socioeconomic actors, facilitated by communication by the public authorities to this end, which highlights the cross-border functions which they can in certain cases experiment for themselves.

Without this political and eventually citizen project, there is just a space, not a cross-border territory. We do not share the presumption often implicit in the "Interreg world" that market forces or coordination of economic actors alone provide solutions in the absence of a political project (the territorial review of Øresund by the OECD, which seeks to justify "soft governance" while raising the question of the democratic deficit, is a good illustration of this debate).

For internal and external recognition and for its management, the cross-border territory must also be a space monitored jointly on either side of the border, where monitoring, in most cases at the service of the political project, will measure the effects of the border (differentials of all types, the resulting flows), but also consider the territory as a whole, summing the potentials on each side of the border.

Moreover, there are several scales and several types of cross-border territory: rural space, mountain range, valley, conurbation, metropolis, city network, euroregion; different scales, juxtaposed and/or nested, may be relevant (living areas for local services, employment areas for transport, functional regions for higher-level services or economic development).

Lastly, the specific nature of cross-border territories should be noted. In contrast to territories located within a State, which may be subject to political and administrative boundary changes, the border of the State remains. Its effect can perhaps be attenuated, but not eliminated; its governance, not its Government, is at stake. A cross-border territory is a project space which, even when legally constituted, does not aim to administer the territory but rather to implement action programmes intended to meet the needs of the inhabitants.

❖ Observed problems

- **Difficulty of asserting the existence of the cross-border territory, of backing it politically, of making it work in a way that is democratic and shared by its inhabitants**

The following problems are observed:

- Lack of cross-border inter-municipality, and more generally inter-territoriality, which would attenuate the effects of the border and allow better management of a number of services.
- Democratic deficit of the cross-border political territory with regard to the inhabitants who do not elect their representatives; the territory is experienced as cross-border, through the practices of the populations and the socioeconomic actors, but in a diffuse, irregular, non-conceptualised manner which is not identified in any political way. The extent to which populations and socioeconomic

actors want the emergence of a political cross-border territory is difficult to measure. The “right to a cross-border city and life”, to a “360° territory”, remains unformulated.

- Low level of communication to the inhabitants on the concepts of cross-border territory and territorial projects.

- Lack of perception of the higher-level common interests of territories.

- **Difficulty of communicating on the definition of cross-border territories and of obtaining recognition of their singularity and their role in the territorial development of the States concerned and in the construction of Europe**

The introductory attempt to define cross-border territories is a good illustration of the problems with which such spaces are confronted. How should they be defined, how can it be proved that they exist, and how can their singularity be made known in national and European systems ?

The territorial dimension -districts, parks, conurbations, metropolitan areas, euroregions- of the cross-border situation is taken into account only to a limited extent, and the emergence of their importance in national contexts is still very timid.

At European level, the cross-border dimension of territories is given little attention, and often from the angle of networks rather than physical spaces. The topical dimension predominates in the European view of cross-border matters.

- **Difficulty of understanding the operation of cross-border territories and its consequences**

At local level, there are a few monographs on cross-border statistical monitoring, of uneven quality and uncertain linkage with a political project. The deficit of understanding of the cross-border operation of a territory (understanding focusing primarily on the differentials either side of the border, that of links and flows remaining highly inadequate) prevents the demonstration of the existence of a cross-border link, and thus of a cross-border territory, in a situation where the latter is required to prove that it exists, unlike a “normal” territory. This inadequate understanding also prevents the implementation of coherent public policies on the scale of the territory in many areas (border effects sometimes causing severe hardship -for example in the area of housing- for resident border populations; inadequate knowledge of public facilities and services on either side of the border leading to deficiencies or duplication). Lastly, it significantly handicaps the implementation of a cross-border territory project for which monitoring of the “key indicators” must be at the core of its development.

At national and international levels : National authorities have not developed reference models for the statistical monitoring of cross-border territories. There is no “top-down” practice, no convergence of indicators, scales, periods and dates of statistical monitoring. This lack of an overall view of cross-border territories (at their different scales) prevents any comparison with other cross-border or “national” territories. Furthermore, the low level of networking of the few operational cross-border monitoring bodies is to be deplored. Consequently, this inadequate understanding means that these territories have too low a profile at national level and is a source of incalculable negative consequences relating to the unsuitability of the legislative and regulatory framework for their situation (town planning, taxes, housing, transport, health, environment, education, etc.).

At European level, one would think that the emergence of a Community statistics organisation would compensate for the inadequacies of the national systems, but the Eurostat system does not have a sufficiently sharp and uniform territorial grid (limited amount of local data, heterogeneity of NUTS on either side of borders), does not practice top-down methodology transfer in this area, nor does it, on its part, take account of local cross-border statistics experience.

Some pioneering work must nevertheless be welcomed : the ongoing Urban Audit covering the France-Vaud-Geneva conurbation, not just the City of Geneva; consideration of the cross-border character of conurbations in EPSON study 1.4.3 "study on urban functions" (www.espon.eu).

❖ Recommendations

Recommendation 1: Know and raise awareness of cross-border territories

Monitoring of the operation of cross-border territories is fundamental for building a cross-border territorial project in phase with the forces in play and also for developing public policies consistent with the reality of the problems with which these particular territories are confronted (and the needs of the populations).

- Lay the foundations of genuine cross-border monitoring, initiated by politicians and reclaimed by them in order to enable shared understanding of cross-border territories:

- . mobilise the existing local statistics institutions, encourage the dissemination of know-how and develop the networking of existing cross-border monitoring bodies,

- . involve national statistics institutes and Eurostat,

- . link cross-border monitoring at all scales: local (conurbation, employment area, urban area, metropolitan area, rural territory, etc.), (Euro-)regional, by border, national (networking of national monitoring bodies) and European (Espan, Urban Audit, etc.).

- Use the basic statistical level, the municipality, and define a set of common indicators at European level. The municipal level can be used to compile a reliable statistical base (which assembles all the municipal data), produce results of varying scope according to the topics examined, and provide feedback to the mayors of the municipalities concerned.

- Go beyond monitoring, develop applied research on the present operation of cross-border territories: their productive and residential economy; typology of the different border configurations in Europe; territorial overview of the potential of cross-border integration in attaining the Lisbon objectives; etc.

- Take account of the cross-border dimension in territorial concepts of planning policies (metropolitan area cooperation ("coopération métropolitaine", a French State initiative), Metropolregionen (Germany), local agenda 21, etc.).

Recommendation 2: Mobilise knowledge for better action in the service of cross-border territories

- Link cross-border monitoring and territorial and sectoral planning (e.g. PDUs (urban travel plans) and PLHs (local housing plans) in France).
- Amend the regulations governing public and planning policies according to statistical results at cross-border level, rather than at strictly national level.
- Assert the need for cross-border territorial engineering tools (and their funding) to do this¹².

Recommendation 3: Raise awareness of cross-border territories and their role in the construction of Europe

- At local level, in order to develop their ownership by the populations, the socioeconomic actors and the public authorities, pacify sensitive borders, control border effects, enhance border potential and initiate a process of democratic governance of these territories.
- At the level of regions and States, among bodies whose policies have an impact on these territories: sectoral policies, planning policies which have to develop cross-border strategies (e.g. metropolitan area cooperation in France (coopération métropolitaine)), cohesion policy implementation by managing authorities of European programmes.
- At Community level: obtain recognition for the contribution of cross-border territories in European planning and in the ongoing political processes (strategic follow-up of the cohesion policy, green paper on territorial cohesion, territorial agenda).
- Label the cross-border territories on different scales (eurocities, eurodistricts, euroregions, etc.) to contribute to reinforcing their identity.

Summary of the discussion

What defines a cross-border territory? What characterises it? How does it work? How can we get to know it better and make it better known, and share this knowledge in order to take action for its development? These were the generic questions which guided the workshop and the discussions following the presentations by the participants.

The experiences presented were examples of diverse natures but reflecting the various aspects of the topic: a former trinational cross-border industrial reconversion space being converted into a cross-border metropolitan area network (Pôle Européen de Développement, FR/BE/LU), a network of cities at the heart of Europe including two capitals (Vienna and Bratislava) and covering four

¹² E.g. the cross-border work conducted by town planning agencies and territorial engineering technical teams on the governance of cross-border territories, bringing together local authorities, regions, even states.

countries straddling the old iron curtain (Centroepe, AT/CZ/SK/HU), and finally an understanding of an exceptional and pioneering cross-border statistical monitoring entity located in one of the most dynamic cross-border metropolitan areas (the cross-border monitoring Unit of the France-Vaud-Geneva Space, FR/CH). These contributions showed that key issues are shared by all borders.

Several complementary accounts were given by the participants. One emphasised the need to continue cross-border statistical monitoring, which is of crucial importance for understanding the workings of cross-border territories and the results of which form a sound foundation for a territory project. This priority does not appear clearly in the new cross-border programmes of objective 3.

Another account showed the importance of a thorough understanding of the legal corpora in order to obtain convergence between territories. Without the law, cooperation projects cannot take concrete form in the cross-border space.

In the next presentation, Patrick Salez of the European Commission's DG Regio insisted on the fact that the Commission is not there to take the place of the local and regional entities, but that its task is to provide a "toolbox" for project participants and sponsors. They must choose from the available options and provide feedback on gaps and deficiencies. The objective is to establish direct links between the populations, without the EU acting as an interface between them. It must provide the means to ensure that the links are sustainable. The topic of cross-border cooperation has been considered as strategic since 2007, since it is a component of objective 3. Moreover, the new EU Treaty includes territorial cohesion as one of the objectives of the Union and cites cross-border regions among the territories with specific cohesion issues.

Two questions arose during the discussion but remained unanswered. What is cross-border local democracy? Does the superposition of several reference territories really provide added value for the population?

A request was made on the need for a study on the permeability of borders in Europe.

Finally, two remarks directly concerned the recommendations put forward by the workshop preparation group:

- the need to broaden the scope of the point concerning the circulation of information to project developers, including an updating mechanism;
- the need to "make the cross-border territories known", by inclusion of the media and communication with the populations. The Committee of the Regions must not be left out.

In conclusion, although the discussion did not allow as many well-argued exchanges as might be necessary on this topic, the audience participation underlined the importance of the workshop in the concerns of those involved in cross-border projects and programmes.

Workshop 2

Cross-border conurbations: "building the city together"



Haparanda-Tornio, twin cities on the border between Finland and Sweden.

Speakers

Presidents

Sven-Erik Bucht, mayor of Haparanda (SE) and Raimo Ronkainen, mayor of Tornio (FI)

Moderator

Marie Vannouque-Digne, director of international affairs, Lille metropolitan urban Community (FR)

Presentation of the framing memorandum

Frédéric Duvinage, general coordinator, Trinational Eurodistrict Basel (FR/DE/CH)

Project 1: France-Vaud-Geneva conurbation (FR/CH)

Christian Dupessey, deputy mayor of Annemasse, France-Vaud-Geneva conurbation project (FR)

Project 2: Saarbrücken Moselle East Eurodistrict (FR/DE)

Isabelle Prianon, director of the cooperation Office, Zukunft SaarMoselle Avenir Association (FR)

Project 3: Tornio-Haparanda (FI/SE)

Ritva Nousiainen, project leader Tornio-Haparanda (SE)

Project 4: Frankfurt (Oder)-Slubice (DE/PL)

Klaus Baldauf, representative for international cooperation, City of Frankfurt (Oder) (DE)

Presentation of the recommendations

Marie Vannouque-Digne, director of international affairs, Lille metropolitan urban Community (FR)

Rapporteur

Noémie Hinfray, polytechnic University of Tours (FR)

Responsible MOT

Jean Rubio, project manager, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

❖ Introduction

Cross-border conurbations and, more generally, cross-border urban networks form genuine living areas, laboratories for a European citizenship in the making. Extending into two or even three countries, their cross-border situation exacerbates the complexity of the problems faced by “national” conurbations, but also increases their potential for innovation. In the context of a cross-border conurbation, the challenge of cooperation is to give concrete answers to the needs of the inhabitants. Through their various actions, cross-border conurbations show that they are in advance of Community law, which does not take them into account as such.

They must be taken into account to a greater extent, but they are laboratories for the convergence of national and Community policies and legislations. Cross-border conurbations, some of which are cross-border metropolitan areas combining critical mass and diversity, are emblematic of the European city of the 21st century.

❖ Issues

There are cross-border conurbations on many European borders (refer to the study on good governance practices in cross-border conurbations in Europe (Etude sur les Bonnes pratiques de gouvernance dans les agglomérations transfrontalières en Europe, MOT 2006)); Espon project 143 (www.espon.eu). Some of these conurbations are covered by political cooperation projects guiding cross-border development, in some cases for the last fifteen years or more. Cross-border cooperation, a long-haul process, has enabled the various actors involved to progress successively from the stage of ignorance to that of knowledge, consistency, joint production and finally to the organisation of cross-border governance. The responses that have been developed to the various problems inherent in certain of these specific territories have led to the initiation of changes in the law which will give cross-border conurbations the opportunity to go even further in their integrated territory projects.

▪ A better response to the specific issues of cross-border conurbations

Transport and mobility

Most of the phenomenon of border worker flows is channelled through the corridors of cross-border conurbations. The vast majority of these border workers use their cars. The issue of the saturation of road infrastructures and that of the development and management of public transport are not specific to cross-border conurbations. However, they are made more significant by the international transit role of borders, and the frameworks set up by the public authorities to resolve these issues (urban transport plans (PDU) in France, for example) are not interoperable, which raises the problem of their coordination (refer to the “public transport” workshop).

Integrated management of services at the level of the cross-border conurbation

The costs of “non-agglomeration”, that is, the separate management of services such as sanitation, waste, energy, public transport, broadband networks and health, can be substantial, since separation leads to duplication of facilities and higher capital and running costs. There is therefore a need to develop partnerships between border urban administrations in order to establish integrated management of cross-border urban services and optimise management costs.

Economic development and employment

The topic of economic development appears to be recurrent in cross-border territory projects and particularly in conurbations. But integrated management of economic development (refer to the economic development and employment/training workshops) on a cross-border scale is hampered by various types of issue: regulation of access to work for border workers, competition between territories, incompatibility of tax systems and of technical standards, lack of equivalence of qualifications, etc. However, examples of successful integration (Øresund) show how a cross-border urban system can benefit from this situation.

Land and property management

Housing is a recurring topic in the concerns of cross-border conurbations, because of the differences in land and housing costs on either side of borders. For example, border workers cross the border to find less expensive housing while continuing to work in their country of origin. Important issues concern interactions in terms of land and property shortages or of cross-border access to housing, again necessitating cross-border coordination of measures on either side (local housing programmes, land policies).

Culture

Cross-border conurbations provide strong encouragement for intercultural exchanges. Through the development of school exchanges, learning the language of the other country, the organisation of cross-border cultural events or the establishment of partnerships between different cultural institutions, the inhabitants of these conurbations no longer experience the border as a barrier or a divide, but rather as a place of enrichment through diversity. The need now is to encourage cultural cooperation, which forms the mortar for the successful working of a cross-border living space (refer to the culture workshop).

▪ What governance for cross-border conurbations?

Political

Cross-border conurbations are faced with various day-to-day problems resulting from the inconsistency of the systems in place on each side of the border. To overcome these problems, more or less formal solutions have been considered. The MOT's experience suggests that only the setting-up of a permanent political governance structure covering an identified space can enable the definition of a territory project within which the various competent levels of public authority can be made to cooperate, the “upper” levels (regional, national) coming in support of the local level, which must remain preponderant. In order to do that, the new Community tool EGTC seems to be the most adapting (see example of the Lille-Kortrijk-Tournai Eurometropolis). Member States consequently have to allow the groups to participate in such structures. This governance must respect parity between representatives of the different countries and be legible for the population

Technical

A permanent, dedicated technical structure with its own budget, at the service of the political governance, is the instrument for dealing with the problems raised by the running of a cross-border conurbation by coordinating different cross-border projects within a territory project in fields recalled above (transport, public services, economic development and employment, housing, culture). It must be a permanent team of border technicians, mastering the languages and the cultures of the different countries involved, using tools adapted to the cross-border situation.

Planning the territorial development is decisive for the structuring of a territory and of its governance; it includes the elaboration of a common vision, the coordination of the spatial planning documents, and generally a certain number of policies, infrastructure (roads, public transport, etc.) and/or services. It is also true for cross-border conurbations. Definition and implementation of a project of cross-border territory requires improving the taking into account of the cross-border dimension in the realization of documents of regional and urban planning on both sides of the border; but the cross-border dimension of agglomerations is comparatively not much taken into account most of the territory projects and the documents of regional or urban planning, at different territorial scales (municipalities, intercommunalities and regions). It is therefore important to increase their taking into account by institutional authorities competent in territorial development and in urban planning.

To achieve that, it is necessary to improve knowledge of documents of spatial planning or urban planning and the policies of development at work in the neighbouring countries: most of the actors involved in cross-border cooperation in European conurbations face the ignorance of documents of planning and policies of development led on either side of the border. It is for these actors to benefit from common trainings (law, urban planning and spatial planning) and to consult the border partners during the realization of "national" strategies).

Functions of observation, planning, urban planning studies, necessary for definition and monitoring of a territory project, can be implemented by tools like cross-border urban planning agencies (example of Agape, for North Lorraine).

A dialogue with the inhabitants of cross-border conurbations

Democratic principles request that elected representatives partners of the political governance maintain a structured dialogue with the population of the cross-border conurbations, as well as with the economical and social actors. It is the condition of a membership of the population in a territory project that answers its needs; beyond, the development of a cross-border citizenship promotes European citizenship. This dialogue with the population will be lean on actions of communication such as organization of events around the project of cross-border conurbation, use of different media (television, radio, newspapers), or development of school exchanges. In most cases, the best vectors of communication are successful projects (bridges, communication hubs, etc.)

- **What place for cross-border conurbations in local, national and European plans and strategies?**

At regional level

The development of cities must be coordinated with that of the regions; it is also true for cross-border agglomerations: approaches of cross-border cooperation at the level of conurbations must be articulated with those led at the level of euroregions.

Considering specific difficulties in cross-border cooperation, but also of potential which cross-border conurbation represent for European integration, it is important to encourage the structuring of cross-

border conurbations, given the specific difficulties of cross-border cooperation but also its potential, it is important to ensure that the reality of cross-border conurbations is taken into account to a greater extent in cooperation programmes funded within the framework of Objective 3: partnership with local authorities in the programming bodies (the urban dimension is taken into account explicitly in the regulations regarding Objectives 1 and 2, but not Objective 3), funding of monitoring and territorial engineering, promotion of the EGTC as an instrument, Community technical assistance, etc. Furthermore, the Objective 1 and Objective 2 programmes of border regions must be asked to take account of cross-border conurbations in their regional strategies and in project funding. Given the measures involved, it is these programmes which will fund the largest projects.

At national or federal level

For a long time cross-border conurbations have suffered from a lack of consideration in regional or national planning and development strategies. Recently several cross-border conurbations, including the Basle trilateral conurbation and the France-Vaud-Geneva conurbation, have been certified under the DIACT's call for "metropolitan area cooperation" projects in France (coopération métropolitaine); the Geneva site also benefits from the Swiss conurbation programme. In the light of these examples, it appears important to encourage the consideration of cooperation of cross-border conurbations in the different national or regional strategies, and their coordination.

A coordination between national authorities either side of the border improves the synergy of the sectoral policies concerned (for example the French-Belgian parliamentary working group). It favours the harmonisation of legislations.

At Community level

The specific feature of cross-border cooperation is that it is local cooperation. Nearness (or, to be more precise, accessibility, which combines the parameters of co-presence (density) and good public transport provision) plays a determining role: it is the very basis of the urban phenomenon, which is the major parameter of planning. All spatial planning policies now give priority attention to urban aspects, from small towns innervating the rural space to metropolitan areas driving the globalised economy.

Within the States of the European Union, several policies favouring metropolitan spaces have been implemented (Germany: Metropolregionen; France: metropolitan area cooperation). Since several major European metropolitan areas have cross-border locations (Lille, Geneva, Copenhagen-Malmö, Vienna-Bratislava, etc.), they should be identified as a topic of European interest.

The various sectoral policies of the European Union (transport, environment, etc.) have substantial impact on cross-border urban territories. According to the EDSP (1999) and the territorial agenda (2007), it should be obligatory to encourage coherence among sectoral policies and take their spatial impact into account. It has already been done for example in the choice of the alignment of the Øresund crossing between Copenhagen and Malmö, favouring the birth of a cross-border conurbation. There is a need to increase coordination between the European Union and the different neighbouring States in favour.

This identification of the European stake of cross-border conurbations should be translated by taking in account at European Community level:

- in the Community tools Urban Audit (as it is already case for Geneva); Espon)
- in European strategies (process "territorial agenda", strategic monitoring of cohesion)
- by European networking of these sites, and constituting a network of cross-border conurbations and more in general cross-border local authorities in Europe, supporting this network (EUROMOT)

by a project Interreg 4C and developing an European network of cross-border metropolitan areas within the Urbact framework.

❖ Recommendations

LOCAL LEVEL

Recommendation 1: Encourage political governance of cross-border conurbations

- Include different institutional levels according to their competences to the monitoring of the territorial project.
- Develop technical tools (observation, planning).
- Promote dialogue with the inhabitants.

REGIONAL AND NATIONAL LEVELS

Recommendation 2: Ensure that the cross-border urban dimension is taken into account at regional level

- Promote linkage between the levels of cross-border conurbations and euroregions.
- Take cross-border conurbations into account in the implementation of the 2007-2013 European cohesion programmes.

Recommendation 3: Encourage States to take the reality of cross-border conurbations into account

- Enable local authorities to participate in cross-border intermunicipal structures, if they wish (encourage the development of the EGTC).
- Develop and coordinate support policies for the cooperation of cross-border conurbations and metropolitan areas.
- Organise the coordination of national policies border by border, taking account of cross-border conurbations and cross-border metropolitan areas.

EUROPEAN LEVEL

Recommendation 4: Take into account the European issue of cross-border conurbations

- Take cross-border conurbation monitoring and knowledge needs into account in Community tools.
- Make cross-border conurbations places of convergence of national and Community policies.

Summary of the discussion

The cross-border conurbations that are emerging on European borders form living areas which are drivers of development, but which are in special situations making management complex. How can living in these territories be improved and bridges built between their populations? Those are the questions that the workshop speakers were invited to discuss.

The presentation of various cross-border conurbation projects (Tornio-Haparanda (FI/SE), Basle trinational Eurodistrict (FR/DE/CH), France-Vaud-Geneva conurbation (FR/CH), Saarbrücken

Moselle East Eurodistrict (FR/DE), Frankfurt (Oder)-Slubice (DE/PL)) showed that the issues are similar for all the borders. The principal objective declared for all the conurbations is to improve the daily lives of the people who live in these territories. The cross-border spaces must become pleasant places to live in. In many cases common interests aim to avoid urban sprawl and/or boost a cross-border urban centre, which necessitates joint planning on both sides of the border. As urbanisation does not stop at the borders, it is essential to coordinate aids across the border and to set up a permanent governance structure in order to provide a political response to the needs of the inhabitants.

From the point of view of the cross-border conurbations, it is often assumed that there is no border (and maps of cross-border conurbations rarely show the line of the border). This makes it easier for local players to propose an overall strategy and projects to make the “vision of the future” a reality and build the cross-border conurbation together.

The discussion with the audience concerned various aspects of the management of cross-border conurbations, including:

- the necessity of participation by civil society and the population in the process of building cross-border conurbations. There must also be initiatives from civil society in order to involve its members to a greater extent in a “co-building” of the conurbation. Encouraging the completion of small-scale projects and direct contacts with persons is very important for the involvement of the population.
- transparency in governance and organisation arrangements. This objective is not easy to attain, because in cross-border affairs the relations between those involved are complicated and administrative cultures vary from one country to another. Getting to know the other participants better is therefore fundamental, and a project-oriented approach must be preferred to a hierarchical administrative organisation.
- transparency in information for the population. Information must not only come from above (television, other media) but also from below.
- respect for languages. This is also fundamental, since it also indicates respect for the identity of one's neighbour. But “linguistic and cultural borders are sometimes more marked than physical borders!” The coexistence of two working languages can be encouraged, for example through programmes of training in the language of the partner. Another idea put forward is to require a certain level of bilingualism for personnel working at cross-border level.
- the issue of domination of one of the partners by the other, which generates fears, particularly in terms of economic dependence and the power relations. Care must be taken to ensure that cross-border conurbations are not pushed in a particular direction by a dominant partner, but rather that they are managed by all the partners.

In conclusion, it emerges from the discussions that the reality of cross-border spaces must be taken into account and that territory projects must be backed by strong political determination. Transparency in the conduct of cross-border conurbations, promotion of bilingualism and quality of political relations either side of borders are factors ensuring good management of cross-border conurbations.

Workshop 3

Cross-border rural and natural territories: "promoting local resources"



Speakers

President

Joël Giraud, vice-president of the Provence-Alpes-Côte d'Azur Regional Council (FR)

Moderator

Daniel Mio, president of the Scarpe Escaut Regional Nature Park (FR)

Presentation of the framing memorandum

Michel Marchyllie, director of the Scarpe Escaut Regional Nature Park (FR)

Project 1: The Hainaut cross-border Park project (FR/BE)

Reinold Leplat, director of the Plaines de l'Escaut Nature Park (BE)

Project 2: Mont-Blanc Space (FR/IT/CH)

Jean-Marc Bonino, director of the Chamonix Mont-Blanc planning and mountain Department (FR)

Project 3: Cross-border cooperation in the Krkonose-Karkonosze (Giant Mountains) (CZ/PL)

Hanna Petrikova, director of the Krkonose-Karkonosze cross-border biosphere Reserve (CZ)

Presentation of the recommendations

Michel Marchyllie, director of the Scarpe Escaut Regional Nature Park (FR)

Rapporteur

Olivier Denert, project director, Mission opérationnelle transfrontalière

Responsible MOT

Olivier Denert, project director, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

❖ Introduction

Although cross-border cooperation first developed in urban settings, over the last ten years or so it has also been introduced in rural spaces, which account for the majority of cross-border territories by number on European borders as a whole. These vast territories, coast, mountain or plain, often sparsely populated, are subject to specific constraints related to their more limited financial, technical and human resources compared with urban spaces. Whether the border cuts across an existing cross-border living area or physical or historical constraints make it more of a barrier, to an increasing extent cross-border cooperation is a necessary means of local development for these spaces. Such cooperation enables them to organise their territory in a more coherent manner, looking for complementarities or pooling certain endogenous assets, facilities and services to the population, and also to be identifiable more easily in a changing Europe.

Structured as rural districts (such as the “pays” in France), parks or other types of organisation, benefiting from targeted national and European aid (Leader, Interreg), these cross-border rural spaces should form networks to identify their needs, discuss their successful experiments and outline options for consideration in order to improve their day-to-day cross-border cooperation.

They are characterised not only by their natural links across borders but also by the diversity of the topics of cooperation that link them. At the cross-border scale, protected spaces are examples of increasing provision for sustainable development, through the preservation of natural resources but also of the characteristic landscapes and know-how of such spaces. This means that they can also be the basis of a new type of economic development for rural territories, through upgrading of local production sectors, promotion of tourism and joint planning.

Within this overall context, cross-border experiments conducted in protected natural spaces (national parks, regional nature parks, nature reserves, etc.) should be highlighted. They are breathing spaces in a Europe where urbanisation and its consequences on the natural environment are becoming more visible every day.

❖ Cross-border rural spaces are confronted with specific problems

▪ Cross-border spaces under border pressure or experiencing population loss

Depending on their geographical situation, there is at one extreme an abandonment of the most isolated cross-border rural spaces (a large proportion of the French-Spanish border), while conversely at the other extreme some rural spaces are under pressure from urban territories, sometimes located on the other side of the border (examples of the French-Belgian and French-Luxemburg borders, and part of the French-German and French-Swiss borders).

For a long time the presence of a border made some of these spaces dead ends, at the outermost limits of the national spaces and so outside national development priorities, failing to attain a critical mass that would give them a higher profile. The isolation of some of these spaces, far from major

communication infrastructures, the limited provision of public services and the small number of jobs make growth or even keeping a working-age population in the region difficult.

Nevertheless, some of these cross-border rural or natural spaces are true interstitial breathing spaces within urbanised cross-border spaces from which they are under pressure: various cross-border flows, peri-urbanisation through neighbouring urban populations taking up residence, intensive tourism practices (particularly at weekends). Actions intended to control this phenomenon of sprawling of neighbouring conurbations are all the more difficult to implement when the urban centres are located on the other side of the border (Ain and Haute Savoie with Geneva, Haut Rhin with Basle, Lower Austria with Bratislava, etc.).

- **Natural spaces to be preserved, the resources of which would benefit from coordinated management**

Cross-border rural territories are also fragile spaces, with many and related heritage riches (architecture, landscapes, flora, fauna, know-how, etc.) on either side of the border. These enable the development of tourism which benefits the territories, a tourism which may also be a potential factor threatening their balance. This situation calls for a joint cross-border policy of preservation and enhancement of these shared resources.

- **Disruption of the cross-border link that forms part of the identity of these rural and natural spaces**

Many cross-border rural spaces have shared a common culture (language, landscapes, architecture, know-how, farming traditions, festivals, etc.) for a long time. Changes in the societies living there, driven by economic and social changes, have resulted in these populations being drawn towards the respective national urban centres located on their peripheries, leading to gradual disappearance of this cross-border rural culture and part of the identity of these territories.

- **Low level of networking of cross-border rural spaces and little recognition and consideration of their specific characteristics in regional, national and european spatial planning policies**

Cross-border rural spaces suffer from a lack of recognition at national and Community levels because they are far from the decision-making centres and often have no technical expertise, effective networking, lobbying or body to federate them with regard to cross-border cooperation. This relatively low profile means that it is difficult for them to access the policies and budgets from which cross-border urban spaces benefit.

Furthermore, the failure to take the cross-border situation into account in their local spatial planning documents is still more obvious than for the urban spaces (mutual lack of understanding and problem of limited internal technical capacity), and the same applies to higher-level planning documents (particularly at regional level).

This low recognition of their specific cross-border characteristics makes it all the more difficult to arrange cross-border pooling of a certain number of services and facilities which are increasingly difficult to maintain in this type of space (health, culture, natural hazard management, accessibility, etc.).

❖ Recommendations

Recommendation 1: Develop the management of biodiversity and natural resources at cross-border level

The management of biodiversity and natural resources at cross-border level is often the starting point for cooperation between natural and rural areas. These actions are aimed at managing the protection of ecosystems, including soils, water balance, vegetation, fauna and the natural operation of all the processes at work in complex systems such as forests, rivers, mountain ranges and seashores. Coordination or even standardisation of management tools is at the core of this type of cooperation, implemented in many parks but still too rare in rural areas.

Recommendation 2: Develop cross-border public services and improve the accessibility and internal cross-border “irrigation” of these territories

Cross-border rural areas have difficulties maintaining the public services necessary for their satisfactory operation. They need to consider the added value of their cross-border position, the pooling and maintenance of certain services (health, human services, schools, etc.), overcoming any national administrative barriers there may be. There is also the issue of cross-border internal linkage of these territories by effective means of communication (mobile telephony, broadband, etc.) and that of the accessibility of the cross-border territory to external public services (via transport infrastructures).

Recommendation 3: Manage urban and tourist pressure on a cross-border basis

Cross-border rural or natural territories are often breathing spaces within urbanised spaces. Measures should be coordinated at cross-border level to ensure that their urbanisation is controlled and to monitor sprawl (rural urbanisation) of peripheral conurbations (located in some cases on the other side of the border).

Some rural and natural areas are also under strong pressure from tourism and the increasing development of facilities intended for tourists. Actions to accommodate tourism should be coordinated with a view to sustainable tourism, without compromising the fragile balance of such areas.

Recommendation 4: Encourage economic development and employment

Some cross-border rural and natural areas have incorporated economic development into their operation through actions intended to maintain activities and populations or to attract new ones.

The priorities of such development might include:

- diversification and upgrading of local economic sectors which could be the focus of centres of rural excellence
- development of innovative activities (for example by combining tourism and agriculture)
- the residential economy and tourism development (by labelling and joint communication at cross-border level)
- work on opening up the territory (accessibility by road and by public transport).

All of these priorities are intended to consolidate the social and cultural linkage of these territories.

Recommendation 5: Organise the governance of the cross-border territory project

Like urban territories, in certain cases cross-border rural areas consider drawing up a cross-border territory project, with joint governance and, if necessary, a suitable legal structure. To guide them in the emergence of this governance, their networking should be encouraged and appropriate operational assistance should be developed.

Recommendation 6: Obtain recognition of these territories as “linking” areas in the construction of Europe, so that they are taken into consideration to a greater extent in regional, national and Community strategies

Their number and their size give natural and rural areas a legitimate place in the European edifice, not only on the western borders but also as vector of peace in central and eastern Europe, on sometimes more conflictual borders (in the Balkans, for example). Overshadowed for a long time by urban cross-border cooperation, their cross-border programmes do not have an overall organisation, although certain categories of area (mainly protected natural areas) are beginning to organise themselves together. The actors of these territories should be networked at European level both politically and technically (sharing of good practices, technical transfers, etc.).

Summary of the discussion

Cross-border rural spaces, which account for the majority of cross-border territories on European borders as a whole, are lagging behind in their cross-border cooperation and structuring in comparison with urban spaces. What answers can be identified for these difficulties? How can the common local resources of these important spaces be promoted? These were the generic questions which guided the workshop and the discussions following the presentations by the participants.

The presentations of the experiences concerned sites of diverse natures, reflecting the different facets of cross-border rural and natural spaces: a densely-populated cross-border nature park surrounded by large conurbations (Hainault cross-border Nature Park, FR/BE), an inhabited high mountain space which is a trans-European road transport corridor and known worldwide (Mont-Blanc Space, FR/IT/CH), and a park in a mountainous area of the former Soviet block where cross-border cooperation represents European political and cultural reconstruction (Krkonoše-Karkonosze Giant Mountains, CZ/PL). These contributions show that key issues are shared between borders, in spaces that in many cases are inhabited and share a common cross-border culture.

One of the principal concerns emerging from the presentations was maintaining the balance of these fragile spaces with their exceptional cultural and natural heritage, threatened by abandonment linked with their population loss, or by the pressure exerted by neighbouring urban areas or by the transnational road traffic that crosses them.

A second concern is the joint and shared management of these spaces. What instruments? What methods for working in a cross-border context? What can be done to make higher levels (region, States, European Union) aware of the situation of these territories?

A third point discussed concerned the technical and legal structuring of the governance of these spaces which, on the same basis as urban spaces, constitute cross-border territory projects.

From the outset, cross-border cooperation is experienced by the participants as providing added value for cross-border rural territories.

The topics of the discussion included the difficult but necessary coordination of economic development issues (cross-border management of transport flows, peri-urbanisation and urban and tourist pressure) with preservation and natural resource management issues. On this matter the innovative character of such economic development has yet to be invented and must be made a priority in order to avoid the disappearance of what is the major asset of these spaces, their living environment and their natural heritage.

The participants emphasised that cross-border cooperation in these spaces must involve the inhabitants and not just the usual institutions. The all-too-often folklore-oriented dimension of cross-border culture must be pushed into the background, leaving the focus on the expectations of the population, their way of life today. For this, local associations, close to the people, must be involved in the cooperation. Finally, the linguistic aspect concerns not only the technicians involved in cross-border cooperation but also the population itself.

Cross-border rural territories are too often managed from the outside. They are rarely in the news and decisions are too often made for them. Their elected representatives do not often have a national reputation. The absence of networking and effective contacts puts them at a disadvantage compared with urban spaces, particularly regarding access to funding.

In conclusion, work must be done on guidance, networking and organised lobbying for these spaces in order to obtain recognition of their essential role in the construction of Europe, in particular on borders that are not yet pacified. Moreover, just like urban spaces, they also have their own cross-border territory projects and must be able to benefit from the same experiments in terms of cross-border governance, legal structures and the pooling of common public services, maintenance of which is fundamental in these living and inhabited territories.

Workshop 4

Maritime cooperation: "establishing local link"



Øresund bridge between Copenhagen (Denmark) and Malmö (Sweden).

Speakers

President

Alan Marsh, lead member for policy, performance and international work, Kent County Council (UK)

Moderator

Bruno Cooren, international relations officer at the Communauté urbaine de Dunkerque - Grand littoral (FR)

Presentation of the framing memorandum

Jean-François Léandri, development manager, Bastia City Council (FR)

Projects

- Accessibility of maritime territories

Project 1: Territorial impact of the Channel Tunnel (FR/UK)

Pascal Quintin, European affairs manager at Pas de Calais Department Council (FR)

Project 2: Impact of maritime link Dieppe/Newhaven (FR/UK)

Jean-Pierre Lucas, deputy general manager, Seine-Maritime Department Council (FR)

- Marine environment

Project 1: Corsica-Sardinia International marine Park (FR/IT)

Maddy Cancemi, deputy manager for protected natural areas and Christophe Perfettini, public tender officer, Corsican environment Office (FR)

Project 2: Integrated coastal zone management project - Riviera/Roya French-Italian-Monegasque ICZM (FR/IT)

Muriel Lazzaretti, department head, spatial planning Unit, French Riviera Conurbation Community (FR)

- Marine Governance

Project 1: Port towns of north Tyrrhenian sea (FR/IT)

Jean-François Léandri, development manager, Bastia City Council (FR)

Project 2: Tuscany : governance System of costal territories (IT/FR)

Francesco Iacometti, civil servant, "Instrument of local and regional planning" Department, general management Unit, Tuscany Region (IT)

Presentation of the recommendations

Jean-François Léandri, development manager, Bastia City Council (FR)

Rapporteur

Françoise Schneider-Français, project manager, Mission opérationnelle transfrontalière

Responsible MOT

Françoise Schneider-Français, project manager, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

At the time when the consultation on the European Commission green paper on the maritime policy of the Union¹³ is taking place, the challenge that the sea raises for the development of European territories needs no further demonstration.

In this context, the extension of Community support of maritime cross-border cooperation to new borders means that the issues of such cooperation need to be defined more precisely.

Local maritime cross-border cooperation (as opposed to other forms of cooperation, transnational for example) can be defined as a relationship between border maritime local communities or authorities concerning joint activities. It includes a strong "territorial" dimension which distinguishes it from cooperation programmes covering larger maritime spaces.

There are many topics of cooperation: maritime links, enhancement of port and urban areas, economic development, tourism and cultural cooperation, protection of the marine environment, integrated coastal zone management, etc.

The maritime space is both a natural barrier and a link, and this impacts cross-border cooperation at all levels. The two principal obstacles to such cooperation concern accessibility and the lack of cross-border culture. The development of cooperation is strongly linked to the existence of maritime links or of "fixed" links (bridges and tunnels) which form gateways to the territory and generate the movements and exchanges essential for the construction of a joint "territory project".

How can the management of local maritime cross-border projects be improved? How can consideration of such spaces and their specific characteristics at European Community level be encouraged? How can recognition be obtained for local maritime cooperation as a necessity for integrating maritime regions into the European space, and how can such cooperation be sustained? What role is there for cross-border cooperation in the integrated management of coastal zones? What links are there with larger-scale cooperation?

¹³ European Commission Green Paper: "Towards a future maritime policy for the Union: a European vision for the oceans and seas" [COM(2006) 275, June 2006]:

- Volume I: http://europa.eu/documents/comm/green_papers/pdf/com_2006_0275_en.pdf

- Volume II: http://europa.eu/documents/comm/green_papers/pdf/com_2006_0275_en_part2.pdf

The objectives of this workshop are therefore to:

- discuss the specific characteristics of local maritime cross-border cooperation,
- identify the difficulties encountered by maritime regions and the successful experiences of cross-border maritime cooperation,
- discuss the specific needs of cooperation in this type of territory,
- enable better integration of maritime regions into European territory.

❖ **Definitions and concepts: local maritime cooperation**

Although the States are the leading actors of maritime cooperation on topics related to the environment, shipping and safety, local maritime cooperation arrangements between coastal local authorities and communities have been emerging in Europe in recent years.

In terms of the “conventional” definition of cross-border cooperation proposed by the Council of Europe (neighbourly relations between territorial communities or authorities located either side of borders), the maritime space is a natural barrier forming a territorial discontinuity. Nevertheless, local communities and authorities of coastal areas have established cooperation programmes which contribute to transforming this obstacle into joint territory, or at least into a space for discussion on common issues.

The actors of this cooperation are the local coastal communities and authorities, whose territory, organisation and powers vary from one State to another: alongside port cities, public institutions, regions, provinces or other sub-regional levels have developed local maritime cooperation actions.

The principal question asked of these actors is to demonstrate that the maritime border is actually a space of cooperation. Historically, the emergence of nation States has in practice compromised the long-standing cooperation links between border coastal areas.

It is possible to distinguish local maritime cooperation, on common topics, from the transnational strand, on common strategies: the coastal regions are concerned both by the local cooperation level and by the transnational cooperation level (for example the Channel and North-West Europe for the Nord-Pas de Calais Region). In the context of local maritime cooperation, the question of scale (maritime basins, such as the Channel; local cooperation, such as Corsica-Sardinia) must be considered according to the opportunities.

The objective of the workshop is to demonstrate that border maritime areas are interdependent spaces, stakeholders in an existing or potential common living or development area. The objective of cooperation is to initiate the undertaking of joint projects in tourism, passenger or freight transport, culture, etc. These projects will enable a transition from “outlying maritime territories” to “shared maritime territories”.

The specific nature of local maritime cooperation also resides in the variety of topics that it can encompass. Although maritime safety is primarily a responsibility of the States, local communities and authorities in coastal areas have developed joint projects in areas such as:

- protection of the marine environment (e.g. Corsica-Sardinia International marine Park),

- integrated coastal zone management by preservation and upgrading of coastlines (e.g. integrated coastal zone management project - Riviera/Roya French-Italian-Monegasque ICZM),
- establishment of maritime links (e.g. Dieppe-Newhaven),
- upgrading of port and urban areas (Channel, Tyrrhenian sea),
- prevention of maritime pollution risks (Channel, France-Italy).

Within the framework of local maritime cooperation, the partners also implement cooperation actions in the areas of economic, tourist and cultural development, as is the case for land cross-border territories¹⁴. If there is in fact this added value of local contact compared with large spaces, it should be supported and promoted.

❖ Problems and issues of local maritime cooperation

Local cross-border maritime cooperation is not necessarily easier today, despite the existence of fixed links and the support of projects by European programmes.

Regarding the geographical scale, the local aspect of “proximity” is fundamental. This proximity may be geographical (12 km between Corsica and Sardinia), cultural or economic. The second condition is the existence of a fixed link (bridge or tunnel) or permanent maritime or air links enabling access between partners on either side of the maritime border.

▪ A problem related to the nature of the border: accessibility

The need to operate and link transport infrastructures should be emphasised, in order to solve the problems of accessibility of the territories by land (vehicle parking, road networks to ports, city/port relations) and by sea (frequency and seasonality of ships, transport costs, port upgrading to accept larger vessels, etc.) or by air.

The time factor (crossing time, but also ferry frequency) is essential in local maritime cooperation. In addition the cost factor is much more of a handicap than on land borders. Moreover, changes are often unfavourable. Today, despite the process of European integration, transport provision is structured according to the domestic needs of the States.

For example, some port towns in Kent, as tourist destinations, suffer from competition by low-cost airlines. Similarly, it seems that the coasts of England and France have drawn further apart, despite the presence of the Channel Tunnel¹⁵.

Transport companies have focused on European-scale links without taking account of local links needed by the inhabitants of Kent and Pas de Calais, to such an extent that the Eurostar stops at Ashford and Frethun are now under threat. It appears urgent for the cross-border partners to mobilise in order to ensure the future of the exchanges necessary between neighbouring regions.

¹⁴ E.g. cooperation between the Conseil Général Pas-de-Calais and Kent County Council on health, food and childhood (“Bien-Etre” project), and on education through language learning for middle-school children (K62 project): www.cg62.fr.

¹⁵ Moreover, the elimination of Duty Free shopping in January 2000 has not helped to boost exchanges. Duty Free revenues enabled ferry passenger fares to be set at only 10% of the cost of the channel crossing.

Observation of flows under the Channel shows a substantial imbalance: 70% of tunnel users are British, visiting the continent. For objective measurement of these factors and their trends, accessibility indicators (taking account of transport cost (in money and time) and the significance of the destination in terms of population or GDP) provide interesting information in principle... on condition that the data are available.

At present maritime links are subsidised according to national rather than geographical arguments (for example, France subsidises links between Corsica and France, not links between Corsica and Italy, which are more rapid because of proximity). National arguments win out over geographical arguments, each State subsidising internal links in the name of national territorial continuity.

▪ **Topical issues of local maritime cooperation**

Development of maritime transport at the service of cross-border maritime cooperation

Maritime freight transport is now a priority of the European Union and the member States (development of motorways of the sea and short-sea shipping). Local maritime cooperation appears as the missing link in international maritime transport policies and as a driver of local development. Local and regional actors (port cities, counties, provinces, etc.) are concerned and have an obvious opportunity to work on topics such as the sea/land interface, the promotion of intermodality, the organisation of connecting infrastructures in ports and in the hinterlands, and the structuring of the logistics segment, including in its cross-border dimension. For example short-sea shipping, as an alternative to road freight, is incorporated into the Gothenburg objectives.

With regard to passenger transport, infrastructure (fixed links, ports) is given preference over the establishment of scheduled services, the cost of which has already been mentioned above.

For the development of maritime passenger or freight transport, the issue arises of public start-up aid for new services (e.g. promotion of maritime freight within the framework of the Marco Polo Community programme¹⁶), or use of ERDF funding in territorial cooperation operational programmes) or a permanent public subsidy (public service obligation for territorial cohesion).

Economic issues

The economic actors of coastal areas are on the whole in a situation of competition. However, given the resources common to maritime territories, cross-border cooperation may concern topics such as fishing and fish-farming, logistics, tourism (pleasure-boating, cruises, coastal tourism, joint marketing, etc.) or the development of cross-border clusters based on marine resources¹⁷.

For example, although there is not yet a cross-border competitiveness cluster, there are exchanges between universities within the framework of the Boulogne (Pas de Calais) fisheries cluster.

Employment-training issues

Although distance and daily transport costs are major obstacles to the development of cross-border employment across maritime borders, the work done by Eureschannel within the framework of cross-channel cooperation¹⁸ to facilitate cross-border employment mobility in the French-Belgian-English maritime basin should be highlighted.

¹⁶ Aimed at reducing congestion of road infrastructures by transferring part of the freight from road to short-sea shipping, rail and inland waterways (see Community Regulation 1382/2003, <http://europa.eu/scadplus/leg/fr/lvb/l24159.htm>).

¹⁷ E.g. "Economic development of the Normandy/Sussex area" and "Franco-British cycle plan" in the Interreg 3A Franco-British cooperation programme (www.interreg3.com); "La coopération transfrontalière, facteur des bonnes pratiques professionnelles au service du développement d'un tourisme durable et européen", Pas-de-Calais department tourism committee.

¹⁸ www.eureschannel.org

Environmental issues

Coastal spaces are characterised by an exceptional but threatened heritage. This issue requires a cross-border approach on topics such as fishery resources and quotas, preservation of biodiversity, coordination of States and local authorities on maritime pollution risk management (maritime surveillance, disaster response, etc.), climate change and in particular rising sea levels, development of marine renewable energies (wind farms, etc.), and the management of urban pressure on coastlines.

In this context the project for an International marine Park¹⁹ between Corsica and Sardinia, which will combine the Bouches de Bonifacio nature Reserve (FR), the Tre Padule de Suartone nature Reserve (IT), the land owned by the Conservatoire du Littoral (FR) and the Maddalena Archipelago National Park (IT), aims to preserve and promote the natural heritage of this strait, including coastal and marine habitats and exceptional landscapes.

Cultural and educational issues

There is often a common culture beyond the maritime border, because of old historical links (Channel, Tyrrhenian sea, etc.). The development of this culture is essential for the development of cooperation, through projects on culture or education (e.g. the project of the Seine-Maritime Department Council to open a Franco-British middle school in 2011, in collaboration with the French Ministry of education and the county of East Sussex²⁰).

Specific issues for territories connected by a fixed link

Fixed links are infrastructures such as the Channel Tunnel (France-United Kingdom) or the bridge and tunnel linking Denmark and Sweden (Øresund). The objective of local authorities is naturally to develop the “local functions”²¹ of such infrastructures through the provision of “joint services” (Channel Tunnel) or a real cross-border conurbation programme (Øresund).

Issue of sustainable development

Because of the pressure on seas and coastal spaces, there are many contradictions between development and preservation of their heritage. Resolving these contradictions requires an integrated land/sea cross-border approach.

Integrated coastal zone management (ICZM) as promoted by the European Commission²² could be developed in cross-border situations (e.g. Riviera/Roya ICZM project concerning the Roya, Riviera, Principality of Monaco cross-border bay and catchment area)²³, in particular by coordination of ICZMs at the level of maritime basins²⁴ (development of common tools, sharing of experience).

■ Organisation and tools at the service of local maritime cooperation

Maritime cooperation is not a necessity for border coastal local communities and authorities, unlike the communities of land cross-border living areas, which have to deal with a number of border effects (for example saturation of transport routes caused by border commuter flows).

¹⁹ www.parcmarin.com

²⁰ To be located at Saint-Nicolas d'Almermont, near Dieppe.

²¹ See www.espaces-transfrontaliers.eu, “ressources/études” link: the Øresund (Copenhagen/Malmö) case in the study “Bonnes pratiques de gouvernance dans les agglomérations transfrontalières en Europe” (2006), and “For a more integrated cross-channel cooperation between Kent and Nord-Pas-de-Calais: Issues and Operational Perspectives” (2004).

²² Communication from the European Commission of 7 June 2007, <http://ec.europa.eu/environment/iczm/>.

²³ French Riviera and Roya SCOT (territorial cohesion scheme) website: riviera-roya.proscot.fr.

²⁴ Discussion as part of the 2007-2013 France (Manche)-England operational programme (www.interreg3.com/objets/fichiers/i4-EN-Programme.pdf)

But maritime cooperation has undeniable development potential. That is why it necessitates political determination at the level of maritime cooperation spaces. Cross-border cooperation must be based on a shared vision of the issues and what needs to be done.

Going beyond individual projects, the question of effective governance of local maritime spaces arises. Networking of maritime cooperation actors then becomes of primary importance, as illustrated by the following projects:

- integrated coastal zone management (Riviera/Roya ICZM project),
- Corsica/Liguria/Tuscany/Sardinia memorandum of understanding for structuring the maritime space around port cities²⁵,
- cooperation protocol between Kent County Council and the Pas de Calais Department Council (November 2005)²⁶.

Another question that arises is how to involve the population in cross-border programmes, making sure that the maritime dimension does not exclude consideration of the whole of the population of the territories concerned (e.g. Kent and Pas de Calais).

The development of governance in local maritime cooperation also requires linkage between the different territorial levels concerned by the maritime border.

This linkage is necessary because of differences in allocation of powers concerning maritime spaces between local, regional and national levels. For example, in France the local authorities have very few powers²⁷ regarding water regulation and many maritime issues.

This linkage could be achieved by the emergence of governance in “maritime basin” programmes focusing mainly on the issue of environmental impacts, or through topics such as maritime safety; Tuscany is developing a project to monitor the improvement in relations between local and regional administrations within the framework of a regional maritime policy.

▪ **What recognition for local maritime cooperation at national and European levels?**

The development of local maritime cooperation between coastal territories belonging to different States contributes to ensuring European territorial continuity.

At the levels of the States and the European Union, the legal and financial framework does not provide specific mechanisms for local maritime spaces. Furthermore, the issue of accessibility of coastal spaces from other coastal spaces is not included in the Lisbon objectives.

In the 2007-2013 operational programmes, the rule stipulating a maximum of 150 km between coastal territories (condition of eligibility of maritime cooperation projects under the cross-border strand) appears rather arbitrary: too high for physical proximity, too low in terms of accessibility alone (by air, for example).

²⁵ See “Coopération transfrontalière pour le développement durable des villes portuaires du Nord Tyrrhénien”, IRPET (Tuscany regional institute for economic planning), www.irpet.it.

²⁶ Website of the Conseil Général du Pas de Calais: www.cg62.fr, section “relations internationales”.

²⁷ The mayor has the obligation to ban bathing in the case of pollution (special regulation of bathing in the 300-metre zone) and also implements measures in the monitoring of and punishment for water pollution by sanitation systems.

Over the next few years it will be important to assess the maritime cooperation programmes of the cohesion policy. For what types of project (geography, topics, partners) are they used? How are the cross-border and transnational strands exploited when the two coexist, sometimes within the same programme (as is the case for the outermost regions²⁸)?

Initiatives have already been undertaken for this purpose, such as the MSUO (Maritime Safety Umbrella Operation) project on coordination of Interreg operational programmes on maritime safety²⁹ and the conference organised by Interact in June 2007 on maritime cross-border cooperation³⁰.

❖ Recommendations

LOCAL LEVEL

Recommendation 1: Develop observation and coordinate planning of the development of local maritime spaces

- Develop networked measures for observation and shared studies (environment, fishery resources, coastal habitats, climate change, transport and port activity, law of the sea, socioeconomic data, etc.); consider cooperation on this with national and European levels.
- Develop joint planning in an integrated sustainable development approach (identify and coordinate programmes; jointly plan the setting-up of Natura 2000 zones, corridors for transport of hazardous materials, etc.).

Recommendation 2: Boost cooperation projects on topics specific to local maritime spaces

- Joint networking of ports and port cities.
- Cooperation on maritime pollution control.
- Start with projects, the vision of the inhabitants: develop relations and the common culture, promote cooperation on education and training.

Recommendation 3: Organise the governance of maritime cross-border territories at the different relevant levels

- At local level: this approach can be appropriate for maritime spaces where there is a fixed link (Øresund), border coastlines and estuaries or a local basin (Corsica/Sardinia).
- At the level of maritime basins (Channel, Tyrrhenian sea, Adriatic, Caribbean, etc.), subject of experiments as part of the 2007-2013 cross-border cooperation programmes.

NATIONAL LEVEL

Recommendation 4: Include coastal local and regional authorities in the definition and management of policies which have an impact on their development (transport, maritime safety, environment, etc.)

²⁸ ORs: Azores, Canaries, Guadeloupe, French Guyana, Madeira, Martinique, Réunion.

²⁹ www.maritime-safety.org/MSUO-and-Interreg-g.asp

³⁰ www.interact-eu.net/227138/557939/597625/1305708

Recommendation 5: Encourage the development of a local maritime transport public service

- Increase short-distance transport between communities.
- Authorise public aid for maritime transport.
- Introduce a new Community instrument promoting short sea shipping.

Recommendation 6: Ensure that maritime cooperation needs are taken into account in Community policies

- In Europe's strategic vision: include these needs in the green paper "Towards a future maritime policy for the Union".
- In European legislation which has an impact on maritime spaces
- In the cohesion policy: reassess European territorial cooperation Objective 3 by incorporating the specific nature of maritime spaces; assess and if necessary amend the 150 km rule¹.

Summary of the discussion

Jean-François Léandri, development manager, Bastia City Council (FR), explained the importance of taking maritime spaces into account as borders in their own right. He emphasized the difficulty of getting a grasp of maritime cooperation in the absence of significant experiences and a real methodology. Maritime cooperation must contribute to bringing together coastal territories and participate in the establishment of economic, commercial and cultural exchanges.

Regarding the recommendations, the participants noted that the entities involved in maritime cooperation are above all the local authorities; the local level is the basis of the cooperation, in liaison with the regions and the States, in the spirit of article 11 of the ERDF regulation (1083/2006).

Alan Marsh, lead member for policy, performance and international affairs, Kent County Council (UK), explained that it is essential to set up cross-border governance in order to enable the development of maritime cooperation, without forgetting that this cooperation must above all concern the populations of the coastal territories.

Kristian Primdal, chief consultant for the Zealand Region, Denmark, described the context of cooperation in the Baltic Sea, which has developed particularly since the independence of the Baltic States. There is a growing need for maritime transport.

The Zealand region extends around the City of Copenhagen. Maritime issues are part of daily life. Cooperation with Germany includes the building of a bridge between Denmark and Germany forming part of the Hamburg-Copenhagen road/rail link, on the model of the Øresund bridge with Sweden. The location of railway stations in Germany and in Denmark is a real local political issue.

Another working topic is the development of transport corridors between Scandinavia and Berlin and to Russia which have road/sea/rail intermodal capacity. In the Baltic space, ferry lines take the place of motorways. Maritime transport is also important for freight, for example oil from Russia, which necessitates increased cooperation on emergency services and prevention of oil spills.

Lastly, maritime cooperation, alongside structuring investments (bridges, etc.), must also include cultural cooperation and cooperation in research and training, in order to establish links between the States.

Bruno Cooren, international relations officer at the Communauté urbaine de Dunkerque - Grand littoral (FR), noted that the States, like the European Union, are rarely the right level of initiative for the development of maritime links, despite ambitious sustainable development objectives. Regarding freight, port cities would have everything to gain from promotion of maritime alternatives to road transport.

Andrea Garancini, European project director at the Larnaka development Agency, Cyprus, explained that there is a maritime cooperation arrangement between Crete and Cyprus. The port towns of Larnaka in Cyprus and Heraklion in Crete are also developing partnerships with other European port cities. Air links are rapid (one hour), but ferry links between the two islands take five to ten hours and are weekly. There is no daily link.

Bruno Cooren concluded that this example raises a question mark against the EC definition of cross-border maritime cooperation, limited to 150 km.

Sylvie Couratin, European and international affairs director, Bretagne Regional Council (FR), asked what assessment the Seine-Maritime and Pas de Calais Department Councils have drawn up of their experience of cooperation on their territory.

Ron Moys, policy manager at Kent County Council (UK), explained that Kent is going to participate in its fourth European Community cross-border cooperation programme. Since the very first programme, a number of Interreg projects have been developed between Kent and Nord-Pas de Calais, generating 25 million pounds sterling³¹ of EC co-funding between 2000 and 2006 for Kent alone.

These projects have had a substantial and positive impact on tourism, culture, economic development, school exchanges, etc. Within the framework of the new programme, Kent intends to encourage a bottom-up approach for the development of new projects, involving local levels in the decision-making process and on the steering committees.

Pascal Quintin, European affairs manager at Pas de Calais Department Council (FR), qualified Ron Moys' remarks. He notes that, other than with regard to tourism, the Department Council was directly involved only in projects in the areas of health and education.

The Council has great expectations for the new programming period and hopes to be involved in the development of a territorial action policy aimed at project sponsors, intended to publicise the maritime cooperation programme.

Sabine Duhamel, senior lecturer at the University of the Littoral Côte d'Opale (FR), which is supported by Dunkerque, Boulogne, Calais and Saint-Omer in the Nord-Pas de Calais region, explained that her university has been cooperating with the University of Kent for eight years. This cooperation, complicated at the beginning, has enabled a project to be set up to form closer links between the universities, involving teaching staff, students and researchers, for example through

³¹ More than thirty million euros.

joint courses at master's level. In practice, despite the Channel Tunnel, there are still two obstacles to the expansion of this programme: the cost of the crossing and the lack of mastery of the two languages.

Jean-Pierre Lucas, deputy director-general of the Seine-Maritime Department Council (FR), noted that without the twice-daily Dieppe-Newhaven cross-channel link the cooperation and exchanges between Seine-Maritime and East Sussex would not have attained their present level. For example, the Department Council has taken part in the establishment of a French-British secondary school in liaison with the French Ministry of education.

Other cooperation programmes are developing without involvement of the Department Council, which does not want to manage all the cooperation arrangements on its territory. It does want to undertake monitoring of the cooperation arrangements that develop, following a note by the European Court of Auditors on the risk of an obstacle to competition resulting from this link.

Delphine Martinet, French-British cooperation officer, Seine-Maritime Department Council (FR), noted that it was not obvious for the Council to cooperate with East Sussex, because of the distance. This cooperation has shown many advantages. Without the cross-channel link, many projects would not have come about, such as the "cycle plan" project which is eventually planned to link London and Paris via the Dieppe-Newhaven ferry. This cooperation contributes to the evolution of the territory as a whole.

In conclusion, Jean-François Léandri recommended that the new coastal territories wanting to undertake cooperation procedures should stay close to the territories. For example, cooperation between the cities of Bastia in Corsica and Livorno in Tuscany before 2000 enabled projects to be implemented. When maritime cooperation was taken over by the Corsica territorial Authority from 2000, projects were funded which had very little impact on the territory. He noted that, in the Mediterranean, the port towns in their cooperation programmes must deal with the double issue of development, with growing maritime traffic, and protection of the environment (preservation of threatened animal and vegetable marine species).

Bruno Cooren concluded that subsidiarity is necessary in order to take into account the interests and needs of the coastal territories, the regional and national capitals being far away from the territories in most cases. He emphasised the interest of re-establishing a maritime culture which existed in port towns before being eroded by continental divisions and which should be defended within the framework of a united Europe.

Workshop 5

Economic development: "for a win-win game"



Speakers

President

Bruno Bonduelle, president, Chamber of commerce and industry Lille Métropole (FR)

Moderator

Olivier Ceccotti, project manager, CTDIC and Chamber of commerce and industry Lille Métropole (FR/BE)

Presentation of the framing memorandum

Jean Severijns, project manager "internationalisation", Province of Limburg (NL)

Project 1: Øresund Science Region (DK/SE)

Bengt Streijffert, CEO, Øresund Science Region (SE)

Project 2: The international clause (NL/DE)

Jean Severijns, project manager "internationalisation", Province of Limburg (NL)

Project 3: Cross-border Centre on industrial and commercial development, CTDIC (FR/BE)

Olivier Ceccotti, project manager, CTDIC and Chamber of commerce and industry Lille Métropole (FR/BE)

Project 4: eBIRD, Knowledge about economic flows in the "Greater Region" (FR/BE/LU/DE)

Catherine Macadré, associated professor, Group ICN Business School (FR)

Presentation of the recommendations

Jean Severijns, project manager "internationalisation", Province of Limburg (NL)

Rapporteur

Catherine Macadré, associated professor, Group ICN Business School (FR)

Responsible MOT

Silvia Gobert-Keckeis, project manager, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

❖ Context and issues

▪ Bringing actors together to work towards the Lisbon objectives

European (2007-2013 cohesion policy) and national public policies on territorial development place emphasis on the necessary territorialisation of the Lisbon objectives. This requires strengthening of cooperation between territorial, business, training and research actors. As the Lisbon strategy aims to match the other major world markets, such as that of the United States, a large market without borders, cross-border territories naturally occupy a key place in the Lisbon issues.

▪ Advantages and potential of cross-border territories

Tax, salary and price differentials and linguistic, administrative and cultural diversity are constraints or opportunities, depending on the angle from which they are considered. With regard to economic development, the public institutions, economic forces and universities on either side of the border are taking part in a complex play between competition and cooperation. It is time to make optimum use of the common territorial capital of the cross-border territories. For example, mastery by the labour force and businesses of two languages, cultures, administrative environments, etc., is an advantage, opening up their economic horizon not only to the cross-border territory itself, but also more broadly to the whole of the two or three countries concerned, and even beyond to European or global level.

A clarification is necessary before taking the discussion further. As the largest businesses are spontaneously more prepared to take account of the international, and thus cross-border, dimension, these considerations primarily, but not exclusively, concern SMEs since the major companies also have a social responsibility with regard to regional, and particularly cross-border, development.

❖ Cross-border cooperation: difficulties and keys to success

▪ From competition to cooperation

The principal issue is the need to move from a logic of pure competition between territories to a logic of “coopetition” combining cooperation and competition. A transition based on the act of coming closer to a neighbour because it can provide what is lacking for development. This is true both for public-sector actors and for the economic actors themselves.

The main focus of the public authorities in their economic development programmes is still often the nation-State framework. Competition between territories is still the rule in many cross-border regions. There is a lack of awareness of the fact that cross-border economic development can generate added value for the whole territory. The provision of suitable instruments for the economic actors is dependent on raising this awareness.

The mutual mistrust of economic actors at local level is one of the major obstacles to cooperation in a predominantly competitive context. It is necessary to demonstrate the added value of cooperation across borders in order to increase the potential of cross-border territories. The border can be used in a way that optimises collective advantages. Neither public- nor private-sector actors maximise their potential by each developing their own strategy.

▪ **The added value of cooperation**

It is important not to have too naive an approach: businesses, like territories, are in competition within national spaces and all the more so in a cross-border context. By participating in the European Union, the States have chosen to cooperate; the construction of Europe is undisputedly a “win-win” game, but one in which some territories may suffer in the short term. The challenge of this workshop is to examine the conditions of a “win-win” game for the cross-border territories and their inhabitants. In the specific context of cross-border economic development, two arguments may lead to cooperation, the argument of complementarity and the argument of economy of scale.

The argument of complementarity

Disparity of economic forces on either side of a border is a crucial contextual factor for cooperation. The economic or industrial fabric often differs significantly between the two sides of the border. This is closely linked with differences in salaries, unemployment rates, prices, etc. The paradox is that such a context can be both an advantage for private actors (households and businesses), which profit from these differences in their choice of location and use of the labour market, and for certain public-sector actors (fewer unemployed and lower burdens on social protection systems), and a handicap for other public-sector actors.

This is the case on the Northern Lorraine-Luxembourg border, for example, where the Luxembourg part of the territory attracts productive jobs and the French part shops and housing, with a negative impact on the finances of the French local authorities which are deprived of the resource of the business tax. A similar situation arises in the Øresund Region, where Swedish municipalities have to fund schools for the children of employees working and paying their taxes in Copenhagen.

At the same time, if two or three States with different systems have a common border it may be possible for businesses to choose from several options and “take the best from each system” (Zapfhahnmodell: legal, administrative, etc., system). What at first seem to be difficulties can paradoxically become opportunities, when businesses profit from the differences by choosing the system best matching their need (for example, a business might locate its service functions on one side of the border and its logistics functions on the other side) or by exploiting the multicultural or multilingual potential of the territory.

The example of the cooperation between Province of Limburg (Netherlands) and the various authorities on the German side shows that an incubator with 120 businesses on the border between

Germany and the Netherlands has enabled the companies to choose to locate on one side of the border or the other within the same development territory.

It is also possible for local public authorities to publicise the differences positively, as shown by the example of Øresund, where the bodies promoting the cross-border territory present the differences as an advantage for businesses.

Nevertheless, this does not solve the problem of the expenses incurred by the municipalities; in some cases there are tax agreements between States (for example the mechanisms for refunds from the Canton of Geneva to the neighbouring French departments), but not in others. Moreover, the issue does not concern only border territories, as shown by labour from the Baltic countries working in the United Kingdom and commuting weekly from their home countries. The question of greater fiscal coordination between States at European level is thus raised here, but goes well beyond the scope of this workshop.

The argument of economy of scale

In an approach based on economy of scale, “the bigger, the greater the impact”, cross-border cooperation “enlarges” the territory, perhaps enabling it to reach critical mass in terms of facilities and public services. The same applies to SMEs, which have a higher international profile, etc.

One of the most important consequences is the splitting of the costs of investment in innovative sectors for facilities, laboratories, etc., often very expensive in such fields, between the partners. In many cases this investment would not have been considered by each partner on its own. This can generate joint capability-building for winning local, European and global markets.

Joint marketing of businesses can provide a higher profile at European and international levels. A joint presence at international shows can raise profiles while sharing costs.

An example of economy of scale is the Biovalley trinational life sciences cluster (CH/DE/FR), where cooperation has enabled attainment of a critical mass and integration of all levels of the production chain.

By looking beyond the local context it is possible to reach a win-win situation at the international level. To achieve this it is necessary to think “European”, even “global”.

▪ Knowledge of the cross-border territory, knowledge of each other within the territory

The first step in initiating cross-border economic development is to identify and get to know the cross-border territory.

What territory are we talking about? Territories concerned by cross-border economic development can range from relatively small areas in sparsely-populated or relatively inaccessible spaces (rural areas, mountain ranges) to larger spaces (urban areas). It is also important to link the scales, for example that of a cross-border employment area or conurbation, day-to-day living space of households, with that of the region, more appropriate for businesses. In the context of globalisation, the concept of the functional region (possibly metropolitan) seems to be the most relevant.

For the public authorities, a shared diagnosis of the strengths, weaknesses and complementarities of the different sides of the cross-border territory and of the economic flows that characterise it can demonstrate the interest of developing cooperation, for example around cross-border research or competitiveness clusters or centres, or other forms of cooperation in common and/or complementary areas. Such a diagnosis necessitates the collection of harmonised and comparable economic data at cross-border level, an extremely complicated process because of national structuring of statistics systems.

In this area, an interesting example of cooperation is provided by the e-BIRD project, backed by Interreg, consisting in gradually forming an economic monitoring system for the Greater Region (BE/DE/FR/LU) by networking universities, public authorities, trade associations and chambers of commerce.

Inadequate knowledge of how the systems work on the other side of the border is a major hindrance to cooperation. Systems are often very different (administrative, legal and scientific cultures, business support structures, market access, the actors concerned, the competences of the different territorial levels). In order to achieve mutual understanding, any cooperation must start by acquisition of knowledge of the areas mentioned above, to which should be added intercultural, linguistic, etc., skills.

Constant discussion between actors and extensive communication seem to be the best response to the issues in order to overcome the obstacles encountered. The first step, alongside joint knowledge of the territory, is to learn to get to know each other.

The association of economic institutions (chambers of commerce and industry, development agencies, etc.) on both sides of the border can facilitate sharing of information and understanding of how things work in the neighbouring country by the businesses concerned. Support from competent trade associations can also contribute to mobilising businesses to cooperate.

The first action to take is to organise communication between all bodies involved in the economic development of the territories concerned (420 for the BE/DE/NL cooperation space), starting by drawing up a list and encouraging informal meetings.

▪ **Organising the governance of cross-border economic development**

The aim is to involve all the territorial business, training and research actors, along with any other entity involved (chambers of commerce and industry, development agencies, etc.), on the scale of the cross-border territory. Because of the heterogeneity of cooperation actors and the differences between systems and levels of competences on either side of the border, it is important to involve the various levels of local, regional, national and even Community authorities. The concept of the functional region again seems the most relevant for networking of all the economic development actors concerned.

A good example of such practice based on a functional region is the Øresund Science Region, where the cooperation encompasses local authorities (in particular the cross-border metropolis formed by Copenhagen and Malmö), regional authorities and twelve universities, and has given very good results in a territory with 3.5 million inhabitants.

In the context of the Lisbon objectives, innovation is of course a priority area of cooperation. Cooperation between SMEs in fast-developing sectors (new technologies, logistics, etc.) would be

of interest. A cross-border cluster bringing together joint and/or complementary skills can facilitate this approach.

The university and research sector must be associated with such an approach, both for work on the content and for training the necessary competent personnel. It is important to facilitate exchanges between universities and research centres and strengthen innovation and technological development and their dissemination in a cross-border context. For this it is necessary to favour synergies between innovation sources and identify cross-border centres of excellence in the required sectors.

Good examples of such approaches include:

- the Øresund Science Region (DK/SE),
- the cooperation between Limburg and the Aachen region ("International clause" project, DE/NL),
- the Biovalley trinational life sciences cluster (CH/DE/FR),
- the ERALAN cross-border laboratory project (ES/FR).

In a different type of space, (Pyrenean mountains, ES/FR border), the PYRED project initiated by the Chamber of commerce Gers is also of interest.

▪ **Meeting the needs of businesses in their cross-border development: the role of the public authorities**

In general, the public authorities on either side of the border have joint responsibility for providing the right framework and the right instruments for cooperation and for minimising the obstacles hampering cross-border economic development.

At present businesses encounter a number of difficulties when they want to undertake cross-border cooperation or when they look beyond their "natural" territory, bounded by the national border. This makes it difficult to mobilise businesses for cross-border projects. A whole series of difficulties arises: funding; distortions of competition (public-sector contracts closed to businesses from the other side of the border); lack of interoperability in terms of standards, insurance, certifications, labour market, etc.

Informing businesses and facilitating their procedures

There must be cross-border coordination between public-sector actors to facilitate procedures for businesses: circulation of information (legal and administrative systems, fiscal and land legislations, access to public-sector contracts, etc.), role as intermediary and facilitator of contact and exchanges between public- and private-sector actors on the different sides of the border.

An interesting example is that of the CTDIC (Cross-border Centre for industrial and commercial development) (BE/FR).

Helping businesses find competent personnel

Businesses often encounter the problem of not finding personnel competent in cross-border situations (intercultural, linguistic, etc., skills) and possessing specific competencies (engineers, etc.). Choosing to focus activities on a sector in a common territory also enables competent personnel to be retained. One of the challenges of cooperation is to form a common employment area, in association with the universities.

Another issue often arising with regard to personnel is that of recognition of qualifications either side of the border (refer to the "employment/training" workshop).

Funding the cross-border development of businesses

For SMEs-SMIs that want to develop in a cross-border context, the question of funding arises. What instruments are available to them for securing the funds necessary for their projects? It is important that the cross-border territory be taken into account effectively by the banking system, in principle well equipped to do this since banks are increasingly multinational. Market forces may be inadequate, however, justifying public funding (risk capital, etc.).

The EUREFI fund (FR/LU) is an example.

Coordinating public-sector actors on either side of the border

Asymmetry of legal and administrative systems and of fiscal and land legislations, along with difficulties of access to public-sector contracts, continue to be a substantial hindrance to cross-border economic development. This makes it all the more important to improve coordination of public-sector actors on either side of the border in order to identify joint solutions.

Adequate infrastructure

A typical case is the establishment of cross-border business parks, providing suitable services for businesses involved in cross-border development. Nevertheless, the difficulty of building such a facility on the common territory should not be underestimated. Once opened, parks of this type might be places of experimentation on the coordination of legislations.

In logistics the Saarbrücken Eurozone and the park developed by the MAHHL (Maastricht, Aachen, Hasselt, Heerlen and Liège) network are interesting examples.

▪ Contributing jointly to the competitiveness and attractiveness of the cross-border territory

It is also important to incorporate the cross-border programme into a long-term territorial plan. Economic development measures are implemented in organised spaces. The organisation of cross-border spaces depends on an agreed bi- or tri-national vision and a genuine territorial project. In other terms, spatial planning and development are at the service of economic development.

All local urban planning documents must be adapted to a broader context and form part of an overall plan covering land availability, higher-level urban functions (major university, hospital, etc., facilities), public services (transport in particular), broadband communication provision (infrastructure, rates), postal service and services to businesses.

Economic sectors demanding particular attention in the cross-border situation include logistics (infrastructure, services, networking of hubs, etc.), tourism, etc. (for the different types of territory, refer to other workshops at the conference, such as “conurbations”, “rural and natural territories” and “maritime cooperation”).

Obtaining a joint vision in order to optimise the location of a major facility (airport, etc.) for the benefit of all is even more difficult than in a purely national context, and requires strong political backing and a long-term vision.

An example of such a forward-looking approach is given by the “Blueprints for regional foresight” project developed in parallel in the “Greater Region” and on the HU/RO/RS border.

For harmonious and effective cooperation, account must also be taken of the need for the private and public sectors to have a common agenda.

Branding and joint territorial marketing of the cross-border space add to the attractiveness of the territory. Joint promotion of the cross-border economic space, for example through local initiatives

(media, etc.) and international promotion of products, services and know-how, can generate substantial added value. Once acquired, mastery of several languages and intercultural skills becomes an advantage in an international context.

▪ **How to use the programmes of the territorial cooperation objective**

Interreg and now the territorial cooperation objective do not seem suitable for funding either the development of businesses themselves or major investments, which are more appropriately covered by Objective 1 or 2 or national funding. Conversely, the funding by objective 3 is particularly suitable for removing barriers between programmes conducted within national frameworks and for helping the establishment of governance of cross-border economic development: knowledge sharing, cross-border development agencies, services to businesses, etc. An example is the project “Arenberg transformeur d'im@aginaire” (FR/BE) that is about to be developed. It picks up several aspects cited before and may benefit from a European funding in order to launch its cross-border dimension.

▪ **Capitalisation of experience and acquired know-how**

There is a lack of transfer of know-how and capitalisation of experience in cross-border economic development. Acquired skills are too often linked to particular persons and are lost when these persons change jobs. Much work needs to be done to maintain such know-how.

One possibility would be to develop a toolbox for economic actors, based on concrete experience and good examples, etc., for example concerning:

- shared resources
- pooling of calls for partners, proposals, training.

This capitalisation must be accomplished at the level of each cross-border territory, but also by networking these measures at European level.

❖ **Recommendations**

LOCAL LEVEL

Recommendation 1: Develop the governance of cross-border economic development

- Encourage dialogue between the different actors concerned: economic actors, local authorities, universities and others concerned (e.g. chambers of commerce and industry, development agencies) on either side of the border for the design and implementation of cross-border projects.
- Set up cross-border development agencies.
- Develop cross-border competitiveness clusters and centres.
- Coordinate the cross-border development of research and universities.

Recommendation 2: Introduce specific instruments and tools/services for use by businesses

- Set up business platforms (network for cooperation, sharing of experience and good practices, business guidance) and provide online collaborative working tools.
- Promote the development of financial instruments and facilitators for businesses, such as cross-border risk capital funds.
- Promote the establishment of business parks such as cross-border economic zones with common facilities and services.

Recommendation 3: Incorporate economic development into balanced territorial development along borders

Incorporate an economic development project into a politically-backed territorial project and into a joint medium-term strategy backed by the actors concerned.

REGIONAL AND NATIONAL LEVELS

Recommendation 4: Organise the coordination of legislations (taxes, training (equivalence of qualifications), etc.) between States, border by border and, if appropriate, set up experiments.

EUROPEAN LEVEL

Recommendation 5: Promote networking and capitalisation of experience of cross-border economic development at European level

- Develop technical assistance networks for cross-border economic development.
- Make the work conducted in this area accessible in order to spread the acquired experience to other cross-border territories.
- Make public- and private-sector actors aware of the added value of cooperation in economic development.

ALL LEVELS

Recommendation 6: Develop knowledge of and research on the economy of cross-border territories

- At local/regional levels, develop knowledge-sharing tools.
- At national/European levels, develop research (e.g. typology of territories).

Summary of the discussion

The workshop was introduced by its president Bruno Bonduelle, president of the Chamber of commerce and industry Lille Métropole (FR), who reviewed the history of cross-border cooperation on the French-Belgian border around Lille. This border is characterised by an absence of natural barriers and a high level of interpenetration, with a large number of crossing points. In terms of economic development, historically the textile industry developed on the French side, using Flemish labour. Today it is the French who work in Belgium, where salaries are higher, while paying their taxes in France. He discussed the comparative advantages of the territory associated with the differences between the tax systems. Today a transfer of purchasing power towards Belgium is observed. Many French citizens are moving to the other side of the border because there is no wealth tax in Belgium. The comparative advantages have certainly contributed to keeping many businesses in Lille and generating a relative prosperity in the border area.

Various projects were presented:

- the Øresund Science Region (DK/SE),
- the “international clause” - cooperation between Province of Limburg (NL), Aachen RWTH University (DE) and the Aachen Chamber of commerce and industry (DE),
- the Cross-border Centre on industrial and commercial development, CTDIC (FR/BE),
- eBIRD: Knowledge about economic flows in the “Greater Region” (FR/BE/LU/DE).

Olivier Baudelet, European Commission DG Regio, raised the following points:

There are already a number of networks such as the MOT, which is now going to change into EUROMOT, and the IRE (Innovating Regions in Europe) network. Moreover, the Interreg 4C programme is intended to co-finance a number of networks for the 2007-2013 period. Alongside conventional exchange networks, there are also capitalisation networks, which convert knowledge into action plans. These action plans can be funded by objective 1 and 2 programmes.

The Interreg programmes are not designed to make large investments. In contrast, in the objective 1 and 2 programmes, with higher funding appropriation, there is an inter-regional cooperation component which can be used for cooperation projects between several regions.

Public authorities can help businesses by providing them with a suitable framework and instruments (a financial framework, a regional development strategy, etc.).

At European level there are several instruments with different objectives:

- the ERDF, an instrument of regional policy, with the aim of territorial cohesion,
- the framework programme for research and technological development, which aims for research excellence; and the competitiveness and innovation framework programme, which aims to make businesses more competitive.

However, it should be made clear that businesses are not necessarily “demanders” of innovation. Those working in traditional sectors are most likely to have reservations about innovation. It will be necessary to work on the demand for innovation, not just on the supply.

Véronique Tetu, Euro-Info-Centre manager at the Haute-Normandie Regional Chamber of commerce (FR), added that it is necessary to explain to businesses that the notion of innovation does not concern innovation only in the technological sense but also innovation in the organisation of the business or human resources.

François Marzorati, sub-prefect of Thionville in the Moselle Department Council (FR), explained that sixty thousand Lorraine residents cross the border to Luxembourg every day. This figure has grown substantially in recent years, a trend linked with the growing attractiveness of Luxembourg. He mentioned the Esch-Belval project in Luxembourg, which is experiencing difficulties getting started on the French side as a consequence of a problem of governance. While on the Luxembourg side it is the State which manages the project, on the French side several authorities are involved (one Region, two Departments and a Community of municipalities). To enable economic development on the border, it will be important to set up joint governance.

Bruno Bonduelle concluded the session by noting that the borders in Europe are relatively recent. For several years Europe has been stalled, and now is the opportunity, as shown by this conference, to relaunch “day to day Europe” - a Europe of the citizens. Long live Europe!

Workshop 6

Employment and training: "mobilizing competencies"



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Speakers

President

Danièle Defontaine, vice-president, Lille metropolitan urban Community (FR)

Moderator

Philippe Faveaux, president, Three Borders Interregional Trade Union Association (FR/BE/LU)

Topic 1: Facilitate direct access to employment

Sophie Jahn-Germont, legal officer, Border workers Task Force-Meuse-Rhine Euregio (BE/DE/NL)

- Case studies:
 - The insertion bonus in the Brussels-Capital region
 - The Activa plan
 - The Belgian return to work supplement
- Presentation of the recommendations

Topic 2: Provide life-long training beyond borders

Eric Roger, life-long training consultant, GIP EFTLV - University of Reims (FR)

- Case studies:
 - On the status of the cross-border trainee - CHAW project:
J.R. de Pasquale, deputy director of vocational training, Champagne-Ardenne Regional Council (FR)
 - On recognition of qualifications - CEVIROM project:
Claudio Rioseco, life-long training consultant, GIP EFTLV/GRETA Ardennes (FR); Yves Magnant, provincial director, Dinant Forem Formation (BE)
- Presentation of the recommendations

Topic 3: Facilitate worker mobility and encourage the development of businesses in cross-border living areas

Nadia Jomeer, coordinator, Eures-T Eurazur (IT/FR)

· Case study

Bram Lievrouw, coordinator, Eures-T Channel (BE/FR/UK)

· Presentation of the recommendations

Rapporteur

Joël de Marneffe, manager of the EEIG Eures-T Pôle européen de développement (FR/BE/LU)

Responsible MOT

Concetta Mundo, project manager, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

Mention is often made of the Lisbon strategy, which defines a reference framework for European strategy, but it is essential to remember that, within the European Union, the States have principal responsibility for employment policy.

The States define the measures that they consider most appropriate for the situation they have to deal with (long-term unemployment, youth employment, employment of women, etc.).

The effect of this is that border areas experience in full the distortions that may arise as a consequence of these national levels of responsibility. Although as a result they become places of friction between insufficiently-coordinated national policies, they also show significant growth in the free circulation of workers, a founding element in the construction of Europe. Considering the cross-border territory as an endogenous space for management of the labour market is far from becoming a reality.

Nevertheless, relevant experiments could be conducted in border areas, implementing practices adapted to the situations experienced, practices which could provide useful inspiration for European policy in terms of employment strategy.

Today there are already initiatives in cross-border living areas. We propose to highlight three aspects of these issues faced on either side of borders:

- access to employment
- qualification of men and women
- the future of the only European partnership-based cross-border mechanism likely to contribute to this.

❖ Facilitate direct access to employment

In cross-border territories the mobility of businesses and their employees is hampered by the imperviousness of employment aid measures.

▪ Employment, a national competence supported by Europe

Most European countries implement employment aid measures for job-seekers with particular difficulties finding jobs (long-term unemployed, young people, persons with disabilities, etc.) and their employers.

These measures are in response to the joint employment strategy objectives defined by the States at European level since the Luxemburg summit. The “Lisbon strategy” clarified the joint objectives, leaving the States to implement them with regard to employment, which remains within their exclusive competence.

The European Social Fund (ESF) supports the measures adopted by the States.

- **Employment aid limited to the national space despite the explicit condemnation of such territorial restrictions by the CJEC**

In many European countries the payment of employment aid to employers is refused when the recruited person is a border worker.

Reciprocally, a job-seeker who could receive bonuses for return to employment is deprived of these benefits if the new job is in the neighbouring country.

In order to be effective and useful, the right of workers to access without discrimination paid employment and work on the territory of another member State must have as corollary the right of employers to recruit outside their national territory without suffering consequent disadvantage or discrimination.

In its judgement on case C-208/05 ITC Innovative Technology Centre of 11 January 2007, the CJEC had the opportunity to reState the applicable principles. Regarding aid to job-seekers, the rule of exportability takes precedence.

Problem: To avoid duplication of benefits, national authorities refuse aid payments to businesses or workers not located exclusively on their territory.

- **Case studies**

The three examples below are taken from Belgian legislation.

Counter-example: The insertion bonus in the Brussels-Capital region.

This aid, intended to encourage the professional insertion of handicapped persons, is not accessible under any circumstances to businesses that recruit border workers.

Qualified example: the Activa plan.

This aid is intended to stimulate the recruitment of long-term job-seekers. It is granted to Belgian employers who recruit a border worker, but it is not paid to Belgian job-seekers who find jobs on the other side of the border.

Example to follow: the Belgian return to work supplement.

The ONEM pays a monthly income supplement of 172.30 Euros to job-seekers over 50 who return to work. This aid is paid to job-seekers registered with the ONEM, including when they find jobs in the neighbouring country.

- ❖ **Provide life-long training beyond borders**

- **A concept: life-long education and training**

The concept of life-long education and training is at the core of the educational programmes of Europe and its member States. True drivers of cooperation, employment and the mobility of

persons, education and training³² are incontestably the major challenge of this knowledge-based Europe.

- **Recognition tools**

A number of tools have been developed to guide European citizens in their training pathways. They are intended to favour equivalences between the certifications³³ awarded by the different member States, and also to promote initiatives on interculturality and European mobility (EUROPASS systems).

- **A particular characteristic of cross-border areas**

However, the obvious must be recognised, cross-border areas develop particular systems, intimately related to the reality of their labour and employment market. Training for adult employees or job-seekers in these areas is determined by the policies of the employment and living areas, now considered on a cross-border basis. Nevertheless, adults embarking on continuing vocational training continue to be governed by their national system giving them status, benefits and skill recognition. The development of vocational training programmes by the regions, and the definition of local needs for skills by businesses and their representatives (professional sector, etc.), accentuates territorial anchoring. This territory is considered as cross-border in terms of employment; it is then considered in terms of joint vocational training. This consideration draws on analyses of sectors experiencing shortages, economic development projects and the pressing need for pooling of knowledge and know-how.

The EUROPASS³⁴, as a tool for recognition and certification of competence, cannot give a complete picture of this reality. It links a training pathway in one country with a host structure (internship, working visit) in another country of the European Community.

It thus does not indicate the constitution of a joint reference system between training institutions, nor the joint implementation of the training pathway. Implementation in an enterprise or in a work situation is the only evidence of European mobility.

Moreover, this tool does not take account of the inclusion of these pathways in stipulated plans and objectives (regional vocational training programmes, work-linked training, insertion plans, etc.).

- **Case studies**

Ideas developed within the Interreg 3 framework in Wallonia (BE) and Champagne-Ardenne (FR):

Two programmes were conducted on adult training. The first provided guidance for the development of distance-learning training courses, focusing on the development of the competences of those involved (trainers, coordinators, training managers, educational engineers,

³² The European Council in Lisbon on 23 and 24 March 2000 defined a strategic objective to make the European Union the most competitive and most dynamic knowledge-based economy in the world, capable of sustained economic growth accompanied by quantitative and qualitative improvement of employment and greater social cohesion. It also asked the "Education" Council to undertake a general examination of the concrete objectives of teaching systems, focusing on the joint concerns and priorities while allowing for national diversity. Decision n°1720/2006/EC of the European Parliament and of the Council of 15 November 2006

³³ The communication from the Commission on the skills and mobility action plan noted that action at European level was still necessary to improve the recognition of qualifications acquired by education and training.

³⁴ The Europass-Mobility is an official record of the completion of one or more European training experiences within a joint qualitative framework. It is based in certain principles: an effective partnership (based on an agreement) between the home training organisation and the host organisation; clear, precise and contractualised training objectives; close monitoring of the experience in the host country by a designated tutor.

etc.). This programme developed tailored modular training pathways and skills recognition systems (using EUROPASS).

The second programme was intended for joint development of training solutions for job-seekers in the eligible area, adapted to the needs of the cross-border labour market. This programme produced joint skills and training reference systems, and set up 7 qualification systems co-managed by the two regions and their operators (GRETA network and Forem Formation). Double certification of skills and training was developed to satisfy qualification recognition requirements.

On the status of the cross-border trainee

The CHAW project

On recognition of qualifications

The CEVIFORM project

❖ Facilitate worker mobility and encourage the development of businesses in cross-border living areas

▪ The Eures system

Aware that persons resident in one country and working in a neighbouring country did not have information matching this reality, in 1989 regional trade union officers backed the idea of establishing a Euro social information Centre, on the same principle as the SME-SMI Euro business information Centres (which later became the Euro Info Centres).

The Commission took over this initiative and established a system based on four missions:

- develop job vacancies and applications, a mission entrusted to the national public employment services
- provide information to employees about living and working conditions, a mission entrusted to employee trade unions
- act on the possibilities of development of a framework for cross-border social dialogue, including employer associations
- survey and assess life-long training systems.

In 1993 the network was renamed EUROpean Employment Services (Eures) and a Commission decision (93/569/EEC) defined the scope of its action.

- At transnational level, cooperation is organised between the different national public employment services.
- At cross-border level, cooperation is possible between the three types of partner meeting in a steering committee.

The system makes a substantial contribution to the identification and elimination of obstacles to free circulation experienced by border workers.

▪ Effects of the 2002 reform

The Commission decision led to modification of the partnership arrangements, giving sole responsibility for financial management to the national public employment services, and of the

cross-border arrangements, requiring the incorporation of the business plans of the inter-regional territory into the national business plans.

This resulted in a reduced role of socioeconomic partners at cross-border level.

▪ **Case study**

The Eures-T Channel partnership (FR/BE/GB)

❖ **Recommendations**

Recommendation 1: Facilitate direct access to employment

The emergence of a cross-border employment and living area necessitates greater flexibility in employment aid. To avoid duplication, such payments can be made only within the framework of predefined coordination rules:

- In order to guarantee greater flexibility in employment aid, it would seem judicious, on the basis of article 308 of the EC Treaty, to adopt a coordination mechanism at EU level, such as the regulation EC 883/2004, on unemployment benefits.
- The principle of the competence of the State responsible for paying unemployment benefits must be adopted for aid to job-seekers. Regarding aid to businesses, the State where the registered office of the business is located must be declared competent, including when the recruited person resides in another country.
- The member States must incorporate the cross-border dimension in a consistent manner in the preparation of national measures such as employment aid.

Recommendation 2: Provide life-long training beyond borders

- Introduce the status of “cross-border continuing vocational training trainee” for adults in cross-border training.
- Encourage procedures for validation in the cross-border context of experience acquired in training and in enterprise.

Recommendation 3: Facilitate worker mobility and encourage the development of businesses in cross-border living areas

- Ensure continuity of the Eures system at cross-border level by increasing its funding. Sufficient financial resources must be restored to the socioeconomic partners for them to continue to fulfil their missions properly.
- Restore to the local partners a decision-making role in the governance of Eures-T partnerships at the level of the different territories.
- Extend the system to all internal borders of the Union, principally between acceding countries, developing the opportunities for experience-sharing between existing Eures-T partnerships and new Eures partnerships being formed.

Summary of the discussion

Danièle Defontaine, vice-president, Lille metropolitan urban Community (FR), declared that, going beyond territorial and institutional boundaries, cross-border territories are organised as living areas characterised by spatial continuity. In these living areas, local authorities located on either side of the border cannot ignore the disappearance of borders in the daily life of the inhabitants; and well before the Schengen space, borders were never a barrier to cross-border movements, whether for work, leisure or trade.

She declared that the new simplified Lisbon Treaty³⁵ does not introduce any real innovation in the area of social and fiscal harmonisation at European Community level: employment policy remains within the remit of the States and fiscal policy remains subject to unanimity of the twenty-seven member States. However, a social clause has been added: it provides for the promotion of a high level of employment, the guarantee of adequate social protection, the fight against social exclusion, a level of education and training, etc. Danièle Defontaine nevertheless observed that, without social and fiscal harmonisation, certain problems will remain.

Philippe Faveaux, president of the Three Borders inter-regional Trade Union Association (FR/BE/LU), declared that the workshop is approaching the question of worker mobility by highlighting mechanisms favouring access to the labour market. The working group deliberately did not examine initial training.

Joël de Marneffe, manager of the EEIG Eures-T PED (FR/BE/LU), noted that the draft recommendations of the workshop are oriented towards coordination of employment aid on either side of the border so as to promote smoother access to these aids in cross-border living areas.

A participant noted that these recommendations concern both cross-border and transnational work.

While agreeing, Philippe Faveaux remarked that the recommendations have specific relevance in the cross-border context: it is in these spaces, marked by the existence of borders, that the objective of an endogenous employment area is a particular issue.

A participant Stated that it is necessary to act in parallel at cross-border level, including by signing bilateral social protection agreements border by border.

A participant considered that formula specific to the cross-border context should be found, rather than linking systems that are very different, as that might make the situation more complicated.

Philippe Faveaux answered that it is necessary to give priority to at least a coordination of the national systems either side of the border, since it is difficult to obtain specific rules for the cross-border situation. With regard to taxes, he considered that the border regions will never obtain a special status: the incremental approach would be the only way to make progress. The recommendations could certainly be more ambitious, but they are already a step forward.

³⁵ To download the document, go to <http://www.consilium.europa.eu>

The presentation of real-life cases limited to Belgian legislation provoked some comments. Philippe Faveaux answered that the Belgian example was chosen to demonstrate that, within a given country, there can be “good” and “bad” examples. This observation holds for all borders.

On the question of governance, Danièle Defontaine emphasised that the local grouping for cross-border cooperation (LGCC) and the new EC instrument, the European grouping of territorial cooperation (EGTC)³⁶, allow the coordination of the political institutions of the cross-border territory to be taken further and the establishment of a real cross-border space. Such an instrument could find an application on the issue of employment aid payments in cross-border living areas.

In order to meet the life-long training needs of cross-border living areas, Eric Roger, University of Reims, emphasised the necessity to develop life-long training systems adapted to the cross-border contexts. The preparation of cross-border local development policies must be accompanied by that of cross-border training paths. To fulfil the potential usefulness of such cross-border training programmes, it is essential for them to be accredited by recognised certifications on both sides of the border. The introduction of a trainee status in cross-border occupational training would also clarify the legal framework applicable to their particular situation.

In the context of a training programme on languages and introduction to culture in the Euregio Meuse-Rhine (BE/DE/NL) (Interreg 3 project), the Forem has also encountered problems related to the lack of a specific status for cross-border trainees.

Another participant noted that, as its name indicates, the concept of life-long training starts with initial training. Cross-border secondary schools should be established for learning the languages and cultures present in the cross-border territories from the earliest age. Eric Roger agreed, but declared that this is a deliberate omission by the partners of the CEVIFORM project (FR/BE), which is positioned on issues of employment areas, and thus of vocational training for adults. Apprenticeship has not been examined either.

A participant noted that, alongside the technical Eures-T network, the trade unions and the employer associations have developed a political tool within the framework of the French-Belgian parliamentary working group: cross-border inter-regional social dialogue. This group is examining, among other options, the development of joint procedures for accreditation of prior experience and learning (APEL). Philippe Faveaux Stated that APEL is not current practice in all States of the European Union, whereas the recommendations must be applicable to the European Union as a whole.

The participant requested that it be recorded that there is very strong demand from trade unions and employer associations for accreditation of prior learning and experience, including in the French-Belgian District.

It is suggested that recommendation 2 (paragraph 2) be drafted as follows: “Encourage procedures for validation in the cross-border context of experience acquired in training and in enterprise”.

³⁶ Regulation (EC) no. 1082/2006 of the European Parliament and of the Council of 5 July 2006 on a European grouping of territorial cooperation (EGTC), OJEU L 210/19 of 31 July 2006.

Workshop 7

Health:

"local access to healthcare"



Speakers

President

Martín Guillermo Ramirez, secretary general, Association of European Border Regions (AEBR)

Moderator

Jean-Jacques Romatet, director, Toulouse University Hospital (FR)

Presentation of the framing memorandum

Pascal Garel, chief executive, European Hospital and Healthcare Federation (HOPE)

Project 1: French-Spanish cross-border health cooperation

Xavier Conill, secretariat manager, secretary of the board of directors of the Cerdagne cross-border Hospital Foundation (ES/FR) - Catalan health Service (ES)

Project 2: French-Belgian cross-border health cooperation

Henri Lewalle, European affairs and cross-border cooperation officer, ANMC (national Alliance of Christian mutual health insurance companies) (BE)

Project 3: Italy/Austria/Slovenia cross-border health cooperation

Luigi Bertinato, Veneto Region, manager of the international social and health relations Department (IT)

Presentation of the recommendations

Stéphane Jarlegand, secretary general, director of international affairs, Nice University Hospital (FR)

Rapporteur

Stéphane Jarlegand, secretary general, director of international affairs, Nice University Hospital (FR)

Responsible MOT

Concetta Mundo, project manager, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

Cross-border health cooperation (cooperation measures between health professionals from two or more countries close to their borders) is now experiencing new developments. There are many forms of such cooperation, of which patient mobility gives only a partial picture. As national health systems have developed in relative isolation, health cooperation actions have encountered obstacles, leading to the implementation of some responses. European Community developments themselves have not been completely unambiguous. The emergence of the concept of the cross-border health Community, broader than that of cross-border health cooperation, enables a new model to be put forward, though still recognising the existing obstacles.

❖ The development of cross-border cooperation in the health sector

Historically, States have always paid attention to their borders, for example attempting to check epidemics there. Other factors have led to the more recent development of cross-border health cooperation.

For health professionals, the development of procedures for response to disasters and other emergencies reveals more than ever the necessity of working together without taking borders into consideration. The growth of cross-border flows in general, including border workers, also alters the perception of patients. Increased awareness of the proximity of healthcare structures and new expectations of the populations motivate exchanges. The existence of innovative facilities and the perception of better quality or more rapid access to care on the other side of the border are factors leading to the development of exchanges. To this must be added the general reinforcement of the idea of Europe, and of course the Community funding made available to the actors.

Little by little, health workers and institutions have mobilised. They have established networked organisations on borders in order to work together. Sharing of good practices, joint training, prevention work and organisation of patient flows have all contributed to improving the medical environment for patients on either side of the border and sometimes to reducing inequalities between the territories.

Collaboration by health actors in cross-border areas soon encountered obstacles related to the fact that health systems have developed in relative isolation (with some Community exceptions such as mutual recognition of qualifications). Instruments for cross-border cooperation therefore appeared necessary.

❖ **Adaptation of regulations to cross-border cooperation**

Some member States have recently adapted their health service planning tools to cross-border cooperation. France, for example, included the cross-border dimension in the preparation of its regional health organisation schemes (SROS 3) for the first time in 2006. Some State-region plan contracts also take account of the cross-border dimension.

Agreements have also been signed between States, regions, funding bodies and healthcare institutions. These can facilitate patient mobility by enabling reimbursement of healthcare expenses, and/or health worker mobility by granting authorisations to practise.

Bilateral instruments are also adopted at national level. Their objective is to facilitate existing cross-border cooperation or to develop such cooperation. For example, France has signed two framework agreements, with Belgium and with Germany. Nevertheless, this type of agreement does not eliminate all the obstacles to the development of cross-border cooperation. Other than the fact that they can be used as factors of recentralisation, their application takes a certain time and does not resolve all the difficulties encountered locally.

France is planning to sign a third framework agreement soon, with Spain. This instrument will facilitate the achievement of a specific and unprecedented cooperation project, the establishment of the Cerdagne cross-border Hospital.

❖ **Limited but growing influence of the construction of Europe on health systems**

Like the other components of social protection, healthcare is not one of the areas which the member States have chosen to harmonise. Some Community competences have nevertheless appeared explicitly, based on the treaties of Maastricht and then Amsterdam. They remain limited to substances of human origin, blood and blood products, and organs. The principle of subsidiarity gives member States the responsibility for the organisation and funding of their health systems.

However, the health sector was affected by the construction of the internal market well before these treaties. This influence has been indirect, on grounds other than health. The development of the internal market for goods, for example, has determined the adoption of directives concerning drugs and medical devices. Health services, as employers, buyers of goods and services and service providers, have been influenced.

The jurisprudence of the Court of Justice of the European Communities has also in a way speeded up this process by defining healthcare (Kohll and Decker decisions in 1998) and hospital care (Smits and Peerbooms decisions in 2001) as services and applying the principle of free circulation to them. The latter takes precedence over the need for prior authorisation to receive care abroad, at least with regard to non-hospital care. Raising doubts with these decisions about the coordination of social protection policies defined by regulation 1408/1971, the European Court of Justice has introduced some legal uncertainty.

On the basis of this jurisprudence, the Commission initially proposed to include health services and the jurisprudence of the Court on patient mobility in the 2004 services directive (the Bolkenstein directive). The exclusion of health services at the near-unanimous request of the member States, the European Parliament and civil society led the European Commission, after a consultation from September 2006 to January 2007, to propose a health initiative which should result in a draft directive at the end of 2007. The issue for cross-border cooperation will be to see what place it will be given in relation to market principles.

❖ The emerging concept of the cross-border health Community

A new concept is now emerging, the cross-border health Community, which goes well beyond cooperation by actors of two border regions to meet common needs. A cross-border Community is characterised by a shared history and culture, together with a determination to strengthen the feeling of belonging through concrete, global and sustainable actions. Health can be one of the pillars of such a cross-border Community. Bringing together health services located on either side of a border reduces geographical disparities by ensuring simple and equitable access to and provision of healthcare. Management and planning of healthcare provision at local level are altered.

This requires adaptation of healthcare provision and local organisation of the health system to take account of all the local actors and the needs of the entire population of the cross-border living area. For this it is necessary to set up local steering committees, which manage and coordinate the implementation of the cross-border health Community.

The establishment of a cross-border health Community is an opportunity to rationalise health services, adapt health policies to local realities, encourage the sharing of competences and expertise, and meet the specific needs of the population. This process must also allow health to be reincorporated into the cross-border territory project.

❖ The problems raised by the establishment of cross-border health communities

Several obstacles nevertheless hamper the emergence of cross-border health communities or even the development of cooperation. The first category are legislative and regulatory and are overcome only partly or not at all by existing instruments. The organisation of health systems differs between countries, along with the amounts and rules of reimbursement and the selection of the care and drugs covered. These different elements, the consequence of different social protection choices, make the drawing together of two health territories a complex exercise.

The other obstacles relate to increased mobility of patients and health professionals. A high flow of patients may unbalance the intake capacity of health services and have a negative effect on healthcare quality. Conversely, migration of healthcare professionals may lead to shortages in some regions and thus reduce access to healthcare. Foreign health professionals may not meet patient expectations, as their training, in particular that of nurses, differs between countries. There may also be language problems.

This means that, whereas one of the objectives of cross-border cooperation and communities is to ensure equal access to healthcare, these movements of patients and professionals may cause inequality of access to healthcare.

Another obstacle is competition between healthcare providers. The introduction of hospital funding mechanisms based on volume of activity may oblige hospitals to attract more patients, including those cared for previously on the other side of the border.

Despite these obstacles, it is nevertheless possible to find solutions for the development of cooperation and the establishment of cross-border health communities. Several recommendations can be addressed to Community institutions, competent authorities in the member States and cooperation actors.

❖ Recommendations

Recommendation 1: Improvement of frameworks and instruments

LOCAL LEVEL

- Formalise cooperation by an agreement between all the stakeholders.
- Incorporate cross-border cooperation projects into establishment projects.

REGIONAL AND NATIONAL LEVELS (COMPETENT HEALTH AUTHORITIES IN MEMBER STATES)

- Adopt a legal basis for cross-border cooperation (agreements between healthcare providers and health insurance organisations; bilateral agreements; authorisations to set up pilot projects).
- Participate in the development of assessment tools and in the assessment of cross-border initiatives.
- Continue the opening-up of healthcare reimbursement between payment organisations in cross-border areas by means of framework and local agreements.
- Encourage the establishment of centres of excellence.

EUROPEAN LEVEL

- Continue to fund cross-border cooperation projects with Community funds (European territorial cooperation Objective 3).
- Provide clearer information about funding programmes, procedures for responding to calls for proposals and project selection; make experts available to help respond to calls for proposals.
- Try to limit the legal uncertainty felt by citizens: do not allow jurisprudence alone to define citizens' rights.

Recommendation 2: Assistance with project set-up and governance

LOCAL LEVEL

- Ensure the relevance and satisfactory completion of projects by conducting analysis of the real needs, cross-border added value, and available human, material and financial resources, by making sure that all political partners (in particular local political leaders) are fully involved in all phases, by taking account of other cross-border cooperation projects (past and present), and by defining or adapting assessment tools before project start-up.
- Reinforce the role of euregios and similar cross-border structures.
- Experiment with new instruments such as the EGTC.

EUROPEAN LEVEL

- Develop an assessment procedure for cross-border cooperation projects which could be used by those involved (guidelines, methodological advice, indicators).

Recommendation 3: Information, sharing of good practices, networking

LOCAL LEVEL

- Encourage discussion with the committed partners on other cross-border cooperation topics.
- Develop language training in order to speak that of the partners.
- Communicate more with the population on European projects.

ALL LEVELS

- Promote sharing of experience and information; support cross-border cooperation by developing databases and networks facilitating partner identification; promote examples of good practice by establishing networks between actors.
- Organise conferences on health and the cross-border situation; establish an information centre on cross-border health activities; promote cross-border cooperation projects.

All of these recommendations must contribute to the emergence of true cross-border health communities incorporated into cross-border territory projects.

Summary of the discussion

Serge Comin, Mons Hospital Centre (BE), considered that the sector lacks instruments, above all legal ones. What instruments for non-profit structures?

The answer is based on the nature of the associations that can be members of an EGTC: associations not reporting to a public-sector body can join an EGTC.

The structures concerned must satisfy at least one of the following three criteria:

- activity receiving the majority of its funding from the State, territorial authorities or other public-sector bodies,
- management subject to monitoring by the above entities,
- an administrative, management or monitoring body of which more than half the members are appointed by the State, territorial authorities or other public-sector bodies.

Anne-Marie Michel, Catholic University of Lille (FR), thought that it is also necessary to clarify the question of competences. There should be an “aspiration” to comparability of competences. She suggested that the MOT play a coordinating role on these questions.

For Pascal Garel, director-general of the European Hospital and Healthcare Federation (HOPE), the basic question is to decide what is the best level of competence. The problem arises at local level, since the State retains competence for health. The role of the European Union is less evident.

For Luigi Bertinato, manager of the international social and health relations Department, Veneto Region (IT), the cooperation approach and the question of competences are valid only if there is an emergency making the initiation of cooperation obligatory.

Michel Demarteau, Hainaut health monitoring Unit (FR/BE), judged the framing of the workshop to be too narrow. He would have liked to open up the discussion to areas other than the specific field of hospital-based care linked to healthcare provision. It would also be interesting to approach the topic in terms of cross-border public health policy; there should be an overall policy for the territory.

Olivier Baudelet, European Commission DG Regio, formulated his comments on the recommendations by providing some information:

- Recommendation 1, paragraph 1 (on EC funding): the EC health budget has increased; projects are in preparation and will be launched at the beginning of 2008.
- Recommendation 1, paragraph 2 (for more information about the programmes): it is up to the managing authorities to provide information about funding options.
- Recommendation 1, paragraph 3 (on legal uncertainty): the health directive must be adopted by the twenty-seven member States; it is therefore particularly difficult to reach an agreement.
- Recommendation 2, paragraph 1 (on project assessment procedures): it is not necessarily up to the European Union to do this, since consultations among twenty-seven, with an “inter-departmental” aspect, would be long. Assessment should preferably be conducted by regional entities.
- Recommendation 3, paragraph 1 (on actions to promote and exchange of information): experience-sharing programmes such as Interreg 4C should be targeted to fund networks, conferences, etc.

Martin Niedermayer, Saarland (DE), confirmed that it is difficult to take diversity of language and identity into account at any level other than local. Nevertheless, he wanted to qualify the systematic transfer to the local authorities. It is a question of European subsidiarity, which does not take the regional dimension into account to a sufficient extent.

A participant from Valenciennes (FR), partner of Mons Hospital (BE), wondered whether the Foundation under Catalan law (Cerdagne Hospital) is a “European” answer. Wouldn’t it be useful to define a “cross-border” basis to answer a need that is also “international” in nature (example of emergencies involving foreign tourists)?

Xavier Conill, secretariat manager, Cerdagne cross-border Hospital Foundation (FR/ES), replied that the Foundation is not an end in itself but rather an instrument for bringing the participants together.

For Luigi Bertinato, Veneto Region (IT), the question was to look at things in terms of proximity, according to an “ethical” objective (dealing with the issue of treatment follow-up, for example). This effectively becomes a trans-European action and a question of political determination (as is the case for the circulation of patients between two Italian regions and the State of Slovenia, for example).

For Jean-Jacques Romatet, director of Toulouse University Hospital (FR), health should be separated from social protection issues, because it is in this assimilation of the issues to be dealt with that the majority of the pitfalls arise.

Catherine Romanens, director of the La Palmosa Hospital, Menton (FR), defined the notion of a cross-border health Community. This term reproduces the formulation “European Community”, even though the latter does not deal with the subject (through lack of role/competence). It has been taken up by Menton in the context of a partnership agreement establishing such a health Community with the Italian part (local health Agency of Imperia, IT). This notion is important because it emphasises the health project/territory linkage.

Workshop 8

Environment:

"taking care of our common territory"



Speakers

Presidents

Hugues Geiger, vice-president of the Strasbourg urban Community with responsibility for the environment (FR) and Heidi Goetz, first officer of the Land for the District of Ortenau (DE)

Moderator

Gilles Mulhauser, nature and landscape director at the territory Department, Republic and Canton of Geneva (CH)

Project 1: Crisis management (FR/IT)

Jean-Pierre Gautier, head of section natural risks, Provence-Alpes-Côte d'Azur Regional Council (FR)

Projects 2 and 3: River (FR/ES and FR/BE)

Fabienne Sans, SMEAG (Garonne research and planning Agency) (FR) and Jérôme Lobet, coordinator of the Interreg 3 Semois-Semoy basin project (BE)

Project 4: The Körös-Crisuri border basin (HU/RO)

Corina Boscornea, national Administration "Apele Române" (RO)

Project 5: Cross-border consultations of the authorities and the public on projects with significant environmental impact in the Upper Rhine space (FR/DE/CH)

Michael Umhey, specialist collaborator, presidential Office of the Government at Freiburg (DE)

Presentation of the recommendations

Gilles Mulhauser, nature and landscape director at the territory Department, Republic and Canton of Geneva (CH)

Rapporteur

Daniel Dürr, University of Lyon 2 (FR)

Responsible MOT

Jean Rubio, project manager, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

In 2001 the Gothenburg European Council added an environmental strand to the Lisbon strategy, giving the European Union a sustainable development strategy.

Of course, taking the environment into account, “taking care of our common territory”, must not be seen as contradicting the competitiveness objectives of the Lisbon strategy; on the contrary, the quality of the environment is a factor in the attractiveness and competitiveness of territories.

The environment does not recognise any borders; cross-border territories are already or must become spaces of responsibility for and joint management of habitats, pooling resources on topics such as:

- pollution control (air, groundwater, watercourses and coasts, etc.),
- natural (e.g. flooding) and technological hazard prevention and management,
- waste management,
- natural spaces and biodiversity, etc.

This naturally applies to specific cross-border spaces such as mountain ranges, maritime or river basins and protected spaces. It also applies to cross-border urban areas, as Stated in the “thematic strategy on the urban environment” (European Council, June 2006).

Responsibility for territories, in particular cross-border territories, goes beyond thematic aspects to include a cross-cutting dimension, that of sustainable territorial development.

Although on some borders the common environment can be a factor making communications more difficult (the case of mountain ranges) or the subject of cross-border disputes (water, classified facilities in border areas, etc.), if covered by cross-border cooperation, it can on the contrary encourage joint awareness-raising, overcome divergences on either side of the border, and become a factor of policy convergence, peace and stability.

❖ The challenge of sectoral cooperation projects on the environment

The challenge regarding the cross-border environment is, first of all, to set up cooperation projects in order to preserve and develop the common heritage.

There are many examples of cross-border cooperation on the environment:

- **Watercourses**

- SMEAG (cross-border Garonne) (ES/FR) (refer to project sheet Establishment of a cross-border monitoring Unit for the Garonne as part of Interreg 3A project “The Garonne valley, a cross-border territory” and website www.garona-i-garonne.com)
- Semois-Semoy river contract (BE/FR) (refer to article The Semois-Semoy cross-border river contract between Belgium (Wallonia) and France and website www.semois-semoy.org)

- Körös-Crisuri cross-border basin (HU/RO) (refer to project sheet Transboundary River Basin Management of the Körös-Crisuri River and website http://www.icpdr.org/icpdr-pages/projects_programmes.htm)
- Upper Rhine conference (river and groundwater) (DE/FR/CH)
- **Sanitation**
 - Geneva: LGTC (CH/FR)
 - Lille (BE/FR)
 - Bourg Madame (ES/FR)
- **Urban** (cooperation between the Zweckverband Abfallbehandlung Kahlenberg and the CUS (Strasbourg) (DE/FR)), **agricultural and industrial waste management**
- **Energy**: Geneva (wood) (CH/FR)
- **Biodiversity**: Living Pyrenees (ES/FR); Geneva: ecological corridors (CH/FR)
- **Landscape**: Lille Métropole natural space (BE/FR); Geneva green-blue plan (CH/FR)
- **Natural hazards management**: Roya basin (refer to project sheet RIVES; hazards in mountains) (FR/IT)
- **Industrial hazards management**: establishment of a cross-border committee within the Strasbourg conurbation permanent secretariat for the prevention of industrial pollutions (S3PI) (DE/FR); transport of dangerous substances (BE/FR)

It is of primary importance to encourage local initiatives and management (political, financial) by local stakeholders. Hazard management, for example, is more effective and more reactive at local level.

Nevertheless, even though cross-border cooperation on the environment is, as in all other areas of cooperation, a win-win game, the cross-border dimension is, at least initially, a factor of complexity and additional costs:

- lack or heterogeneity of statistical data, absence of cross-border studies,
- mutual lack of knowledge of the entities involved, legislation and management procedures,
- disparity of competencies,
- lack of benchmarks and consultation mechanisms, and of collective management tools,
- superimposition of different systems which risk neutralising each other (for example on the Danube, with the coexistence of the International Commission and bilateral agreements).

Many questions have answers in national but not cross-border contexts (legal liability (liability in the case of pollution, for example), funding procedures, tax (VAT), etc.).

There are several types of solution to such difficulties:

- structuring of knowledge-sharing: observation and monitoring (e.g. biomonitoring of dioxin fallout), to be conducted locally with support from higher levels (including European, refer to data such as CORINE Landcover, INSPIRE directive, etc.) (e.g. GIS pilot project on the river Tisza; SMEAG),
- structuring of consultation, joint planning, ensuring consistency of projects (e.g. cross-border water management scheme (SAGE)),
- pooling of public funding on either side of the border,

- cross-border management structures (e.g. Geneva sanitation LGTC (CH/FR)).

Moreover, local environmental actors (local authorities, associations, etc.) are often limited in terms of legal, human or financial resources. It is therefore important that higher-level actors are able to help them with funding and with technical and legal resources:

- regions (and decentralised departments of the State if appropriate), which have a role to play in the structuring of cross-border cooperation and in involvement alongside local actors in certain projects

- territorial cooperation programmes (Interreg); the function of Interreg is to facilitate the action of project holders and capitalise the successes, with the aim of sustaining cooperation

- States and European institutions, where regulatory and legislative aspects are concerned.

This last point covers various questions.

Regulations and laws must take account of the particular characteristics of the cross-border situation (for example establish or improve the legal instruments employed to hold projects: conventions, joint institutions using national legal supports, resulting from bi- or multi-lateral treaties (LGTC, etc.); European instruments (EGTC) (refer to the legal workshop).

Even though the development of a European standard, particularly with regard to the environment, is in theory a factor facilitating cross-border cooperation, the application of acts and regulations remains different on either side of borders (for example: differences in implementation of Natura 2000; the German and French air pollution control plans, put into effect on their respective sides of the border, are the consequence of European legislation but do not take account of the cross-border space), making coordination between States or harmonisation of legislations indispensable; whence the importance of establishing coordination mechanisms on each border (e.g. the French-Genevan regional committee; the system set up following the work of the French-Belgian parliamentary working group for the Lille-Kortrijk-Tournai Eurometropolis) involving the States and regions while bringing local actors on board.

Lastly, cross-border work on these environmental matters generates dialogue on differing environmental perceptions, resulting in broadening of the views of participants on either side of the border. Cross-border cooperation is seen to be a laboratory of innovation and European integration.

❖ The challenge of the territorial approach: sustainable development of the cross-border territory

Going beyond the sectoral cooperation projects mentioned above, the preservation and development of the environment necessitate an overall approach on the scale of the territories (control of mobility through coordinated urban planning and transport policies; conciliation of economic development and preservation of resources: sustainable tourism, etc.).

Such an approach necessitates full involvement of the citizens, who must be made aware, informed or trained, and involved in the management of the joint space, its costs and its benefits, directly and through the joint action of their elected representatives.

Here again there is a specific cross-border aspect, since national systems on either side of the border must be linked, a cross-border dialogue must be established and developed between elected representatives, citizens, civil society, etc., and a cross-border environmental citizenship must be adopted, a component of a cross-border and European citizenship.

Other than the difficulties listed above for projects, one problem, encountered in all territories, is more pronounced in the cross-border context: lack of participation of the population (“What’s it got to do with us?”) and lack of interest of elected representatives. Moreover, the cost of awareness-raising and consultation actions is also increased by the cross-border dimension (linguistic issues, etc.).

Legislation on environmental impact is relatively developed, but its implementation is still often a formality, and the transition to genuine citizen involvement remains an issue (for example, consider the process of strategic environmental assessment of 2007-2013 European cohesion policy programmes). In this respect the cross-border consultation mechanism introduced by the Upper Rhine conference is an interesting step forward (refer to project sheet Procedures for cross-border consultation of authorities and the public on projects with significant environmental impact).

How can cross-border territories, through an integrated strategy and on their scale, contribute to sustainable development (for example by means of local agenda 21 programmes)? How can they adapt to climate change (floods, drought, etc.) for example, or contribute to its mitigation?

How can they respond to the needs of their citizens and involve them in responsibility for territorial management?

In this context the following points can be covered:

- the different uses of the environment (for example for water, domestic use (drinking water, sanitation), economic development (agriculture, etc.), recreational uses, etc.),
- the issue of hazards: the citizens want to be protected, benefit from emergency services; but some level of risk must be accepted (e.g. on flood plains).

Different types of cross-border territory are concerned, where this cross-border environmental governance must take different forms:

- urban and periurban territories: Lille Metropolis natural space: green areas and watercourses (BE/FR); Canton of Geneva: green-blue plan (CH/FR) (refer also to the cross-border conurbation workshop),
- rural territories,
- natural territories such as forests and mountains (refer also to the cross-border natural and rural territories workshop),
- maritime basins (refer to the maritime cooperation workshop),
- watercourses: Semois- Semoy, Garonne, Roya, Körös-Crisuri.

The case of watercourses is particularly illustrative: within the framework of national legislations, the need to manage them has led to the establishment of new “territories” (catchment agencies in France). How can this be transposed to the cross-border case? In the EU context? With non-EU-member countries? Over and above the functional necessities involved in their management, watercourses have a strong symbolic dimension favourable to ownership by the inhabitants, to the feeling of belonging to a given territory; they federate local development. Cross-border rivers are

links (e.g. Jardin des 2 rives (J2R) between Strasbourg and Kehl (DE/FR)), crossing points between the territories located either side of borders. This makes them vectors for bringing populations together, for building cross-border solidarity.

❖ Recommendations

LOCAL LEVEL

Recommendation 1: Towards joint management of the cross-border environment in the various sectors concerned

- Establish cross-border ownership for joint management of projects, sponsored by local authorities and local actors, with a legal structure (e.g. convention, structure such as the EGTC).
- Identify mechanisms for funding cross-border investments, and back them with regional, national and European co-funding (ERDF, Life +, etc.).

Recommendation 2: The environment, component of sustainable development of cross-border territories

Develop environmental governance of the different types of cross-border territory (urban, rural, basins, mountains, etc.) by developing:

- shared observation (e.g. GIS),
- information sharing between local authorities, for example with regard to regulatory and technical frameworks,
- coordination and planning at local cross-border level (cross-border agenda 21 programmes),
- involvement of elected representatives, awareness-raising and participation of citizens and businesses.

REGIONAL AND NATIONAL LEVELS

Recommendation 3: Towards multi-level governance of the cross-border environment

- Support local authorities, particularly at the regional level, in the exercise of their competences regarding the cross-border environment.
- Organise coordination by border at the higher levels (regional, national) within the framework of bi-/multi-lateral agreements, with participation by local authorities.
- Coordinate, adapt and harmonise the national and regional legal and technical environmental legislations and regulations according to the needs of the cross-border territories.

EUROPEAN LEVEL

Recommendation 4: For European support for the cross-border environment, a factor of European integration

- Adapt the European framework (Community legislations and initiatives relating to the environment) to the specific cross-border situation (e.g. amend the water framework directive to provide for cross-border sub-basin plans).
- Develop methodologies and harmonise data (Inspire, etc.).
- Continue support for cross-border cooperation (cohesion policy).

<p>- Facilitate the capitalisation and transfer of experience on the environment between cross-border territories.</p>
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Summary of the discussion

Co-president Heidi Goetz, first officer of the Land for the District of Ortenau (DE), opened the discussion by emphasising the length of administrative circuits until a decision is reached.

Local participants have mobilised to overcome this problem. Following meetings and seminars (including at the Strasbourg/Kehl Euro-Institute), the problems of languages and understanding of the other side have been at least partially resolved.

Today cooperation on the environment has become materially possible.

Co-president Hugues Geiger, vice-president of Strasbourg urban Community (FR), returned to the topic of terminology problems. He described the difficulties he encounters in the practical side of his work for waste processing in a cross-border context. In Germany, local partners have set up a system of biological and mechanical processing, but in France there is an incinerator. He regretted the near-impossibility for the moment of establishing joint processing (and of letting the French benefit from German technological progress).

He also reported serious problems of compatibility of regulations. The solution seems to involve arbitration, which should overcome the differences between French and German legal cultures.

Jean Verdier, director-general of services of the SMEAG (Garonne research and planning Agency) (FR), considered that environmental problems have borders (contrary to what others have said), but that they are not the political borders. They are fuzzy borders, determined by geography (climate, situation, etc.).

Regarding the Garonne, the problems are above all quantitative (low water), but they are not really taken into account by the European Union (which considers water problems above all from the qualitative aspect).

For Jean-Pierre Gautier, Provence-Alpes-Côte d'Azur Regional Council (FR), the limitations of the European Union arise from the difficulties it has in recognising the identity of ecological territories, such as a catchment area, for example.

Danai Antonakou, executive advisor at the Prefecture of Athens (GR), thought that for dealing with affairs relating to desertification, climate change and groundwater pollution it would be preferable to move beyond the specifically cross-border context and encourage the emergence of a collaboration between all the regions experiencing common problems.

The workshop working group leader Gilles Mulhauser, nature and landscape director at the territory Department, Republic and Canton of Geneva (CH), emphasised that cross-border spaces invent new boundaries, revealing the limitations of both inter-State and intra-State divisions.

He wondered whether the perception and handling of environmental problems showed differences between urban and rural cross-border territories.

For Jean Verdier, this difference was clearly established. Some rural residents seem less concerned by the dangers threatening natural spaces. They consider that nature has sufficient resources to overcome such problems.

Conversely, in urban environments, there is a capacity for analysis and action, a willingness to defend certain spaces considered to be remarkable.

Hugues Geiger saw this duality as less marked: problems arise with the same severity for both urban and rural residents. He emphasised the importance of controlling urban sprawl and the need to establish farming buffer areas.

For Gilles Mulhauser, the cross-border space must enable these differences to be reduced (it erases the usual boundaries and redraws the territories).

Florian Lebeau, European programmes officer at Bretagne Regional Council (FR), Stated that his region is now eligible for cross-border programmes. This raises serious problems of scale for his authority.

Pascale Simon-Struder, Eurodistrikt-Referentin, Landratsamt Ortenaukreis (DE), considered that it is necessary to introduce children to cross-border environmental activities. It is an educational necessity.

Hugues Geiger regretted that this type of approach raises serious problems in terms of the liability of the accompanying persons (usually teachers). In this respect, the situation does not appear to be the same in all countries (less difficult in Germany than in France, for example).

In conclusion, Jean-Pierre Gautier proposed the establishment, within the EUROMOT framework, of a standing working group on the cross-border environment to continue the work started by the workshop and act as a source of proposals and a monitoring entity.

The rapporteur Daniel Dürr, University of Lyon 2 (FR), emphasised the need to make an effort for better provision of information to all involved in cross-border cooperation.

Workshop 9

Public transport: "encouraging day-to-day mobility"



Speakers

President

Christian Eckert, vice-president, Lorraine Regional Council (FR)

Moderator

Michel Seelig, deputy director of external relations and partnerships, Transdev (FR)

Project 1: Cross-Border Mobility Scheme For Belval-Alzette (FR/LU)

Pierre Lamotte, director, mobility and transport economy Directorate, Lorraine Regional Council (FR)

Project 2: EUREGIO MOBILITY (DE/BE/NL)

Thomas Clemens, head of the euregional projects, marketing and PR Departments, Aachen regional public transport Authority (Aachener Verkehrsverbund GmbH) (DE)

Project 3: Cross-border road transport organising authority for the France-Geneva area (CH/FR)

Fabrice Etienne, public transport manager, transport and traffic Office of the Canton of Geneva (CH)

Presentation of the recommendations

Michel Seelig, deputy director of external relations and partnerships, Transdev (FR)

Rapporteur

Jean Louis Sehier, director of transport and life in an urban setting, Lille metropolitan urban Community (FR)

Responsible MOT

Ludivine Salambo, project manager, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

❖ Introduction: a factor of territorial integration

This workshop covers cross-border mobility and public transport within cross-border territories, characterised by movements, in particular daily ones across borders (work, leisure and consumption).

It discusses the involvement of various actors — local and regional authorities, other local entities responsible for the organisation of transport, and operators — and their coordination for cross-border mobility.

All modes of cross-border public transport are likely to be considered (urban and interurban, bus and coach, rail links, tram-train, tramway, river and maritime shuttles), paying particular attention to their intermodal linkage.

Mobility issues are at the heart of the functioning of cross-border territories: daily cross-border movements contribute to the construction of these living areas experienced every day by their inhabitants. A driver of development, cross-border public transport provides mobility for workers, schoolchildren and consumers and, on many borders, limits the saturation of road infrastructure, thus favouring sustainable development of the territory.

Urban and interurban road and rail cross-border public transport is undeniably an important factor in the process of territorial and European integration and the concrete implementation of the freedom of movement provided by the Treaty.

❖ Problems observed

▪ Congestion of certain cross-border transport trunk roads

This phenomenon is observed when the provision of public transport does not meet cross-border mobility needs and when long-distance transit services share infrastructure with local flows. It has major consequences on safety and the environment. Some territories are particularly concerned by this problem, such as the Bayonne (FR) - San Sebastian (ES) corridor, where 40% to 50% of transport flows are accounted for by transit traffic, and the Luxembourg (LU) - Thionville (FR) - Metz (FR) corridor.

▪ Persistently inadequate knowledge of the intermodal characteristics of cross-border mobility

Despite growing mobility on borders, observation and knowledge of travel patterns in cross-border territories by organising authorities and operators is inadequate. This is an obstacle to:

- relevant assessment of existing services
- effective planning of infrastructures and of the introduction of new cross-border services

Cooperation actors are confronted with a lack of statistical data on the various transport modes, inadequate communication of such data when they do exist, and the complexity and cost of household surveys³⁷.

▪ **Incomplete consideration of cross-border public transport in local, national and European policies**

Sectoral policies at all levels (local, regional, national and European) take little account of local cross-border transport, resulting in obstacles to the action of cross-border public transport actors. As it is not always a political priority, the local cross-border transport sector suffers from a lack of both funding³⁸ and long-term funding sources³⁹.

With regard to planning, the French example shows that, at local level, French town planning documents (urban travel plans and territorial cohesion schemes) are unsuited to the cross-border situation. At the same time, in most cases cross-border territory projects on French borders avoid the question of transport. Under these conditions, how can it be ensured that public transport meets the needs of the inhabitants? In its white paper on transport⁴⁰, the European Commission States that “the lack of an integrated policy approach to town planning and transport is allowing the private car an almost total monopoly”.

At national level, the absence of a model legal structure promoted by all entities involved in cross-border transport leads such actors to experiment with the application of domestic law in areas not covered by the texts.

There is also a lack of mobilisation of national authorities on the issue of local cross-border transport. In 2004, when the European Commission invited the member States to give their opinion on the opportuneness of reforming Community regulations⁴¹, few national authorities responded. No reforms were introduced, despite the fact that Community regulation 12/98 on cabotage, which defines the conditions under which carriers of a member State can operate in the internal market of another member State and which applies to the operators of cross-border routes, raises problems: a carrier operating for authorities located on either side of a border may have competition from another carrier operating on the basis of a Community international transport licence, issued by the national authority, with no linkage to the local authorities. It must be pointed out, however, that following an exchange of notes between the two countries in connection with the Franco-Swiss agreement of 1951, cabotage has been admitted on the Franco-Swiss border as of the beginning of 2007. The present procedures of purely administrative licensing by the States concerned are a

³⁷ Examples: The Great Region (Saar-Lorraine-Luxembourg-Wallonia-Rhineland) transport commission organises regular meetings to pool experiences, allow early discussion of planned strategies, and strive for cross-border and intermodal coordination of the projects examined by the various partners. A forward-looking strategic study on passenger and goods mobility developments in the Great Region has been undertaken within this framework, in order to assess mobility prospective for the Great Region territory. See project sheet on the household survey between Wallonia (BE) and the Lille Urban Community (FR).

³⁸ Example: the *versement transports* (transport levy), a French tax, is difficult to transpose to a cross-border situation. How can businesses be expected to pay a tax to fund a bus route enabling workers to find jobs in the neighbouring country? How can a local authority tax businesses that are not on its territory?

³⁹ See project sheet on the Sarreguemines-Saarbrücken tram-train.

⁴⁰ European Commission White Paper: “European transport policy for 2010: time to decide”, 2001.

⁴¹ Council regulation 12/98 laying down the conditions under which non-resident carriers may operate national road passenger transport services within a member state. Definition of “cabotage”: road passenger transport service operated temporarily by a carrier of one member state in another member state without having a registered office or other establishment in that state.

source of legal uncertainty; but above all they do not ensure any consistency with the objectives of coordinated territorial planning.

At European level, local cross-border transport merits better recognition. In its 2001 white paper on transport the European Commission discussed cross-border issues in terms of “trans-European networks”, without reference to local cross-border transport: in order to relieve congestion of international corridors it recognises the investment needs for major rail infrastructure, and more particularly cross-border rail infrastructure.

In addition, the European Commission has recently published a green paper “Towards a new culture for urban mobility”⁴² which does not recognise the specific characteristics of transport within cross-border conurbations. After public consultation ending in March 2008, this green paper will be used as the basis of an action plan to be published the same year.

Despite this deficient recognition of local cross-border transport in its strategies and policies, the European Union has supported many projects through its Interreg programmes: studies, introduction of single tickets, joint communication strategies, construction of transport infrastructure, etc.

▪ **A heterogeneous regulatory and technical working framework on either side of the border**

Despite growing cross-border public transport needs in Europe, cross-border transport provision still has an “experimental” character. Its development encounters substantial technical, institutional and political difficulties:

- differences between systems and between technical regulations on either side of borders (environmental requirements, electrical power supply, safety, personnel training, etc.)
- great diversity of levels of competence and working procedures of transport organising authorities on either side of borders (operator selection, fare setting, funding sources, etc.).

The organisation of a coherent cross-border transport network thus necessitates, for some States, the involvement of a large number of organising authorities in order to assemble the necessary competences, whereas in neighbouring countries there may be a single competent authority with more substantial financial resources. This type of financial imbalance between partners is likely to act as a brake on the emergence of cross-border projects. A sound legal basis, in the form of a cooperation agreement or a joint structure, is necessary in order to overcome these difficulties and attract investment. The use of these legal instruments in the context of transport is far from evident in certain cases; for example, in France the local authorities, which are transport organising authorities, cannot sign an agreement with a neighbouring State, even when the latter is competent in transport matters.

Conclusion

In spite of the difficulties encountered, cross-border public transport actors have worked around the obstacles raised by borders in order to establish and manage cross-border public transport networks and routes. It is important to disseminate these good practices. However, better

⁴² http://www.ec.europa.eu/transport/clean/green_paper_urban_transport/index_en.htm

accounting for cross-border mobility and transport by national and Community actors is one of the conditions for more coordinated development of cross-border territories.

❖ Recommendations

The organisation of cross-border public transport raises complex issues concerning different scales: multiple actors and operators, necessary coordination of competent authorities on either side of borders, consideration of these issues by the different levels concerned, application of Community regulations, and integration of transport into cross-border territory projects.

Recommendation 1: Towards better knowledge of travel patterns within cross-border territories

Promote the publicising of statistical information, “institutionalise” cross-border statistical observation by integration of cross-border-related data in the work of statistical monitoring bodies, networking of national statistics offices and establishment of local cross-border monitoring bodies.

Recommendation 2: Towards a cross-border dialogue on local cross-border transport

- Promote information exchange between planners, technicians, politicians, organising authorities and operators on either side of borders by networking, organisation of topical groups and circulation of relevant documents (legislation, planning documents, etc.).
- Encourage the establishment of cross-border entities or commissions on transport issues in order to encourage coordination of initiatives and development of joint projects. To this end, the signing of protocols between the stakeholder partners is desirable in order to move towards a comprehensive mobility policy.

Recommendation 3: Towards a cross-border governance structure - From coordination to integration

- Institutionalise the partnership between the organising authorities on either side of borders in order to enable assessment and definition of needs and organisation and assessment of services.
- Promote partnership between organising authorities and operators at all levels: strategic, planning and technical.
- To accomplish this, encourage the establishment of joint cross-border structures which are the most integrated form for management of a cross-border transport network or route (such as LGCCs (local grouping for cross-border cooperation), EGTCs (European grouping of territorial cooperation). These cross-border organising authorities will have the same prerogatives as any organising authority: establishment and organisation of the service, operator selection (in the absence of a legal monopoly), definition of service quality and fares, and monitoring of the service.

Recommendation 4: Towards recognition of cross-border transport at European and national levels

Promote political and legal recognition of cross-border public transport issues in order to provide users with safe, efficient and high-quality transport services:

- Authorise cabotage for cross-border public transport: operators must be able to organise and serve cross-border territories in a coherent way on either side of the borders. In particular, the measures taken on the French-Swiss border should be applied on all borders.

- Encourage the States, when they apply regulation 12/98/EC, to consult the competent local authorities on either side of borders, in order to assess the relevance of new routes with regard to the cross-border network as a whole.

Recommendation 5: Towards the identification of funding sources

- Acquire a critical financial mass in order to support cross-border local transport initiatives.
- Make use of Community funds from programmes under the three objectivesⁱⁱ of the European 2007-2013 cohesion policy, along with the opportunities offered by European funds dedicated to the Trans-European Network- Transport⁴³ of the Directorate-General for Energy and Transport (European Commission) and by European Investment Bank loans.

These instruments could be used: to improve availability of information to users on the multimodal provision of public transport (establishment of cross-border information centres, for example); to set joint fares on cross-border routes; to develop the use of vehicles with a genuine cross-border identity; and to implement joint awareness-raising and information campaigns aimed at the populations concerned.

Summary of the discussion

Workshop president Christian Eckert, vice-president of the Lorraine Regional Council and MP for Longwy (FR), introduced the work of the workshop by presenting a region he knows well, Lorraine, the only French region bordering three States (Germany, Belgium and Luxembourg).

He noted that border workers account for more than 50% of the working population in Lorraine. The Alzette-Belval cross-border site on the France-Luxembourg border, a project aiming to bring together businesses close to the border, has received a billion euros of investment from Luxembourg and concerns a population of twenty thousand to twenty-five thousand. This territory, dominated by Esch-sur-Alzette, the second-largest urban area in Luxembourg, experiences near-unilateral daily movement flows from Lorraine to Luxembourg. Christian Eckert emphasised that these facts make mobility a factor of integration of this territory.

This high mobility causes problems for the management of the road infrastructure. The territory partners have been confronted with specific issues related to the saturation of the railway network, originally designed for steel industry traffic, to the adaptability of urban planning documents on either side of the border and to the number of organising authorities for public transport on the French side. Regarding the State level, the president regretted that the concepts adopted by the national authorities for major infrastructures do not accommodate factors specific to cross-border areas.

Despite this assessment, Christian Eckert considered that the essential step of raising awareness had been taken, and that it was now necessary to take action at all levels.

Pierre Lamotte, from the Lorraine Regional Council (FR), presented the cross-border mobility scheme (SMOT) around the Belval-Alzette hub on the France-Luxembourg border. This project, the result of a shared vision of mobility on both sides of the border, aims to develop a formerly disused industrial site by establishing “attractive, simple, reliable and sound” transport provision, working on provision, services and investment in an overall and coordinated manner. This raises real issues of

⁴³ Community transport infrastructure development programme.

governance and transversality between spatial planning and mobility policies in the cross-border context.

Answering a question on the Belgian involvement, Pierre Lamotte noted that there are two levels of cooperation: a first, local, level associating French and Luxembourg partners, and a second level in the Saar-Lor-Lux cooperation.

A representative of Esch-sur-Alzette Municipal Council Stated that consideration is being given to the establishment of a European grouping of territorial cooperation for organising the transport services between the municipalities of the territory.

Thomas Clemens of the Meuse-Rhine Euregio presented this cooperation space located on the borders of Germany, Belgium and the Netherlands. Emphasising the strong economic potential of this territory, he noted that the Euregio partners are working together to benefit fully from this potential by promoting better accessibility of the territory. In order to promote the establishment of an integrated transport system and investigate the means of dealing with the difficulties raised by the existence of borders (inadequacy of direct links, lack of access to timetables, lack of clarity of fares, absence of a joint marketing action, different organisational structures), Thomas Clemens noted the establishment of a working group, an informal structure, involving all the rail and road transport organising authorities of the territories concerned. This has led to an Interreg 3A project on the setting-up of a joint coordination point, a joint marketing strategy, the building of new stations and other developments.

To a question on the levels of the participants in this cooperation, Thomas Clemens answered that a steering committee of political decision-makers adopts the working programme: members include the Flanders region, Wallonia, Province of Limburg, and the transport organising authorities of Aachen and Rhineland-Palatinate. Carriers can also be involved in the discussions. Thomas Clemens emphasised that the informal structure of the cooperation satisfies the various partners.

Fabrice Etienne, Canton of Geneva (CH), then reported on the situation of cross-border cooperation on public transport in the France-Vaud-Geneva basin (FR/CH). Initiated in 2001 by the setting-up of a working group, the work of the partners on both sides of the border has led to concrete results: a major section dedicated to cross-border public transport in the conurbation project, authorisation of cabotage for the French-Swiss border and, in December 2006, the establishment of a cross-border public transport organising authority in the form of a local grouping for cross-border cooperation (LGCC).

Fabrice Etienne emphasised that the LGCC is the operational instrument which manages the public transport routes for the organising authorities, and that the latter retain powers to make funding decisions. Of the eight organising authorities covering the territory, two have chosen not to join the structure (the Rhône-Alpes Region and the Annemasse Community of municipalities). As a forum for discussion and debate based on a clear organisation and working method, the LGCC has enabled important decisions to be made. Among the problems persisting despite the establishment of a LGCC, Fabrice Etienne mentioned the lack of coordination between the network managed by the LGCC and the one managed by the two organising authorities of the territory which are not members of the structure.

A participant congratulated the France-Vaud-Geneva space for the consistency between the conurbation project and the metropolitan area cooperation project (coopération métropolitaine). She wondered about options other than the LGCC for legal structuring.

Another participant reported discussions in progress between the partners of the Lille-Kortrijk-Tournai Eurometropolis (FR/BE) concerning the establishment of EGTCs or LGCCs by cooperation topic, including for public transport.

On the possibility of broadening the present partnership, Fabrice Etienne noted that the LGCC statutes were drafted in a way that facilitates joining by new members. The Rhône-Alpes region might join within the next year.

Questioned about the collaboration with the State authorities who grant the various permits, Fabrice Etienne explained that, on the Swiss side, the Confederation has the power to refuse to grant permits but its participation as funding source means that usually it does not object.

A participant drew attention to other obstacles raised by the diversity of fiscal legislations.

Another participant placed the emphasis on the opportunity provided by the green paper on urban mobility, open for consultation until March 2008 by the European Commission, to put forward the six recommendations set out in the framing memorandum and discussed with the audience. The MOT could prepare a joint response in collaboration with its network.

Michel Seelig, Trandev (FR), then presented the recommendations, addressed to the European, national, regional and local levels, to respond to the specific difficulties encountered in cross-border territories regarding mobility and public transport.

A participant noted that the need to conduct cross-border studies involving the competent entities either side of the border should be remembered (cf. recommendation 1).

In conclusion, Christian Eckert congratulated the MOT for the diversity of the borders represented at the conference and within the public transport workshop, sign of a EUROMOT taking off. He expressed his satisfaction regarding the diversity of the topics covered by the presentations: preparation of planning documents and integration of spatial planning and transport policies in the cross-border situation, implementation of joint cross-border fare structures and marketing strategies, establishment of cross-border transport organising authorities, EGTC or LGCC, and superposition of joint cross-border structures in a given territory.

Workshop 10

Culture and territorial integration: "richness from diversity"



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Speakers

President

Catherine Cullen, deputy for cultural affairs, Lille City Council (FR)

Moderator

Pascal Brunet, director, Relais Culture Europe (FR)

Project 1: Wales/Ireland - Cultural Co-operation and Touring (CCAT) (UK/IE)

Gill Ogden, performing arts officer, Aberystwyth Arts Centre (UK)

Project 2: Biarritz cross-border choreographic Centre (FR/ES)

Filgi Claverie, director, DANTZAZ elkarte (ES)

Project 3: Towards a euroregional cultural engineering platform (FR/BE)

Donato Giuliani, head of the euroregional and international cultural cooperation Department, culture Directorate, Nord-Pas de Calais Regional Council (FR)

Project 4: Great Region - Coordination of cultural cooperation (FR/BE/LU/DE)

Claire Diot, regional coordinator, Luxembourg Greater Region European capital, Lorraine Regional Council (FR)

Presentation of the recommendations

Pascal Brunet, director, Relais Culture Europe (FR)

Rapporteur

Muriel Faure, "Sentinelles de Alpes" project, Mission Prospective Développement (FR/IT)

Responsible MOT

Domitille Ayral, project manager, Mission opérationnelle transfrontalière

Silvia Gobert-Keckeis, project manager, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

❖ Issues

The current European context is marked by fundamental debates: foundations of European construction and development of a citizens' Europe; definition of a new European social model fully incorporating the objectives of sustainable development; definition of a role for the European Union on the international stage, particularly in its links with its neighbours to the east and south.

In this setting, the cross-border territory appears to be an essential place for working on these issues. It is a place for implementing the objectives set by the Union in the Lisbon (knowledge-based economy and society) and Gothenburg (sustainable development) strategies. More particularly, it is a place for working on the creation of common development and citizenship spaces and, within the Union, of an open living space to which people can feel a sense of belonging.

Culture can make a particular contribution to these issues.

Culture has an essential role to play in terms of the sustainable development of cross-border territories, involving all three pillars - economic, social and environmental - of such development. For example, this role includes the development of economic activities (cultural and creative industries, clusters), social cohesion (professional integration, social inclusion), territorial cohesion (provision of local services) and the environment.

Through the cross-border territories, culture encourages the construction of a common European cultural space, all the more so in that cross-border cultural cooperation can turn out to be an initial step towards broader cooperation on a European scale.

Culture facilitates work on the linkage between the intercultural, the development and the citizenship dimensions. The cross-border territory can be a place of comparison, exchange of practices, and acquisition of intercultural skills. This prompts the question of multilingualism with regard to the production and sharing of knowledge and access to the processes of creation and citizenship. This enables the linkage between innovative artistic practices and territorial identity.

❖ Needs

With a substantial presence in cross-border cooperation, culture has often initiated new cross-border practices both in professional circles and among the populations.

In view of the issues set out above, cross-border cultural cooperation still needs to be strengthened, in a more structured more sustained and more developmentally-integrated approach to a common territory and a citizen space.

This requires that cultural actors, both public institutions and professionals, change their thinking and their way of working, and define a joint approach to cross-border cultural issues and cross-border cultural cooperation.

- **Consider the horizontal nature of the link between culture and cross-border territories**

- Consider culture in a more cross-cutting way linked with the economic, social and environmental development of cross-border territories, emphasising the knowledge, sustainable development and citizenship aspects.
- Encourage all cultural sectors to integrate this cross-cutting approach into their work (live performance, heritage, public reading, etc.).
- With regard to setting up cross-border cultural projects, consider the very nature of a cross-border project and the specific characteristics of such projects.

- **Consider a more strategic cross-border cultural cooperation**

- For local authorities, define a joint strategy for development - including cultural - of the cross-border territory, taking account of:
 - . issues specific to each cultural sector,
 - . issues specific to each cross-border space (overseas territories, mountainous areas, maritime, etc.),
 - . paying particular attention, within the European Union, to the borders with the new member States and, on external borders, to the development of a space of prosperity, stability and peace in the neighbouring areas.
- For operators, integrate this dimension into their structures and long-term strategies, linked with the development of their territory.

- **Define structured, agreed and linked cross-border cultural policies**

- Define cross-border cultural policies based on strong political backing from local authorities, the elimination of barriers between actors, and genuine ownership of these issues by cultural operators.
- Encourage the linkage and coordination of the different levels of public authorities, frameworks of action and measures.

- **Guide the operators**

- Encourage greater autonomy of operators in their cooperation programmes (including development of their professional skills).
- Encourage diversification and complementarity of cultural actors regarding the cross-border dimension, and diversity and complementarity of cross-border cultural projects.
- Enable operators to put themselves forward as essential actors in the formation and development of joint cross-border spaces.
- Enable operators to acquire intercultural skills for project management.

❖ Recommendations

Recommendation 1: Consider cross-border cultural development in a cross-cutting perspective

The development of cross-border cooperation requires that local authorities and professionals consider culture in a cross-cutting perspective, linked with the economic, social and environmental development of cross-border territories.

Recommendation 2: Base this development on integrated cross-border cultural strategies and practices

Such a perspective requires that local authorities define and implement structured, comprehensive and incentive cultural strategies and policies, linked with local cross-border development policies.

Recommendation 3: Introduce additional incentive guidance measures for professionals

These strategies and policies should encourage the introduction of guidance measures for cultural operators, ensuring the presence of additional operators and providing these operators with autonomy in their cooperation approach.

This guidance could include:

- local networking of actors,
- appropriate training courses,
- incentive measures for cooperation,
- and financial support measures (supplementing existing measures such as the Interreg 4A European cross-border cooperation programme).

Recommendation 4: Encourage the emergence of local governance procedures for cross-border cultural cooperation

In order to encourage the development of cross-border spaces considered as joint living and development spaces, it appears essential that these cross-border cultural strategies and policies be:

- agreed with all the actors concerned in the territory,
- linked or applied jointly between the different levels of local authorities involved in the territory,
- capable of driving a collective, shared and structuring approach in the territory, by the definition of a joint action framework.

This necessitates the development of local governance procedures facilitating joint political and strategic reflection as a consultation including:

- the different public authority levels (municipalities, inter-municipal districts, departments/counties, regions),
- the different sectors concerned within these authorities (culture, spatial planning, etc.),
- all the political, technical and professional actors of these territories.

Such governance procedures, forming part of a territorial management approach, could be based on the emergence of lean structures such as cooperation platforms, the missions of which might include promotion, initiation of proposals, coordination and knowledge acquisition.

Recommendation 5: Develop local, national and European expertise on the issue of culture and cross-border territories

In parallel, it is important to have knowledge of the practices, needs and good experiences of cross-border cultural cooperation and to have specific expertise on culture and cross-border territories (particularly in little-explored areas such as the link between culture and economy).

It thus appears necessary to encourage:

- monitoring and assessment of practices and needs and the development of dedicated expertise in each territory,
- the circulation of this expertise in local, national and European networks of exchange and dissemination. At local level the governance platforms could provide this link. In parallel, particular attention must be paid to the transfer of expertise to the new member States.

Recommendation 6: Ensure uniform recognition of the place of culture in the territorial policies of the EU, particularly in its cross-border strand

Lastly, the development of cross-border cultural cooperation necessitates working at European, national and local levels on ensuring that culture is taken into account in the territorial policies of the EU. This involves working to have culture taken into account:

- in the Lisbon and Gothenburg strategies,
- in the strategic objectives of the territorial policies of the EU (including the cohesion policy and its cooperation objective and the cross-border strand of the neighbourhood policy),
- in the operational programmes, including cross-border operational programmes (with particular attention to the needs in terms of guidance, engineering and promotion).

Summary of the discussion

Workshop 10 “Culture and territorial integration” emphasised and put into perspective these cross-border issues (development of a common space, professional structuring and territorial governance) through the accounts of several cooperation participants.

Cultural Cooperation and Touring (CCAT): networking as a condition for development of cross-border cooperation (UK/IE)

From the point of view of economic development of the cultural structures of the territory (all sectors combined), the CCAT project presented by Gill Ogden, University of Wales Aberystwyth (UK), illustrated the necessity for networking at the cross-border level between Wales and Ireland, in particular to facilitate better knowledge of the potential for cross-border partnership.

Biarritz CCN (national choreographic Centre): cross-border cooperation as a development priority for a structure (FR/ES)

The cross-border choreographic Centre project presented by Filgi Claverie, director of DANTZAZ elkarte (ES), illustrates the integration of the cross-border territory as a development priority of a structure, the Biarritz CCN, since its establishment in 1998. He emphasised the choice to implement a cross-border choreographic policy and to establish a permanent base in San Sebastian, Spain, positioning the CCN as a true cultural player in the Basque country. Run by a dedicated entity, the Cross-border Unit, in partnership with a local organisation, Donastia Kultura, and backed by the local authorities, this project included three complementary stages: dissemination, raising public awareness and professional training.

Nord-Pas de Calais Regional Council: from the Lead network to a euroregional cultural engineering platform (FR/BE)

The euroregional cultural engineering platform project presented by Donato Giuliani, Nord-Pas de Calais Regional Council (FR), emphasised the importance for a regional authority, from the point of view of cross-border and euroregional cultural development, to consider new forms of governance. He emphasised the determination to draw on the capital accrued by the Lead project on cross-border networking of cultural players to develop a broader space for promoting and coordinating cross-border cultural cooperation including elected representatives, technicians and professionals.

Lorraine Regional Council: from the European capital of culture to permanent euroregional cultural coordination (LU/BE/FR/DE)

The presentation by Claire Diot, regional coordinator of the European capital for the Lorraine Region (FR), illustrated the necessity of capitalising and reinforcing the experience of institutional cooperation initiated by the Luxembourg Greater Region, European capital of culture event.

Workshop 11

Legal instruments of cooperation: "structuring projects"



Speakers

Presidents

Dr. Franck W. Ehling, president of the Eurodistrict Oderland-Nadodrze (EDON), director of Municipality Barnim-Oderbruch (DE), Andrzej Kunt, president of the Eurodistrict Oderland-Nadodrze (EDON), mayor of Kostrzyn (Oder) (PL)

Moderator

Adriano Rasi Caldogno, secretary general for programming, Veneto Region (IT)

Presentation of the framing memorandum

Gérard Flament, director of studies, SGAR Nord-Pas de Calais (FR)

Session 1: Legal instruments and cross-border governance

- Eurodistrict Oderland-Nadodrze (DE/PL)

Soeren Bollmann, project manager, Interact "Border Crossing" project (DE/PL)

- West-Vlaanderen - Flandre-Dunkerque - Côte d'Opale platform (BE/FR)

Geert Sanders, general director, West Vlaamse Intercommunale (WVI) (BE)

Session 2: Legal instruments and operational cross-border projects

- EUROPA 1, fire-boat on the Rhine (FR/DE)

Martine Loquet-Behr, cross-border affairs officer PDT-DERI, Bas-Rhin Department Council, and Lt-Col. Alex Roth, head of the prevention-operations Sub-Directorate, President of the EUROPA 1 LGCC technical group, Bas-Rhin SDIS (FR)

- SANICADEMIA (IT/AU)

Karl Wulz, commercial director, EWIV Sanicademia (IT/AU)

Presentation of the recommendations

Gérard Flament, director of studies, SGAR Nord-Pas de Calais (FR)

Rapporteur

Patrice Harster, general director, Regio Pamina (FR/DE)

Responsible MOT

Françoise Schneider-Français, project manager, Mission opérationnelle transfrontalière

Ludivine Salambo, project manager, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

❖ State of play: a legal framework ill-adapted to the realities of cross-border territories

According to the Council of Europe, cross-border cooperation encompasses any action intended to develop neighbourly relations between territorial institutions or authorities located on either side of borders.

Faced with “border effects” (growth of flows; competition between territories and between their actors; economic and social interdependencies; different institutional, political, legal and cultural systems on either side of borders; etc.) and with the distortions and opportunities that they generate, cross-border cooperation actors have developed joint strategies and policies to ensure the quality of life of populations and the development of cross-border living areas.

The heterogeneous legal environment, a source of legal complexity and even uncertainty, has significant consequences for the daily life of the inhabitants who spend time on both sides of the border (border workers, schoolchildren, persons seeking treatment in a hospital located in the neighbouring State, etc.), but also for all public- and private-sector actors involved in cross-border affairs.

This management of “border effects” involves identifying savings of resources and means through pooling of knowledge and competencies.

This is achieved by cross-border cooperation projects: joint definition of strategic priorities for the future of the cross-border territory (observation and planning), cross-border establishment and management of public services and facilities, and sponsorship of “integrated” cooperation projects (eurodistrict, euroregion).

The initiation of such projects requires first of all that the local authorities at least have the power to sign cooperation agreements with their neighbours. The projects also need a satisfactory legal framework providing legal security and stability, enabling long-term commitment and good management.

By “legal framework”, this workshop refers to:

- the regulatory environment within which the populations of cross-border territories live

- the legal structuring of cooperation projects. The current tendency is to strengthen the legal structuring of cooperation projects through the establishment of joint cross-border structures.

❖ Identification of needs

▪ Need for political leadership of cross-border cooperation: political governance

Cross-border governance, in the political sense of the term, can be defined as a process in which the political decision-makers concerned (at local, regional and national levels) discuss together:

- the content of the cross-border project, in order to meet the needs of the territory and its inhabitants,
- the definition of a legal framework adapted to the specific aspects of cross-border cooperation .

The reality of integrated and sustained cross-border projects necessitates prior expression of a strong shared political will on either side of the border, enabling the definition of joint strategies and actions on each topic of cooperation.

Cross-border governance enables notably:

- empowerment of political decision-makers,
- establishment of coordination and arbitration structures,
- better acceptance of the law of the neighbouring State: cross-border cooperation projects remain subject to the law of one of the partners, a situation leading to a certain distrust of partners subject to the law of the other State. In this context, governance structures generate greater acceptance of non-national regulations.

▪ Need for a cross-border legal “toolbox”

Typology of legal instruments for cross-border cooperation

The margin for manoeuvre of authorities with regard to cross-border cooperation differs from one border to another. It depends as much on the institutional capacity of the authorities to sign cooperation agreements with other authorities, their regulatory powers in the areas of cooperation (according to progress in decentralisation) and the permeability of domestic law⁴⁴ as on the existence of agreements between States defining cooperation procedures.

Although changes in the legal framework of cross-border cooperation are dependent on the will of the States⁴⁵, local cooperation actors have used all the legal instruments available in domestic law, bilateral agreements and Community law to formalise their cooperation projects. Some of these instruments are dedicated to cross-border cooperation (the local grouping for cross-border cooperation (LGCC)⁴⁶ and the European grouping of territorial cooperation (EGTC)⁴⁷, others are used by default.

The table below gives a typology of the legal instruments used for the implementation of cross-border projects on European borders. They can be used by cross-border actors according to their

⁴⁴ Under French law the capital of sociétés d'économie mixte (institutionalised public-private partnerships) is open to foreign local authorities of neighbouring countries.

⁴⁵ See Article 152 of the Treaty establishing the European Community.

⁴⁶ The LGCC was introduced by the 1996 Karlsruhe agreement between France, Luxembourg, Germany and Switzerland and the 2002 Brussels agreement between France and Belgium.

⁴⁷ Community regulation 1082/2006 of 5 July 2006.

legal form, the domestic law that governs them and the international undertakings given by the States to which they belong.

Beside each legal form, examples are given of the States where that legal form is used.

Typology of cross-border cooperation instruments used on European borders

Legal basis Type	Domestic law	Cross-border cooperation agreements between States	Community law
Cooperation agreement	Private-law agreement (IT) Public-law agreement	Cross-border cooperation agreement (BE,DE,LU,FR,CH,IT,ES, etc.)	
Non-profit private structure	Association (BE,LU,DE,FR,IT, etc.) Foundation (NL, CH, etc.)		<i>European association*</i> European economic interest Grouping EGTC under private law
Public-private partnership	Cross-border SEML (local PPP) (FR)		
Public-law structure	Consorcio (ES) European District (FR) GIP (FR)	Local Grouping for cross-border cooperation (BE,DE,LU,FR,CH)	EGTC under public law

Typology of cross-border cooperation projects

The process of legal structuring of a cross-border project must proceed step by step, without short-cuts. The legal instruments (simple agreement or joint structure) must be adapted according to the border⁴⁸, typology and project maturity.

Project content changes over time and the legal instrument must be adapted to the scope of the project. Cooperative projects are iterative, not linear. They change and develop in terms of partnerships and objectives as the various partners progress in understanding of the territory, definition of the issues and launching of the first projects.

Updatable projects

For a cooperation project to be successful, the outline and objectives of a project territory must be defined, representing a political will shared on either side of the border. They must enable the

⁴⁸ As stated previously, the range of instruments available on each border depends mainly on the signing of agreements between states.

formation of new solidarities and the establishment of new economic, cultural and social links between local actors on either side of the border.

The steps in cross-border cooperation can be broken down as follows: 0. Ignorance; 1. Collaboration to get to know each other (identification of needs and common issues); 2. Coordination; 3. Coproduction (projects).

Diversified contents

- Cross-border strategic planning

Cross-border “strategic planning” takes the form of the formalisation of a common outlook, the preparation of an overall project for the territory (in the form of a charter, a white paper, a set of objectives) and concrete cross-border projects in different areas. These elements, defined jointly, must be transposed into the respective local planning documents.

It is usually formalised by a cooperation agreement signed between the partners. This approach, which has not been implemented on all cross-border territories, nevertheless plays a strategic role, since it enables overall definition of planning issues and coordinated development of the cross-border territory.

- Establishment and management of cross-border services and facilities

The operational phase covers investment in and implementation of the cross-border projects of local actors. It concerns both the establishment of cross-border services (services to persons, transport, tourism, social or cultural action, etc.) and the provision of cross-border facilities and developments. The partners must identify novel, experimental solutions for operating the service or facility on the scale of the cross-border territory by combining the various mechanisms for funding, for action by the partners and for personnel recruitment on either side of the border.

- Integrated projects in cross-border territories

The legal framework provides a conventional response to the establishment and management of cross-border public services and facilities.

In order to last, cross-border cooperation must not be limited to individual projects. Some cross-border territories have introduced “integrated projects” based on overall political leadership of the territory, in order to provide a joint response to the expectation and needs of the inhabitants.

These projects take various names (eurocity, eurodistrict, euroregion) according to the territorial scale concerned. From the legal point of view, continuity of cross-border projects must be ensured within the framework of a permanent organisation. This organisation is established using cross-border cooperation instruments dedicated initially to the management of cross-border public services and facilities (LGCC, European District under French law, etc).

- Multi-level cross-border governance: a vertical and horizontal partnership

Multi-level governance aims to achieve organisational, territorial and institutional cohesion over a cross-border territory by promotion of dialogue between all the public and private actors at local, regional and national levels concerned by the development of the cross-border territory.

It is an essential component of the preparation of viable cross-border cooperation projects based on a horizontal partnership (all the local private and public actors concerned must participate in project definition and implementation) and/or on a vertical partnership (between the political and technical levels). The objectives are as follows: political leadership, long-term vision and knowledge of the socio-economic and cultural realities of the cross-border living area.

The EGTC is likely to play a role in strengthening cross-border governance by allowing a State, with its regulatory power, to be a member of a cross-border structure alongside local authorities. This new instrument is likely to provide cross-border cooperation actors with a “forum” for discussion in order to draw up innovative and ambitious measures adapted to cooperation actions.

Interim conclusion: which instruments to which projects?

	Identified need	Examples of instruments (refer to project sheets) <i>*Structures being formed</i>
Strategic planning	Definition of a joint strategy for the cross-border territory (Charter, white paper, etc.) Transposition into local planning documents on either side of the border	Cross-border cooperation agreement
Management of services and facilities	Implementation of a public service or facility on the scale of a cross-border territory by combining the various mechanisms for funding, for action by the partners and for personnel recruitment on either side of the border.	LGCC Europa 1, Fireboat on the Rhine (FR-DE) LGCC Cross-border public transport (CH-FR) SEML Initialité (FR-BE) EEIG Sanicademia (IT-AU) EGTC Cerdagne cross-border hospital (FR-ES)*
Integrated projects	Political leadership of the cross-border territory, in order to provide a joint response to the expectations and needs of the inhabitants, topic by topic. Ensure continuity of the cross-border project within the framework of a permanent organisation.	LGCC Regio PAMINA (FR-DE) Foundation under Dutch law, Meuse-Rhine Euroregion (BE-DE-NL) EGTC Eurodistrict Oderland-Nadodrze, EDON (DE-PL)*
Multi-level governance	Organisational, territorial and institutional cohesion over a cross-border territory by promotion of dialogue between all the public and private actors at local, regional and national levels concerned by the development of the cross-border living area.	EGTC "Alps/Upper Adriatic" Euroregion (IT-AU-SI-HR)* EGTC Lille-Kortrijk-Tournai Eurometropolis Eurodistrict (FR-BE)* EGTC EIXO ATLANTICO (ES-PT)*

❖ Recommendations

Recommendation 1: Support and guide the development of legal instruments for cross-border cooperation

- Promote the capitalisation of experience by setting up databases identifying good practices⁴⁹ and networking cooperation actors, in particular those involved in the establishment of EGTCs.
- Develop technical assistance with the operational and financial arrangements for cross-border projects on European borders⁵⁰ (implementation of individual projects and governance of territory projects).

Recommendation 2: Offer an adequate legal “toolbox” to actors: towards adaptation and coordination of domestic law on cross-border matters

- Recommend to legislators that they adapt the domestic legal framework to cross-border cooperation, border by border: adapt the legal environment to the realities of cross-border territories, including through the promotion of innovative legal solutions⁵¹; allow participation by foreign local authorities in instruments or bodies already defined in domestic law⁵²; shorten the times taken for the administrative authorisation and formation of cross-border structures; in compliance with a principle of reciprocity: these initiatives, taken on one side of the border, must be followed by similar measures on the other side of the border⁵³.
- Promote the signing of bilateral or multilateral agreements, the establishment of joint committees, interGovernmental conferences, etc., to facilitate discussion on obtaining consistency of the domestic legislations on either side of borders.
- Ensure that the domestic law of the 27 European Union member States is made compatible with the EGTC regulation as quickly as possible.
- Ensure the ratification of the Madrid framework agreement and its supplementary protocol, and monitor the effective application of this agreement and bilateral State agreements on cross-border cooperation in domestic law.

Recommendation 3: Offer an adequate legal “toolbox” to actors: facilitate access of third countries to the EGTC

- Ask the Community legislator to amend the EGTC regulation to authorise the establishment of EGTCs between a single EU member State and a third country, allowing the EGTC to be used for bilateral operational projects⁵⁴.
- Ask the legislator to allow the most favourable possible interpretation of the EGTC regulation so that a third country may participate in an EGTC when only one of the member States providing members of the EGTC has signed an agreement with that third country⁵⁵.

⁴⁹ Refer to the EGTC expert group of the Committee of the Regions: <http://cor.europa.eu/en/activities/egtc.htm>

⁵⁰ Calling upon the know-how acquired by the MOT network, for example, and on EUROMOT.

⁵¹ E.g. the right of experimentation under French law.

⁵² Within the framework of the 1995 Bayonne treaty (between France and Spain), the Spanish authorities permit French local authorities to be members of consorcios.

⁵³ France has adopted in its national law a measure enabling the establishment of European districts under French law (on the LGCC model) on all French borders. However, unless the neighbouring states adopt regulations allowing local authorities to be members of a European district, this initiative cannot achieve the expected result.

⁵⁴ Article 3 paragraph 16 of regulation 1082/2006: “An EGTC shall be made up of members located on the territory of at least two Member States.”

⁵⁵ Article 3 paragraph 16 of regulation 1082/2006: Entities from third countries can participate in an EGTC “[...] where the legislation of a third country or agreements between Member States and third countries so allow.”

Summary of the discussion

Adriano Rasi Caldogno, secretary-general for programming, Veneto Region (IT), noted that the use of legal instruments is a crucial aspect when starting up cooperation projects. Cooperating across borders requires comparison of existing law and definition of a common framework.

Andrzej Kunt, co-president of the Eurodistrict Oderland-Nadodrze (EDON) and mayor of Kostrzyn (Oder) (PL), noted that the EGTC provides the possibility of promoting German-Polish cooperation at European level. Dr. Franck W. Ehling, co-president of the Eurodistrict Oderland-Nadodrze (EDON) and mayor of Barnim-Oderbruch (DE), added that the EGTC will enable the building of a joint future for the territory of the Eurodistrict.

Gérard Flament, director of studies at the SGAR Nord-Pas de Calais (FR), Stated that European borders are the places where the issues of the construction of Europe are expressed.

Cross-border areas are under the influence of “centrifugal” forces, such as European legislation encouraging cross-border mobility, introducing the single market and currency and contributing to the development of joint cross-border projects.

However, the existence of “centripetal” forces, which make these projects difficult, must not be ignored: domestic law becomes more complex, national legislation increases without taking account of its consequences on cross-border territories.

Certain European countries are experiencing major structural changes; for example federalism in Belgium has contributed to duplicating the legislation of local authorities (Flemish and Walloon). Decentralisation in France has led to the emergence of new entities, new local authorities, with new responsibilities.

This multiplication of rules and entities contributes to making cross-border projects longer and more complex to implement, but also weakens them in legal terms.

The legal instruments nevertheless allow a balance to be attained between these two forces acting on the borders. However, they are not ends in themselves. The legal instrument is always analysed as being at the service of a cross-border project and of a shared political determination on either side of the border to solve a problem or to fulfil a joint ambition.

Alongside the legal instruments, political steering of cooperation projects is indispensable, with a triple objective: involve the politicians, empower them as contacts for the inhabitants and businesses, and set up forums where people can get to know each other and discuss with each other. To attain these objectives it is necessary to have at least a minimum level of legal structuring.

Lastly, all involved must be aware of the particular aspects of the law at the other side of the border, which is as important as their own law and must be complied with. Cross-border cooperation procedures have a double character which has a strong influence on the choice of a legal instrument.

Cross-border procedures are characterised in the first place by the time they take; they concern many participants and change over time. The needs in terms of legal instruments are not the same at the beginning of the procedure and at the start of the operational phase. It is necessary to have the capacity to adapt the instruments to the reality and the progress of the project.

The second characteristic common to cross-border cooperation procedures is the extreme diversity of their purposes, partnerships or arrangements. Faced with this diversity of projects, there cannot be a "one size fits all" legal answer. What is needed is a "toolbox". It must never be forgotten that the present borders remain and that cross-border cooperation will always have to deal with two or even three different legal systems.

The border can be experienced as a constraint or conversely as an opportunity to use the advantages offered by these different legal systems. The existing tools can still be improved and added to in order to meet the growing demands of cross-border territories.

During the discussion with the audience, Frédérique Seidel, project officer at the Interreg 3A Saarland-Moselle-Westpfalz GIP (public interest grouping) (FR/DE), noted that the GIP could be included among the typology of instruments. It has enabled the French and German institutional partners (Prefecture and Länder) to manage an Interreg programme worth twenty-eight million euros, providing all the financial guarantees of public-sector accounting, employing a binational team and giving the same rights to all the members.

Frédérique Seidel concluded on the need to capitalise experiences and speed up the processes of authorisation of such structures.

Gérard Flament confirmed that the GIP, like the SEML (local public-private partnership), is included in the cross-border cooperation toolbox.

Sylvie Cohen, director of external affairs of the Canton of Geneva (CH), proposed that recommendation 2 (paragraph 4) concerns not only the Madrid framework agreement but also all existing inter-State agreements on the borders. The Geneva conurbation has a French-Swiss LGCC for the management of a cross-border cable car which took two years to set up. Martine Loquet-Behr, cross-border affairs officer PDT-DERI, Bas-Rhin Department Council (FR), confirmed that it had taken two years to finalise the setting-up of the "fire-boat on the Rhine" EGTC.

Sylvie Cohen noted that, where the States are not included in the partnership of a cross-border structure, it is possible to have an agreement signed between the structure and the States concerned. In the France-Vaud-Geneva conurbation there is also an LGCC managing six cross-border bus routes. She wondered about the respective usefulness of the LGCC and the EGTC. She noted the difficulty of having French authorities participate in structures governed by the law of another State, which leads in practice to the establishment only of structures governed by French law.

Gérard Flament agreed on the insertion of two amendments to the recommendations concerning guidance for the implementation of bilateral agreements (recommendation 2 paragraph 4) and the reduction of the time required to establish cross-border structures in recommendation 2 paragraph 1.

With regard to the EGTC/LGCC distinction, Gérard Flament confirmed that these structures are very similar, except for the capacity of the EGTC to include a State in its partnership, of particular interest in the context of a cross-border governance procedure. These instruments can both be used for cooperation procedures, each of which calls for particular solutions.

Martine Loquet-Behr noted that the LGCC of the Strasbourg/Kehl Euro-Institute, governed by German law, has signed an agreement with the French State. Regarding the time taken for adoption of the statutes of the LGCC, the backing of the State entities in the region was a determining factor.

Alban Zanchiello, secretary-general of the Pyrenees working Community (CTP) (FR/ES), presented the experience of the Languedoc-Roussillon Region. The region participates in the CTP, which brings together all the French and Spanish regions and Andorra, first in the form of an association, then in the form of a Consorcio which is going to manage the future French-Spanish cross-border programme. The region is also going to participate in the Pyrenees-Mediterranean Euroregion with the Midi-Pyrénées Region and the autonomous communities of Catalonia, Aragon and the Balearics, which should eventually lead to the establishment of an EGTC.

He noted that cooperation practice has often preceded the law and consequently the need to change the law, while bearing in mind that these instruments are just means, not ends in themselves.

In this context it appeared to him that EUROMOT must play a role in the 2007-2013 programming period to push the place and the role of cross-border territories into the mentalities of each State and the European institutions.

Dominique Dufrenne, director-general of services at the French Riviera Conurbation Community (FR), bordering on Italy and Monaco, asked whether it is possible to consider selective operation of EGTCs for their members depending on the competences the structure has, and whether an EGTC must be set up for each area of cooperation considered or whether a single EGTC can be established for a cross-border territory.

Geert Sanders, director-general of the West Vlaamse Intercommunale (BE), replied that for the Flanders/Dunkerque/Côte d'Opale territory it was planned to establish an EGTC dedicated to cross-border governance. It appeared to him essential to establish other EGTCs subsequently to run particular projects. He noted that the establishment of an EGTC does not involve any transfer of competences by the members. He also emphasised that the location of the registered office in Belgium provided greater flexibility in the management of the EGTC, for example with regard to the management of its personnel.

Antoine Joly, local authority external action officer at the Ministry of foreign and European affairs (FR) Stated that it is possible to consider defining several missions for an EGTC involving different competences in order to manage several projects.

Jean-Marie Ernecq, Europe general officer at Nord-Pas de Calais Regional Council (FR), explained that one of the problems in the establishment of EGTCs is the lack of provisions on the

social and fiscal aspects. They are determined by the location of the registered office. This situation would necessitate work on the development of solutions acceptable by the States.

Adriano Rasi Caldogno concluded that the same question arises for the liability of EGTCs arising from their activity. These issues can be discussed when the EC regulation is revised.

Workshop 12

Training in cross-border professions: "more skills for cooperation"



DR

Speakers

President

Luís Dominguez Castro, director of the research Department of Eixo Atlántico (ES/PT), lecturer, University of Vigo (ES)

Moderator

Joachim Beck, director of the Kehl/Strasbourg Euro-Institute (DE/FR)

Statements

- The actions of the Chamber of commerce and industry Lille Métropole (FR/BE)
Jean-Pierre Pruvot, desk officer, CTDIC and Chamber of commerce and industry Lille Métropole (FR)
- The experience of the Tesin-Silesia Euroregion (CZ/PL)
Hynek Boehm, project leader, Euro Schola Institute (CZ)
- Training needs on the Irish border (IE/UK)
Andy Pollak, director of the Centre for Cross-Border Studies (IE)

Presentation of the framing memorandum

Robert Botteghi, lecturer, University of Nice Sophia Antipolis - IDPD (FR)

Project 1: The European Interform project

Michel Casteigts, associate professor, University of Pau and the Pays de l'Adour (FR)

Project 2: The Kehl/Strasbourg Euro-Institute (DE/FR)

Anne Bilger, deputy director of the Kehl/Strasbourg Euro-Institute (DE/FR)

Project 3: The Lille IRA and the European network of public service schools

Gilbert Elkaim, director of the Lille Regional Administration Institute - IRA (FR)

Presentation of the recommendations

Joachim Beck, director of the Kehl/Strasbourg Euro-Institute (DE/FR)

Rapporteur

Martine Camiade, senior lecturer, University of Perpignan Via Domitia (FR)

Responsible MOT

Concetta Mundo, project manager, Mission opérationnelle transfrontalière

Framing memorandum and recommendations

❖ Objectives

This memorandum is intended to make an analytical, forward-looking contribution on the professions and training in European cross-border cooperation and to provide framing guidelines to be submitted for discussion by the working group.

▪ Analytical contribution on the professions

The border (and its functions) can now be viewed as a lever of territorial development and no longer as a brake. This new situation generates a growing need for new competencies in territorial management, reinforced by the present dimension of European cohesion policy.

For some twenty years the first generation of “pioneers” learned on the job, improvising solutions to problems as they arose, dealing empirically with a higher level of complexity.

A cycle is drawing to a close. The first priority is to ensure continuity between generations.

A new generation exercising new functions and new professions is appearing around the following baseline: programme manager, project engineering consultant and project leader.

It is confronted with a double challenge: recognition/legitimacy and professionalisation.

In particular for local authority personnel, going beyond the logic of “professions - activities - competencies”, the issues must be defined in terms of position and status in the organisation.

▪ Analytical contribution on the typology of training courses

Cross-border cooperation remains an emerging and evolving practice. The founding reports, such as those of Jean Ueberschlag and Christian Estrosi in France, do not mention either functions and professions or training in cross-border practices. The same applies ten years later in the report by Alain Lamassoure⁵⁶.

During the decade 1990-2000 it was therefore not possible to base professional training on either a corpus of soundly-based knowledge or stabilised technical content.

⁵⁶ It would be useful to complete a similar work for the other States. For example, in Italy, there were no such reports on this question.

The transmission of knowledge cannot be separated from its production, in other words from research work.

Publications, seminars, and networking with European counterparts are indispensable. This is the purpose of the partnership that Interform has formed between practitioners, teachers and researchers: an essential condition if future cross-border projects are to be run by competent and recognised professionals.

Within the universities, in a limited and dispersed manner and by specialised discipline, training modules have been developed as part of DESS (one-year French postgraduate diploma) courses. From the mid-1990s "professionalizing" modules were developed in some higher education establishments or training centres for central and local authority civil servants.

It is necessary to build on the capitalisation of an extremely diffuse and fragmented legacy, comprising a large number of individual and often short-lived training courses, with no overall view of what is happening.

A survey carried out by the MOT within Interform project and covering the whole of Europe, resulted in a list of some thirty institutions, fewer than 20 of which provide training, while France can be estimated to have around 6 to 8, depending on the typology applied. It reveals the following typology: initial training, continuing training, networking, awareness-raising and promotional actions.

▪ **Forward-looking contribution: at the crossroads of challenges and work programmes**

Two major challenges:

- The challenge for the next cycle of cross-border practice is to move on from training based almost entirely on transmission of information and sharing of good practices to training based first on ideas and knowledge. Before "knowing how", the question "why?" must be asked.
- The challenge regarding the target population: training courses are changing, new needs are emerging. Training will no longer be restricted to the "tribe of professional workers" (the "ghetto" effect must be avoided) and will be extended inexorably to other populations (the citizen dimension of the cross-border relationship).

Work programmes to be undertaken:

- capitalisation and transferability,
- professionalisation and recognition of professions,
- strong topics for direction, research: interdisciplinarity, "interscalarity", management of the medium and long timescales.

❖ Recommendations

Recommendation 1

Conduct further work on the analysis of professions in the cross-border context and develop a qualification scheme.

Recommendation 2

- Promote the establishment and development of training and consultancy bodies such as “Euro-Institutes”.
- These structures must be based on a cross-border and inter-institutional partnership (public authorities, universities, chambers of commerce, etc.).
- Their networking will enable the development of training courses focusing on the specific or common needs of cross-border territories.

Recommendation 3

Introduce a European “EUROMOT” label certifying the quality of cross-border training courses, and compile a regularly updated directory of such courses.

Recommendation 4

Compile and validate a soundly-based corpus of knowledge and techniques, in particular by capitalisation of the results of the Interform programme.

Recommendation 5

Mobilise this knowledge to benefit the competitiveness strategies of cross-border territories, in particular by setting up a “think-tank”.
de réflexion type “Think Tank”.

Summary of the discussion

First discussion

Patrice Hermann, Viaregio (FR), emphasised the importance of awareness-raising and the problem of the resources intended for training which can be available to cooperation structures.

For Didier Paris, University of Lille (FR), the topic of cross-border training could be treated as a new topic, as it has become a major field, particularly in some territories. Moreover, it has long been part of the thinking of various specialists (geographers, for example).

He disputed the Statement that there were too few training courses. In France it had been necessary to reform the education system and the number of courses has increased. The problem is rather one of employment opportunities. Attention must be paid to the balance of supply and demand.

Michel Casteigts, University of Pau and the Pays de l'Adour (FR), warned about the limitations of too technical a reading of the term “profession”. If we use it as a “toolbox”, that is, in reference to know-hows, there are prospects through the diversity of professional situations to which the

students progress. The know-hows are diversified (for example in the area of international relations). In terms of qualifications the positioning can thus be adjusted.

A participant from Lille metropolitan urban Community (FR) remarked that European project teams and leaders are in fact rarely and not specifically trained in the management of cross-border projects. Above all they know how to attract good staff in order to have the necessary technical competencies. It is a question of adaptation, and subsequently this benefits the community. The right to “life-long training” supported by the European Union offers new openings.

Apostolos Kalliantzidis, president of Local Employability (EM.LOC.), Thessalonica (GR), coordinator of the Greece/Bulgaria project, defined himself as an “atypical professional”. The situation in the Balkans is distinctive. The need is to develop a cross-border culture which is not yet evident, in a context of conflict. “Training” of people’s minds has to precede technical training.

Michel Demarteau, of the Hainaut health monitoring Unit, questioned the relevance of training specialists. Perhaps a single profile would be sufficient, for example for all French-Belgian cooperation. The cross-border profession is thus “soluble” in other skills. It would be preferable to engage in an examination of cross-border citizenship, with the conclusions made available to any professional confronted with the cross-border situation.

For Didier Paris, University of Lille, although over-specialised training is a risk with regard to future changes, an overall approach should be implemented within the framework of international cooperation or the management of European projects, in addition to taking account of questions of strategy (for example in specific territories such as metropolitan areas).

Jean-Pierre Pruvot, Chamber of commerce and industry Lille Métropole (FR), proposed the establishment of a centre of expertise which would be tasked with training cross-border referents in entities confronted with cross-border cooperation, including businesses.

A system of “work grants” linking supply and demand for training in cross-border matters would be welcome.

Second discussion

Evelyne Will-Müller, training director at INET Strasbourg, defined the training action typologies that it would be desirable to develop: training-information in a more “cognitive” approach (through conferences, for example); training-experience sharing; project methodology training.

She emphasised the importance of developing a corpus of case studies, useful for preparing trainees for working in real situations in a context that is also multinational.

Training is a time of “culture shock” and the courses, usually designed by a single “party”, cannot fully take this into account.

Time should be taken to design training courses in terms of methodology.

A participant proposed closer examination of the question of human capital and motivation, in other words capitalising the experience of persons (cross-border project managers, for example), often far more devoted than recognised.

Conclusion

In a context of territorial changes and reconstruction and of changing needs with regard to the professions, cross-border cooperation involves a combination of competencies (understood as know-how rather than professions as such) and aptitudes for the management of complexity and multicultural situations, adaptability and interpersonal skills.

Sum up of workshops and recommendations



HANS-GÜNTHER CLEV
*Director-general of the Rhineland-Palatinate
development Agency, Germany*

A first series of six workshops, “Living and working in cross-border territories”, covered economic development, employment and training, public transport, culture and territorial integration, environment, and health.

A second series of six workshops, “Building cross-border territories”, covered cross-border territories, cross-border conurbations, cross-border rural and natural territories, maritime cooperation, legal instruments of cooperation, and training in cross-border professions.

Each of these twelve workshops was prepared by a working group. The role of the working groups was to identify significant experiences in cross-border territories in Europe and produce a draft contribution, which was “validated”, or corrected and supplemented if necessary, during the workshop. This process initiated work on the various topics by a European network which is intended to be continued after the conference.

These groups represented the diversity of European borders and of cross-border cooperation actors: the local authorities in the front line, but also regional, national and European authorities, private-sector and civil society organisations, university experts and others.

❖ **Issues and recommendations: summary of the 12 workshops**

First of all four “territorial” workshops covered the concept of cross-border territories, conurbations, rural and natural areas, and maritime territories.

These territories are all living, development and employment areas, characterised by the lack of harmony between the national systems separated by the border, a source of difficulties, and by a high potential for the generation of economic, social and cultural wealth for their inhabitants and their businesses, as well as for Europe as a whole.

The conurbations, or cross-border metropolitan areas on some borders, by pooling their different national components, are emblematic of the European city of the 21st century, strong, diverse and innovative.

Along a large proportion of the length of European borders, rural and natural spaces are “links” in the construction of Europe, in the same way as urban territories. They are not “negative” areas, but they do suffer from a lack of recognition and a lack of networking.

For territories separated by the sea, the latter has always formed a link as much as a barrier, and the challenge is now to ensure a European territorial continuity between them which goes beyond national outlooks alone, initiated by local authorities which are the driving forces behind such cooperation.

To meet the needs of the inhabitants of cross-border territories, integrate internal borders and pacify the borders that remain the most sensitive, political governance of cross-border territories must be implemented:

- based on cross-border local authorities developing a sustainable development project for their territories
- associating higher institutional levels with management of the project, according to their competences
- using technical tools (monitoring, planning, territorial engineering)
- dialoguing democratically with the inhabitants, civil society and economic actors. In this connection the importance of bilingualism, transparency and communication was emphasised, underlining the role of the press and the other media.

“Sectoral” policies and projects also contribute to the integration of cross-border territories and thus to the integration and sustainable development of the territory of Europe, as shown by the “topical” workshops.

The involvement of businesses in cross-border economic development (within cross-border clusters, for example) and the mobility of workers within cross-border employment areas favour the mastery of linguistic and cultural diversity.

They are factors for opening-up not only on the local cross-border scale but also on the European or even global scale. This places cross-border territories at the core of the Lisbon innovation and competitiveness objectives (economic development and employment workshops).

However, involvement of the inhabitants in such a project requires social and territorial cohesion, developed by building cross-border health communities, for example (health workshop).

The sustainable development of cross-border territories, at the core of the Gothenburg objectives, necessitates joint enhancement of the environment, whether urban or natural (environment workshop). Also discussed was European recognition of cross-border urban public transport, through the authorisation of cross-border cabotage (amendment of regulation 12/98/EC) (public transport workshop).

Lastly, a border, as a line of contact between the populations of two or three States sharing a community of culture, or on the contrary between populations with different cultures, which enables knowledge of the other, makes the cross-border territory a place for learning a European citizenship promoting unity in diversity (culture workshop). In broader terms, culture contributes to development and to social and economic cohesion of cross-border territories.

In order to help the development of these cross-border territories, they must be taken into consideration in:

- monitoring and information tools
- (Euro-)regional, national (to be coordinated on each border) and European planning and development strategies; an emblematic example is that of cross-border metropolitan areas
- funding programmes; in this regard, Community support for cross-border cooperation must be continued after 2013 (on both the internal and the external borders of the EU)
- national and Community legislations, whether this involves territorial development policies, sectoral policies or the legal instruments of cooperation (for example implementation of the EGTC coordinated between States - workshop on legal instruments of cooperation).

Of course, it is also necessary to capitalise and transfer good practices (workshop on training in cross-border professions).

This will make cross-border territories a laboratory of the convergence of national and Community policies and legislations.

❖ Needs and objectives in support for cross-border cooperation

A cross-cutting reading of the work and recommendations of the workshops identifies a number of core needs and objectives. These can be organised under three major headings:

Organising and developing cross-border territories

- ❖ Develop governance models for cross-border territories, in particular using the EGTC.
- ❖ Develop technical assistance for the structuring of cooperation.
- ❖ Support the implementation of cross-border projects (setup, running, monitoring, assessment),
- ❖ Improve the inclusion of project developers in the definition and implementation of cross-border programmes.

Taking account of the specific features of cross-border territories

- Ensure that specific cross-border needs are taken into account in regional, national and European policies (territorial development policies and sectoral policies).

- Coordinate, at European level and on each border, national policies (for example public services) in sectors where their differences cause difficulties in cross-border territories; failing this, fund the short-term extra costs related to the need to work with different standards, techniques and frameworks in cross-border territories, it being understood that in the medium term this coordination generates added value for the cross-border territories and for the EU.
- Open up systems for access by third countries neighbouring the EU (to the east and south of Europe, and in countries neighbouring the outermost regions).

Capitalisation

- Support sharing of good practices and promote knowledge and information on cross-border territories.
- Store acquired experience and train on cross-border matters.
- Make use of experience to develop and enrich future strategies.

When the results of this work are compared with the strategic alliance agreed on 8 November 2007, it can be seen that EUROMOT and the AEBR cover all areas of cross-border cooperation in Europe, whether cross-border conurbations, twin cities, city networks or Euro-regions incorporating rural and natural spaces, bringing together the maximum number of competencies in a spirit of complementarity to support cross-border cooperation in Europe.

In each of these areas EUROMOT and its strategic allies are capable of providing support meeting the needs expressed by cross-border territories:

Identified needs and objectives

Support from EUROMOT and its strategic allies

Organising and developing cross-border territories

Develop governance models...	➔	Study and develop governance models suitable for various cases
Develop technical assistance for the structuring of cooperation	➔	Expertise on legal instruments, technical assistance
Support the implementation of cross-border projects	➔	Operational assistance: advice on project setup and monitoring

Taking account of the specific features of cross-border territories

Coordinate national policies; failing this, fund extra costs ...	➔	Expertise and consultancy for interGovernmental commissions and their structures
Coordinate national policies	➔	Expertise for and lobbying of Governments on cross-border matters
Open up systems for access by third countries	➔	Expertise and consultancy for European bodies

Capitalisation

Support sharing ...	→	Organise sharing of good practices
Store acquired experience ...	→	Store and circulate acquired cross-border experience, support communication and establish arrangements for research and initial and life-long training in partnership with other structures; network of Euro-Institutes

It can be seen that the first area concerns support for a clearly-identified cross-border territory, while the other two areas have more of a public interest character.

❖ Consequences for political action

There is strong demand for support in the areas of public interest, "Taking account of the specific features of cross-border territories" and "Capitalisation", and demand for individual technical and operational support.

The workshops have shown the need for "multilevel governance" of cross-border territories, the necessity for seamless working between territorial scales (local-regional-national-European) (vertical cooperation) and for overcoming barriers between actors at each level (horizontal cooperation).

However, it seems that the present arrangements for the support of cross-border cooperation have a gap: operational cooperation programmes are certainly being set up on all borders, including external ones, and the Interact programme is intended to network programme engineering at European level. But **there is no European-level strategic management or instrument for technical assistance to projects**. Assistance is left solely to the "bottom-up" approach.

This risks imperilling the very factor which gives life to day-to-day Europe in cross-border territories: the projects.

This failing is also an obstacle to the development of an overall neighbourhood policy.

So, how can the overall system be supplemented and reinforced at European level and how can the demands of cross-border territories be met?

EUROMOT and its partners can be an instrument for dialogue between the cross-border local authorities, the States and the European institutions and a gateway bringing together European systems of support for cross-border cooperation amounting to almost 6 billion euros of ERDF funding. EUROMOT can be a guarantee of effectiveness, a reference of quality.

In this context, EUROMOT is prepared to cooperate with all national and European bodies in order to answer these questions, within the framework of the implementation of the present policies

(2007-2013 cohesion policy; Lisbon-Gothenburg agenda, etc.) and in discussions on future policies (application of the new Treaty; 2014-2020 budget).

In particular, it is capable of experimenting with a new European system of technical assistance backed by the Commission. This will involve technical assistance to individual projects and to cross-border territory projects, based on capitalisation and networking of practices intended to improve integration of internal borders and pacification of the external borders of Europe.

It also proposes to be associated with the various European technical processes and policies concerned by cross-border cooperation:

- consultation processes conducted by the institutions: Commission, Parliament, Committee of the Regions, Economic and Social Council, Council of Europe;
- meeting of directors and ministers with responsibility for cohesion policy and territorial cohesion (territorial agenda action programme).

The new Treaty signed in Lisbon confirms the territorial cohesion objective and explicitly identifies the border regions as deserving particular attention. It thus provides a legal basis for the territorialisation of Community sectoral policies and the Lisbon agenda and for the development of new instruments in favour of cross-border territories. **In this context, EUROMOT could be a preferred channel for the application of this policy.**

Plenary panel discussion

"Europe of projects to serve European citizens: the support of national and European public authorities for cross-border projects and territories"



Moderator: Dominique Rousset, journalist

The cross-border regional policy, keystone of the construction of European citizenship

DANUTA HÜBNER

European Commissioner for regional policy (video recording)

President, ministers, secretaries of State, ladies and gentlemen,

I am sorry that I am not able to be with you today at this major conference organised by the Mission opérationnelle transfrontalière, the MOT.

But I am delighted by this opportunity to speak to you in this video message.

Cross-border cooperation consists in bringing European regions and cities closer together so that they can work together. It aims to establish collective development strategies and common working methods to stimulate the emergence of new ideas and facilitate the implementation of projects which directly benefit the inhabitants of the cross-border territories. In this respect cross-border cooperation is a policy of proximity to the citizens.

Strong political determination on both sides of borders is indispensable for reducing the difficulties specific to such territories. Far away from the capitals and possessing specific natural settings, these territories are often hampered in their exchanges with their neighbours. Whether because of cultural or linguistic barriers, or more simply administrative and legal disparities, substantial sources of resources sometimes remain unexploited: cross-border regions could consider building and managing together hospitals, universities, schools, treatment plants or waste processing plants, for example. These regions can also develop joint approaches to tourism, build or modernise cross-border transport systems in order to structure their territories and increase the volume of their exchanges. The European Commission is strongly encouraging the cross-border regions to develop their cooperation around their many shared issues.

35% of the population of the member States live in territories covered by European cross-border cooperation programmes. Projects such as Interreg provide practical benefits for the inhabitants by improving the attractiveness of these regions. During the 2000-2006 period more than thirteen thousand projects were co-funded by the European Union. We are proud to be able to say that European territorial cooperation is a clear success, hailed by the very many regions that have benefited from it.

During the 2007-2013 period, the budget allocated to cross-border cooperation programmes amounts to nearly five and a half billion euros. Our priority is for cooperation projects in the areas of the environment, accessibility, health, education, tourism and culture, but also, and this is crucial, to stimulate the establishment and the development of small and medium-sized enterprises.

The objective is to encourage the emergence of practical and sustainable projects, inspired by a shared determination to overcome and eliminate the borders.

At this point I would like to discuss the possibility now available of managing cross-border projects through European groupings of territorial cooperation.

EGTCs are entities formed to manage programmes or projects. They enable partners on either side of a border to work together under a single administrative system. By coming together in this type of grouping, cross-border territories no longer have to manage the diversity and complexity of their respective national regulations. The partner will then make more rapid progress in the practical implementation of their cooperation actions.

As an example, the members of the "Greater Region", which covers Luxembourg, Saarland, Rhineland-Palatinate, the Walloon region and Lorraine, are now committed politically to establish an EGTC to manage their cross-border programme. Throughout Europe, including on the French borders, border entities have expressed strong interest in the EGTC, both for the provision of a public service and for territorial governance. We shall do everything we can to encourage and support them. The experience of the MOT will be valuable to us in this regard.

In conclusion, I would like to emphasise the importance of this cross-border regional policy for the Commission. This European policy is one of the keystones of the project to build a European citizenship. We think that it is by eliminating these virtual barriers inherited from our internal borders, by bringing together project developers and by enabling them to progress by sharing that we will be able to make concrete improvements in the day-to-day lives of the third of our

population which lives near national borders. The determined action of European networks such as EUROMOT is working in this direction, and I am pleased about that.

We must look ahead and consider the next seven years with determination, ambition and optimism. Today, more than ever, we have the appropriate funding, experience and opportunities to develop cross-border cooperation still further on the European scale. These opportunities must be used to make territorial cooperation the success story of the new regional policy. That is a strategic objective for the Commission of which I am a member, for the member States and, above all, for all the regions of the Union.

Again I ask you to accept my apology for my absence today.

The colleagues and staff of my directorate general who are among you and will participate in your workshops will not fail to report your conclusions to me.

I want to wish everyone an excellent continuation of your work, which is sure to contribute to advancing the idea and the instruments of cross-border cooperation, at the service of the citizens of Europe.

Means for giving concrete form to projects

Dominique Rousset

How can the present cooperation mechanisms be strengthened around the following three provisions:

- organise and develop the cross-border territories;
- take account of their specific needs;
- capitalise and share information and knowledge?



Left to right:
Rui Nuno Baleiras, secretary of State for regional development, Ministry of the environment, spatial planning and regional development, Portugal, Jean-Pierre Jouyet, secretary of State for European affairs, Ministry of foreign and European affairs, France, Rudolf Niessler, policy coordination director in the DG Regio, European Commission, Dominique Rousset, journalist, Pierre Mauroy, president of MOT.

Pierre Mauroy

EUROMOT will be an accelerator for projects such as the French-Belgian Eurometropolis.

The important thing is to give concrete form to projects by overcoming the obstacles raised by the various national and Community institutional levels. Today, after thirteen years in gestation, our

Eurometropolis is on the point of becoming reality. With decision-making powers, it will facilitate the implementation of practical projects.

Jean-Pierre Jouyet

We have found a legal solution for the operational implementation of this Eurometropolis: a prefectural order will suffice to confirm the establishment of this leading cross-border conurbation in Europe.

Rolling out legal instruments for developing cross-border areas

RUDOLF NIESSLER

Policy coordination director in the DG Regio, European Commission

The guidelines proposed by the European Commission (on governance, taking account of specific territorial characteristics and learning processes) are recognised as priority objectives. Today local entities are putting them into practice. The present objective is to identify the priorities. The EGTC is one of these, but its progress is slow: our priority is to make this legal form a dynamic instrument, useful to cross-border regions.

Some obstacles to cross-border cooperation result from lack of progress in other European Community policies. The internal market, for example, brings the countries of Europe together. But we have not developed more comprehensive territorial policies, and such development is necessary, for example to establish dynamic employment areas without borders. Another aspect of territorial policies: learning together (transfer of know-how). It is now an obligation incorporated by the Commission in the upcoming Community programmes of objective 3 (European territorial cooperation).

“A Europe of projects and a European project”

PHILIPPE HERZOG

President of Confrontations Europe

Europe has much progress to make in order to strengthen transversal cooperation. To develop the internal market, infrastructure and common living areas must be built. The market alone will not do this. In this context EUROMOT appears indispensable. Without cooperation the Community process will break down. The future belongs to the Europe of projects but this needs a Community boost.

Some Community policies eliminate obstacles, but others introduce new ones.

The European Interreg funds are small and a part of them, recovered by the regions or the States, does not benefit project developers directly.

Moreover, structural funding for after 2013 is threatened, when in fact it deserves to be increased in favour of cooperation.

Investing in territorial cooperation with project developers

JAN OLBRYCHT

Member of the European Parliament, vice-president of the regional development committee

There are two different types of cross-border cooperation:

- cooperation intended to build bridges between the nations
- cooperation set up solely to obtain European funding.

But we need cooperation with or without money: money is the instrument, not the goal!

The slowness of the member States in adopting the EGTC proves that the States demand total control of the cooperation mechanism: we must therefore show them that this instrument works without it being necessary to control everything.

It is crucial to invest in territorial cooperation now, because after 2013 territorial policy will take priority over cohesion policy. **EUROMOT will be not just an example but an argument to show that the economic and political benefits of territorial cooperation are very substantial.**

Philippe Herzog

Project developers are not consulted in the construction of regional or national programmes. The consultants are better funded than the project developers!

Working through the territory to reach the citizen



Left to right:
Philippe Herzog, president of Confrontations Europe, Peter Wostner, deputy director of the local authorities and regional policy office, Slovenia, Michel Delebarre, president of the Committee of the Regions, Jan Olbrycht, member of the European Parliament.

MICHEL DELEBARRE

President of the Committee of the Regions

If the European Commission does not use the territorial authorities to speak to the citizens about what can change, European objectives will not be attained. The structural funds are the face of Europe for our fellow citizens, and the concrete cross-border cooperation initiatives are supported by the territorial authorities.

The MOT, now EUROMOT, is a practical institution which proves to the citizens the capacities of Europe to work in the areas where they live.

The Committee of the Regions is encouraging the Governments to incorporate the useful provision on the EGTC into their legislation. Things are moving and will be different in six months.

Furthermore, **the addition of sectoral policies does not generate regional development**. The generation of regional development requires specific funding and cross-functional and territorial approaches which harmonise the sectoral programmes. The EGTC instrument and the EUROMOT system meet these needs.

The new importance of the territorial dimension

RUI NUNO BALEIRAS

Secretary of State for regional development, Ministry of the environment, spatial planning and regional development (Portugal)

The work of organisations from civil society⁵⁷, cross-border cooperation is at the heart of the European project.

The Lisbon Treaty, by officialising territorial cohesion alongside economic and social cohesion, opens the door to the territorialisation of sectoral policies. The Treaty is also important for territorial cooperation, since it defines the border regions as spaces necessitating particular attention from common policies⁵⁸. The Lisbon Treaty thus opens the door to new political instruments which take account of the specific nature of the cross-border territories.

There is a need to think about better linkage between the European funds allocated to cross-border cooperation to the East, in the Mediterranean and with the ACP⁵⁹ countries which border on the outermost regions, and the ERDF.

The local authorities are indispensable development vectors of regional policy. This is proven by successful experiences of cooperation between border municipalities. EUROMOT, a European network of cross-border local authorities, is the scale of discussion which European institutions (Parliament, Council and Commission) lacked in order to make the instruments of regional policy more effective.

Philippe Herzog

I am in favour of a European spatial planning scheme, but it must be structured in liaison with cross-border cooperation in order to be more operational. Rumania and Bulgaria cannot cooperate if bridges are not built!

⁵⁷ Municipalities, research centres, etc.

⁵⁸ On 23 and 24 November 2007, on the Azores, an informal meeting of spatial planning and regional development ministers is being held (on the agenda: approval of the territorial agenda action programme which encourages the member states to territorialise sectoral policies, discussions on post-2013 regional policy, cooperation with neighbours to the East and the South and the linkage between European funds and the ERDF, see <http://unioneuropeenne.blogspot.com/2007/11/runion-informelle-des-ministres-chargs.html>).

⁵⁹ Africa, Caribbean, Pacific.

The development of the cross-border policy is in the States' interest!



Left to right:
Rui Nuno Baleiras, secretary of State for regional development, Ministry of the environment, spatial planning and regional development, Portugal, Jean-Pierre Jouyet, secretary of State for European affairs, Ministry of foreign and European affairs, France, Rudolf Niessler, policy coordination director in the DG Regio, European Commission.

DR

JEAN-PIERRE JOUYET

Secretary of State for European affairs, Ministry of foreign and European affairs (France)

“Tenacity, perseverance, involvement of the States, territorial entities and civil society”: those are the key words of this panel discussion.

In a Europe of twenty-seven members, or even wider, diversity goes together with the strengthening of cross-border and transregional cooperation.

The Europe of projects will not be accomplished without a European project: **the Lisbon Treaty is crucial since it provides the legal bases for more developed cooperation policies.**

Improved implementation of European policies

PETER WOSTNER

Deputy director of the local authorities and regional policy Office (Slovenia)

Cross-border cooperation is very important for Slovenia; the same minister has responsibility for European cohesion policy, regional development and local authorities.

During its presidency of the European Union, **Slovenia will work to speed up the discussions on the post-2013 cohesion policy.** There is no doubt about the added value of cross-border cooperation.

In practice, two factors must support territorial development:

- reassessment of European policies (to determine whether the present system produces effective results);
- recognition of the specific characteristics of territorial cooperation (including the improvement of the principle of subsidiarity); the prior conditions defined by the Governments for the local and regional participants are important since they determine their responsibilities.

A better mutual understanding simplifies the implementation of funded programmes and the application of cooperation mechanisms.

Philippe Herzog

Methods must be changed for the Lisbon process. The European Union recommends general standards identical for all. Their adaptation to specific territorial characteristics requires clarification of regional and national objectives: **a dialogue between the European Community and the regions is necessary to generate impetus for cooperation**. At local level, the question is “what can I contribute to the Union?”

Jan Olbrycht

I hope that, during the Slovene presidency, we will be able to defend the cohesion policy, one of the most effective and most visible.

Only transversal approaches generate added value; in contrast, sectorisation is dangerous.

Pierre Mauroy

Just like Europe, the MOT is expanding to become EUROMOT and meet the new European requirements.

Speeches alone do not build Europe; the constitutive force of our Union must come from better-informed citizens included in the processes.

EUROMOT funding?

Rui Nuno Baleiras

The major characteristic of these networks is their voluntarism. They must carry out their action by contributing their assistance to projects supported by the public authorities.

Cross-border cooperation also goes beyond European or national funding⁶⁰. **Cross-border rationalisation of public services needs legal instruments, not European funding.**

Peter Wostner

A project is judged on the added value that it generates, and that is how it can attract funding: when funding is guaranteed, the quality of the actions is lower.

Jean-Pierre Jouyet

The French presidency will subject financial prospects to discussion. In this context, assessment of policies and Community priorities is necessary.

The EGTC must be supported financially and technical assistance must be developed for cooperation policies.

Philippe Herzog

Technical assistance and training need to be funded directly by the Commission in the same way as the projects.

⁶⁰ EGTCs may or may not receive public funding for their work.

Rudolf Niessler

The territorial cooperation objective is part of the economic, social and territorial cohesion policy. With the new Treaty, territorial development becomes a legitimate objective of the European Commission.

Michel Delebarre

Europe is enriched by its territories. The Lisbon strategy, limited at first to co-organisation between European and national levels, has subsequently incorporated the territorial dimension. Europe must now revise its strategy to rely on the regional policies implemented in concrete terms in the territories.

Conclusions of the conference



JEAN-PIERRE JOUYET

Secretary of State for European affairs, Ministry of foreign and European affairs

I want to thank you for having invited me to the tenth anniversary of the MOT, which has given itself the best possible objective: bring citizens together by establishing real solidarities and practical projects aimed at improving the daily lives of the inhabitants of cross-border territories. Through this organisation you are contributing to the reinforcement of all the territories of Europe. At the same time you are helping to demonstrate that national and European identities, far from opposing each other, strengthen each other mutually. I share this conviction, which must be a reality in the field and a means of genuinely involving our citizens.

You have also invited me to tell you about the priorities of the French presidency of the European Union which, following Portugal and Slovenia, will start on the 1st of July next year. This will be an important time for the French and the Europeans, as Pierre Mauroy has pointed out, the first practical appointment of France with Europe since 2005. This presidency will be responsible for the implementation of the Lisbon Treaty and laying down the legal bases of the Treaty.

This Treaty answers your concerns, since it mentions the cross-border regions as meriting special attention, it provides a guarantee for public services of general interest, including coordination at European level, which you want, and finally it should facilitate both the convergence and the integration of our national policies.

I would like in a few words to explain to you what we have in mind for our presidency and its vision of Europe.

It is a Europe facing the future, an innovating and competitive Europe whose inhabitants, like its businesses, are open to the world, to the diversity of languages and cultures. A Europe which commits fully to win the battle of knowledge and intelligence, in a competitive and globalised economy.

This Europe begins in the cross-border territories, because it must encourage exchange and the mobility of professionals, but also of young people. A first action could be to set up an Erasmus Foundation, involving the regions, businesses, European institutions and of course the States, to enable all young Europeans, whatever their social origin, their level of qualification or their school

or university level, to develop their professional, scholastic, university or associative competencies in another State of the European Union and make them real European citizens.

Through the actions of the MOT and EUROMOT, this is the type of project that must be promoted, and this idea of putting mobility within the reach of young people will be at the heart of the French presidency of the Union. I know that through the cross-border operations that you manage you are favourable to this and I would like you to enrich our discussion on this topic so that we can benefit from the good practices which you are already developing in the cooperation actions conducted by the MOT and in the territories for which you have responsibility.

Cultural diversity will also have a place in the presidency of the Union. For the first time a European cultural season will be organised and will give a place of honour to the mind without borders, the cross-border mind.

Faced with the challenge of climate change, the French presidency will work for Europe in the protection of the environment by involving all the levels concerned: the States, the territorial authorities, businesses and of course the citizens. With the "Grenelle de l'environnement" in France, the Government initiated a new approach which will enable our presidency to confirm at European level the undertakings of all the European countries on environmental protection. In this context the cross-border areas can be a symbol of a joint determination for sustainable development.

During the French presidency, Europe must also be able to reinforce its territorial cohesion. A unity highlighted in Leipzig in May 2007, during the German presidency, and which is at the heart of the Azores meeting (November 2007, Portuguese presidency). This process of coordination between member States must be developed with the support of the Commission. Territorial cohesion, one of the key concepts of this conference, will become an objective of the Union in its own right when the Lisbon Treaty is ratified.

Cross-border cooperation has its place as one of the emblematic priorities of the territorial cohesion objective, in the sense of European spatial planning.

In the area of territorial cohesion, France will suggest to its partners a meeting of regional and urban policy ministers which will take stock of current work, already discussed under the Portuguese and Slovene presidencies, including the territorial agenda.

Under the French presidency we also plan a European conference of cities and regions in order to discuss their concerns and, Michel Delebarre, we are counting on the assistance of the Committee of the Regions. We have no doubt that cross-border territories, eurometropolises, eurodistricts and euroregions will have a major place at this conference. It will be the opportunity to make progress on crucial topics for the cross-border territories, topics the content of which I will now summarize.

First, it will cover integrated planning and sustainable development of these territories, from cross-border metropolitan areas to natural or maritime territories. Maritime aspects are at the heart of the Portuguese presidency and we support all the coastal, maritime and maritime cooperation policies. The conference will also be the opportunity to examine legislations and the funding of projects concerning services of general interest in employment, health and transport, whether major European links or local public transport, which is the best way of structuring the cross-border territories.

The conference will also take stock of all the training courses and experiences available regarding learning the neighbour's language, which should be promoted systematically in our cross-border regions. The aspects of technical assistance, use of interpretation teams, of language teachers are

very important (at this type of conference, for example). Lastly, this conference will clarify how to develop the equivalence of qualifications and training courses on either side of borders, since progress is needed at European and cross-border levels. When necessary, we could conduct experiments on our borders in different fields. In France, for example, the right to experiment introduced by the constitutional reform in 2003 has never been used by our border territorial authorities. Such experimentation in the cross-border situation could be the laboratory of greater European integration.

I hope that together we continue to improve cross-border cooperation with our neighbours. The French-Belgian parliamentary working group is certainly reproducible on other borders with the same success.

I will recommend to the prime minister that cross-border cooperation be the subject of at least one interministerial committee meeting per year in France, so that we can see how to encourage it in both conceptual and financial terms.

I will conclude by saying to you that I am counting on the MOT to participate in the great debate on Europe which we shall arrange in order to prepare our presidency with the citizens of France, because without citizen involvement the French presidency will not be a success. This debate is being organised around eight thematic conventions or regional participatory debates involving citizens and political, associative and economic leaders, both French and European, and we hope that these conventions will have the same type of panels and panel discussions as those of this conference. Each of the conventions will cover a topic or a priority of the French presidency.

APPENDICIES

- Appendix 1: Convention "EUROMOT" between MOT, Eixo Atlántico and City Twins
- Appendix 2: Strategic alliance between MOT and AEBR
- Appendix 3: EUROMOT strategy – European network of cross-border local authorities
- Appendix 4: EUROMOT map

CONVENTION "EUROMOT"

European network of cross-border local authorities

Cross-border cooperation is a crucial stake, not only for the territories which adjoin the internal and external borders of Europe but also for the development of the European Union. The territories committed in cross-border cooperation wish to improve their practices of cooperation; that is why the capitalization and the exchange of experiences and of practices between local authorities are primordial. We are convinced of the necessity to create a solid and pluralistic European network that can on the one hand unite the local authorities and on the other hand collaborate with the national and European institutions in the definition and the realization of policies of cross-border cooperation for the period 2007-2013 and after 2013.

Therefore it has been intended in common to build, under the legal form of an association, a stable network, open to border and cross-border authorities from all Europe and according to following principles:

- 1- Will be constituted with the denomination « EUROMOT », an European network of cross-border local authorities
- 2- This network will develop its activities within the context of cross-border cooperation
- 3- It will have as main objectives:
 - the census of the needs and the coordination of the activities of its member to favor the development of the network;
 - the capitalization of experiences, practices and the exchange of know-how between its members in the field of cross-border cooperation;
 - the development of studies and of statistical data for a better knowledge of the reality of cross-border territories and practices of cross-border cooperation in Europe;
 - the development of training in professions and of research on cross-border cooperation;
 - the operational assistance for the definition and for the realization of projects for the development of cross-border activities, especially in the fields of employment, economic development, research, public services, transports, health, culture, environment, social policies and the creation with the adapted legal framework of cross-border entities (eurocities, eurodistricts etc...)...
 - the contact and the collaboration with the national and European institutions about the policies of cross-border cooperation;

- 4- The network gives itself a period of one year to transform this declaration of intention into a political document and legal support to the creation of the association. In this period it will be proceeded to the legalization in a European context of the association as well as to the definition and the creation of a logistical and budgetary support necessary to realize the proposed objectives.
- 5- To accomplish the tasks cited in point 4, a political "Board" will be created supervised by a Chairman, a Vice-chairman and a Secretary. This "Board" will be assisted by a Managing Committee (technical executive) which will include a Chairman, a Vice-chairman and a Secretary.

The Managing Committee will have to propose to the political "Board" within a delay of 3 months a draft of statutes, of internal rules of the political "Board" and of the Managing Commission, a political agenda until the constitutive General Assembly as well as a provisional budget.

The association will be based at the Mission Opérationnelle Transfrontalière, 38 rue des Bourdonnais, 75001 Paris, France.

Signed in Lille on 8 Novembre 2007



For the Mission Opérationnelle
réseau Transfrontalière
The Chairman

Pierre MAUROY



For Eixo Atlantico do
Noroeste Peninsular
The Chairman

Luis Felipe MENEZES



For the network
City Twins*
The Chairman

Pertti LINTUNEN

*The convention will be valid for the City Twins network, when all of its members have agreed to it.



**Association of European
Border Regions (AEBR)**

STRATEGIC ALLIANCE

Between:

The Mission Opérationnelle Transfrontalière (MOT), based at 38 rue des Bourdonnais, 75001 Paris (France), represented by its Chairman – Mister Pierre MAUROY

in the name of EUROMOT

on the one side,

and

the Association of European Border Regions (AEBR), based at Enschederstr. 362, 48599 Gronau (Germany) represented by its Chairman – Mister Lambert VAN NISTELROOIJ

on the other side,

Consider that:

- This convention takes place in the context of the cohesion policy of the European Union for the program period 2007-2013 and of its objective "European territorial cooperation" as well as in the context of the approval of the Territorial Agenda last 24th and 25th of May in Leipzig and finally in the period of reflection about the European budget after 2013.

□ The Association of European Border Regions

Today, the aims and task of AEBR are, as laid down in the Statutes of AEBR, which were last amended on November 25 1994, in Triest:

These Statutes stipulate that AEBR is acting for the benefit of all European border and cross-border regions and that it has as its aims:

- to make their particular problems, opportunities, tasks and projects intelligible;
- to represent their overall interests to national and international parliaments, organs, authorities and institutions;
- to initiate, support and co-ordinate their co-operation throughout Europe (creation of a network);

- to exchange know-how and information in order to formulate and co-ordinate common interests on the basis of the various cross-border problems and opportunities, and to offer adequate solutions

It is AEBR's task:

- to implement programmes and projects, to apply for funds and to receive and to dispose of them;
- to organise events that deal with cross-border problems;
- to help to solve cross-border problems and to support special activities;
- to prepare and implement common campaigns within the networks;
- to inform European political bodies and the public about cross-border issues.

- **The Mission Opérationnelle Transfrontalière** has been created in 1997 starting with pilot sites which were cross-border agglomerations situated on French outer borders. They have contributed to create a strong dynamic for the MOT bringing its expertise to different sites and promoting more generally the cross-border local authorities for urban, rural or natural cross-border territories between France and its 9 neighboring countries.

The MOT thus has the main objective to facilitate the emergence and the realization of structuring cross-border projects, favoring the articulation between territories from different countries. It works on all subjects concerned by the cross-border actions (health, transport, economic development, environment, urban cooperation....). It animates and brings her operational assistance to a network of actors involved in the cross-border cooperation (project leaders, institutional actors)

As recognized actor at the European level, today the MOT conveys a politically orientated message on the development of cross-border territorial projects. Those are a specific response to the needs of the inhabitants of cross-border regions and a powerful vector of European integration of the internal borders and of a pacification of the external borders of Europe.

On the occasion of its 10th anniversary, it decided a new strategic guideline of a dual nature: assertion on the political level and a clear positioning on the European level. In order to do so and following the action lead from its origin, the MOT considers to create, under the label of EUROMOT, a European network of cross-border local authorities to reinforce their local action and to pass on their message all over Europe.

The objective is to associate other cross-border sites from other European borders and to cooperate with other institutions regrouping local authorities working on cross-border cooperation. Thus will be created the EUROMOT in a progressive way, beginning at the European conference of the MOT in November 2007.

- **Thus, AEBR and EUROMOT** carry out all two and in a complementary way, within the animation of their respective networks, a reflection on current cross-border dynamics, modalities of their realization and their perspective of development on the European territory.

IT HAS BEEN AGREED AS FOLLOWS:

ARTICLE 1: OBJECT OF THE CONVENTION

The object of the present convention is to favor the partnership and to create a strategic alliance between EUROMOT, AEBR and their members. The objectives of both structures being complementary, they could carry out a partnership which will allow them to enrich mutually and to have more weight with their message on the cross-border cooperation of regions and of local authorities.

The idea is to ally their forces to have a better impact on orientations and decisions of the national and European authorities in the field of cross-border cooperation and to orientate in a sustainable way the content of the action programs concerning cross-border cooperation in Europe. The ultimate aim of this alliance is to act in common for the well-being of European cross-border populations and therefore at a successful integration of internal borders and at a pacification of the external borders of Europe.

This political agreement is accompanied by a program of common actions which will be proposed, decided and evaluated every year by the decision making authorities of the two parties.

ARTICLE 2: FIELDS OF PARTENSHIP

The approach of EUROMOT develops itself starting from cross-border local authorities with a strong activity of operational assistance for the setting up of projects, the one of AEBR starting with the border regions and euroregions with a confirmed presence at European institutions. This will allow to cover in a complementary way all the different types and scales of cross-border co-operation.

In order to set up this partnership for having a bigger attention on a European level and find concrete solutions to develop the projects of cross-border territories, the following fields of cooperation are thus proposed:

Polical cooperation

- Mutual presence in the decision making authorities (general assembly) with the possibility to intervene.
- Permanent exchange of information on cross-border cooperation and on the activities of each of the structures.
- Establish common positions in Europe towards European, national, regional, local authorities and civil society in the field of cross-border cooperation.
- Establish a close link with the European Parliament to allow a better consideration of cross-border cooperation.
- Permanencies of a link with the Council of Europe and its 46 countries, in particular through the CEMAT (European Conference of Ministers responsible for Regional Planning).
- Organization of common events (seminars, conferences...)

Technical assistance

A cooperation in the field of operational assistance can in particular carry on the following subjects:

- implementation of the European Grouping of Territorial Cooperation (EGCT) not only to carry the management of programs but also to structure projects (political governance and realisation of projects),
- the subject of health: help build up on the European borders of cross-border communities of health and put them into a network.
- the articulation of local projects as well as regional and European programmes of cross-border cooperation.
- training and research on cross-border practices.
- the neighbourhood policy and cross-border cooperation.
- preparation of the European year of cross-border cooperation 2010.

ARTICLE 3: MEANS TO REALISE THESE OBJECTIVES

Animation / training

The two structures will participate in the seminars, training, conferences having a cross-border focus, that are organised respectively by each one of them and this from the preparation of the contents until the delivery of the results.

ARTICLE 4: MODALITIES OF FOLLOW UP

The two parties agree on a regular communication of their actions. They will meet at least once a year to establish and evaluate their annual program of actions and evaluate the results of the progress of this convention.

ARTICLE 5: DURATION, MODIFICATION AND DISSOLVING OF THE AGREEMENT

- ❑ This agreement enters into force from the date of its signature. In absence of any opposition formulated by one of the two signatory institutions, it will be prorogued every year by tacit re-conduction.
- ❑ This agreement can be modified by amendment and be denounced by one or the other party with a prenotification of three months.

Signed in Lille on 8 November 2007

For the Association of European
Border Regions

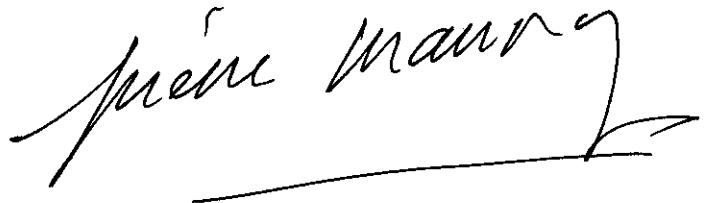
The Chairman



Lambert VAN NISTELROOIJ

For the Mission Opérationnelle
Tranfrontalière in the name of EUROMOT

The Chairman



Pierre MAUROY

The EUROMOT strategy - European network of cross-border local authorities

Annex document to the CONVENTION "EUROMOT"

I. Cross-border territories: living territories, sustainable territories

Pacifying the borders

The construction of Europe was initiated, both by the Council of Europe and by the European Community followed by the European Union, to leave behind the conflicts that marked the first half of the 20th century and make them impossible on European territory from then on. For Schuman, one of the “founding fathers”, borders were “the scars of history”, and since the beginning cross-border cooperation has been at the heart of the development of Europe, as one of the means of eliminating these scars and making the border regions spaces for building sustainable peace and prosperity in Europe. This programme is more topical than ever for the new borders formed by the successive enlargements, whether they are internal borders, external borders with candidate States or with neighbouring European or non-European States to which the Union proposes a policy of neighbourhood and partnership.

But it also remains just as topical for the “old” borders of the European Union, either because they are still areas of tension or because they divide linguistic or cultural communities which the construction of Europe can now bring together peacefully without disputing State borders. More generally, the most peaceful border regions are still often the least favoured areas within their States; at local level, the living territory is still partially truncated, economically and socially deprived of the “360° outlook” that European integration should render possible.

Day-to-day Europe

Since the Treaty of Rome was signed 50 years ago, the Schengen Agreement, the single market, the creation of the Euro and cohesion policies have all contributed to the integration of cross-border territories.

These territories are the first affected by the European construction. They are everyday “lived territories” in which people live and work, generate important flows of border-crossing workers and consumers. Different forms of cooperation in the areas of the economy, culture and the environment take place, even when some of these territories remain enclaves or peripheral.

The ever-increasing opening of borders for these areas is on the one hand:

- a source of imbalance: national political, administrative, legal, tax-frameworks do not fit the cross-border reality, and on the other,
- an opportunity: new ‘agglomeration economies’ resulting from the opening of the borders; potential in terms of linguistic and cultural diversity.

Actions for sustainable development

All European territories: regions, metropolises, towns, rural areas, nature reserves are called on to take part in the Lisbon-Gothenburg strategy but cross-border territories even more so:

- From an economic viewpoint, they can create wealth through the development of cross-border SME's, through the development of poles of competitiveness, clusters and through cross-border research and innovation networks.
- From a social viewpoint, they are areas where new cross-border labour markets can emerge, with a bi- or tri-cultural mobile and dynamic labour force.
- From an environmental viewpoint, whether urban or natural (mountain ranges, river or marine basins, rural spaces, etc.) in character, they must be joint spaces of responsibility for biodiversity, preservation of natural resources and risk management.

In order to become model sustainable communities these cross-border urban and rural areas must be the object of an integrated territorial approach. Moreover, they are the best places to learn what European citizenship really means and how it is fed by the diversity of national and regional cultures.

Cross-border local authorities, legitimate managers of cross-border cooperation

The internal organisation of the member States of the European Union and the Council of Europe is the responsibility of each State, in application of the subsidiarity principle. Nevertheless, European institutions promote the management of territorial development by local authorities, as close as possible to the needs of the inhabitants of the territories and subject to control by the inhabitants within the framework of the local democratic process.

The formation of local authorities and their strengthening as part of decentralisation processes are encouraged by Europe:

- by the Congress of Local and Regional Authorities of the Council of Europe,
- by the Committee of the Regions of the European Union,
- by the cohesion policy, for which the States are asked to implement a partnership, a “multi-level governance” associating the local, regional, national and European territorial levels.

If the “internal” urban and rural territories of the States are supposed to be the primary drivers of their own development, the same must be true for the cross-border territories.

Population areas, employment areas, functional urban areas or metropolitan areas, rural districts: these “lived territories” cut across political-administrative boundaries. European integration has already favoured the emergence of such “lived territories” in a local cross-border context, and this process can only accelerate. As part of the debate about the future of the Union, the issue today is to determine what kind of cross-border territories we want to build for tomorrow. Are we moving towards simple trading areas (free circulation of persons, goods, services and capital) or rather towards genuine project-based territories formed with defined boundaries, sponsored politically and managed technically by cross-border governance?

While the territorial (and in particular urban) dimension of the cohesion policy is clearly Stated, and territorial cooperation is now a full objective of that policy, neither the objectives of such cooperation in terms of spatial planning nor the territorial concepts that it uses (euroregions, eurodistricts, etc.) have been defined in detail at European level. The territorial economy (productive, residential) of cross-border territories is another almost untouched field of research. There is an urgent need to propose pertinent definition(s) of the concepts, typology, scales, etc., of cross-border territories, and build their local governance, with support from higher Government levels. For the subsidiarity that must be applied is not exclusive, restricted as far as possible to the local level, but an active subsidiarity, in which the question is not just “who must do what at which

level?” but also “how can we cooperate between levels for the benefit of all?”, according to the principles of vertical cooperation emphasised by the ESDP and the white paper on governance.

The organisation of local authorities varies greatly between the States, a consequence of their geography, history, and political and administrative culture. All the States, even the smallest, nevertheless have at least one sub-State level, that of the municipalities.

Cross-border cooperation must therefore rely on the cooperation of sub-State authorities, and in the first place on the cooperation of municipalities, in the form of cross-border local authorities. Such local authorities can be the builders of Europe from the bottom up, at the level of different types of cross-border territory: conurbations or metropolitan areas, predominantly rural or natural spaces, eurodistricts, euroregions, etc. At this level they must be able to develop democratic governance, in which elected representatives from both sides of the border form the political body and the technical instruments of the cooperation, in dialogue with the citizens of the cross-border territory. The European grouping of territorial cooperation (EGTC), the new Community legal instrument, is intended to become the legal vehicle for such cross-border local authority.

II. The political and operational issues of tomorrow's cross-border cooperation

The cross-border cooperation programmes of the 2007-2013 cohesion policy have been launched, and the challenge now is to place these programmes at the service of cross-border territories.

The 2007-2013 cohesion policy regulations propose the implementation of integrated urban development projects associating urban authorities within the framework of the convergence and competitiveness objectives.

However, according to the large body of testimony collected, it is clear that the drafting of the operational programmes concerning cooperation, in general undertaken by the member States and the regions (in the States that have them), has often been the occasion of only minimal consultation of the cross-border partnership and in particular of the authorities at sub-regional level, that the architecture of these programmes is above all topic-based (Lisbon-Gothenburg strategy) and leaves limited place for the territorial approach, and that the local authorities have little or no representation in the programme governance bodies (monitoring committees, etc.). There needs to be a way of making their voice heard by the competent authorities.

The interGovernmental “territorial agenda” process launched in Leipzig in May 2007 by the spatial planning ministers of the 27 member States will have to be followed up in order to ensure that the interests of cross-border territories are taken into account (in partnership with all cooperation entities: AEER, CPMR, etc.).

Finally, discussion of the European budget after 2013 has already begun and will intensify in the coming years. As was the case for the 2007-2013 budget, the cohesion policy, which now has the largest budget, is bound to be queried. The fourth report on cohesion already suggests a collective examination of the “Community added value” of the policy.

There is no doubt about the added value of territorial cooperation:

A concrete Europe is underway in cross-border territories: a Europe of projects, a Europe which responds to the needs of its citizens;

A Europe is being built in compliance with the Lisbon-Gothenburg objectives: places where national and European policies converge. These cross-border territorial projects are a major contribution to the articulation between national territories, and to European integration achieved along the lines of the "sustainable development" objectives;

The development of cross-border cooperation should be pursued: States and the European Union should develop a firm interest in supporting the development of such territorial projects to "bring peace" to the borders and demonstrate its ability to be a melting pot for European citizenship.

But national and European authorities have yet to be convinced.

III. Constitution of EUROMOT

Cross-border action: a concrete response

In order to advance this Europe of projects close to the citizen, the States and the European Union should strengthen and develop their policies in favour of cross-border action.

With its experience at European level, the Mission opérationnelle transfrontalière facilitates the emergence and implementation of structuring cross-border projects and can thus encourage this change. Originally established as an operational instrument for technical assistance, the MOT today bears a political message at European level on the development of cross-border territory projects: such projects are both a concrete response to the needs of the inhabitants of cross-border regions and a powerful vector of integration of the internal borders and pacification of the external borders of Europe.

On the occasion of its 10th anniversary, the MOT therefore chooses a new strategic orientation with a double change: political affirmation and clear European positioning.

Forming a powerful network at European level

To develop these politics and carry this message on the European level, the Mission opérationnelle transfrontalière proposes, with in the first time two other organizations committed to cross-border cooperation, Eixo Atlântico, network of border towns between North Portugal and Galicia in Spain, and City Twins, network of city twins involving Germany, Poland, Estonia, Latvia, Sweden, Finland and Russia to create a European network of cross-border local authorities: EUROMOT.

All cross-border sites (eurocities, twin cities, eurodistricts etc.) formally constituted or about to be set up may join the network. The MOT will especially put its emphasis on its non French members and partners in order to give a true European dimension to the approach "EUROMOT".

In addition, EUROMOT could form a strategic alliance with other European networks working in the area of cross-border cooperation, especially with the Association of European Border Regions (AEBR) in order to cover all types of cooperation scales.

IV. What content for EUROMOT?

Building Europe through cross-border projects

The objective of EUROMOT is to facilitate cross-border projects by encouraging continuous dialogue between national and Community authorities and local project partners. Its work will have four priorities: political action, networking, studies and research in order to provide help for the definition of a coherent cross-border cooperation policy, and operational assistance.

The work of EUROMOT will be able to develop from the activities of its founding members:

- MOT
- Eixo Atlântico
- City Twins

Building a European political network of cross-border local authorities

EUROMOT, alongside other organisations concerned by cross-border cooperation (AEBR, etc.), offers to ensure that the voice of cross-border territories is heard by European institutions (Council of Europe, European Parliament, Committee of the Regions, European Commission), European States, cross-border programme managing authorities and, more generally, European civil society. It proposes to start by relying on cross-border urban territories (conurbations, networks, metropolitan areas, etc.), mobilising the elected representatives of the municipalities and their cross-border groupings. These cross-border urban territories are the spearhead of European integration.

All territories (rural areas, maritime cooperation areas), along with the higher levels (regions, States), are invited to join or support the approach.

Because of the disparities of all types (linguistic, cultural, legislative and regulatory, fiscal, etc.) that characterise cross-border territories, they have even greater need for multi-level governance. EUROMOT must reflect this necessity, being representative of local authorities involved in cross-border cooperation, while being recognised and supported by the higher levels: regions, States, European institutions. It aims to be an interface between these levels, at the service of interoperability between local, national and European systems.

Networking

Through the production of information tools (information letters, monthly newsletters, single-topic handbooks, website, etc.) and the organisation of research-action seminars (on conurbations, health, economic development, cross-border transport, etc.), the MOT encourages the capitalisation, sharing of practices and the dissemination of know-how. It proposes to make these tools accessible gradually to partners on other European borders.

In this context, it has become involved in European projects: it is lead partner of the Interform project (European network for training and research on cross-border practices), funded by Interact;

it has produced a practical guide on cross-border cooperation at the request of the Council of Europe.

City Twins has realized a large common development project in the years 2004-2006 (Interreg 3C-project) and has published several information leaflets on the City Twins of its network for the great public. The network supports furthermore common actions in the fields of education and culture, economic development and concerning cross-border workers.

Eixo Atlántico publishes numerous information tools (magazines, monographs, texts of discussions.) It leads actions, studies and analyses in many fields of cooperation like tourism, education, sport, environment, infrastructures, culture, youth, innovation, planning and training.

The challenge for EUROMOT, within the framework of the 2007-2013 European programming, is to extend these networking actions to all European partners and more particularly in the direction of the new member States.

Studies and research: help with the definition of a coherent cross-border cooperation policy

Until now the MOT has conducted studies on cross-function topics concerning cross-border cooperation, usually at the request of the French State.

Eixo Atlántico led numerous studies and debates on cross-border cooperation within its network in the perspective of an internal cohesion of its territory.

City Twins, whose main objective is to develop the cooperation between the city twins belonging to its network, can bring in its experience of cooperation of these city twins on the North-Eastern borders of Europe. Two city twins of the association are located on the border between Russia and the European Union, place where cooperation on the external borders of the European Union can be experimented. A special attention needs to be paid to these external borders.

EUROMOT will continue this work, taking into account other borders. The results of this work and the expression of needs in the field will enable EUROMOT to help with the definition of a coherent overall policy at both national and Community levels, including by proposing legislative and regulatory changes.

This research will be able to enrich the resource centre consisting of legal, cartographic and documentary collections posted by the MOT on the website <http://www.espaces-transfrontaliers.eu>. Intended for those involved in cross-border cooperation, this “resource” site on cross-border action includes a database of cross-border projects and territories, documentary, legal and cartographic collections, a section on the European funds (Interreg), links to other websites etc. The site provides a French, English, German, Spanish and Italian version.

This strategic networking and study work could be supported by the implementation of an Interreg 4C project.

Operational assistance

· Cross-border engineering

At the request of its members, EUROMOT will be able to:

- help with project formalisation and structuring;
- assist their preparation, from feasibility study to operational set-up;
- advise the partners and ensure cross-border balance;
- support the preparation of European funding applications.

· Custom teams

For each intervention the EUROMOT and its network of experts will adapt its expertise to realities in the field, forming multinational and multidisciplinary work teams.

It will ensure that everyone concerned, in particular elected representatives, follow the progress of the project and organise its ownership by the populations.

It plans on withdrawing when these partners have acquired the political, legal, technical and financial means to sustain their project.

EUROMOT

RÉSEAU EUROPÉEN

EUROPEAN NETWORK

D'AUTORITÉS LOCALES TRANSFRONTALIÈRES

OF CROSS-BORDER LOCAL AUTHORITIES



At MOT, particularly took part in the organisation of the conference:

Workshops organisation:

Workshop 1 and 3: Olivier Denert, project director
Workshop 2 and 8: Jean Rubio, project manager
Workshop 4: Françoise Schneider-Français, project manager
Workshop 5: Silvia Gobert-Keckeis, project manager
Workshops 6, 7 and 12 : Concetta Mundo, project manager
Workshop 9: Ludivine Salambo, project manager
Workshop 10: Domitille Ayrat and Silvia Gobert-Keckeis, project managers
Workshop 11 : Françoise Schneider-Français and Ludivine Salambo, project managers

Workshops coordination:

Jean Peyrony, director of development

General coordination:

Silvia Gobert-Keckeis, project manager
Domitille Ayrat, project manager
Sophie Dos Ramos, assistant

Under the direction of Jacques Houbart, general director

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European conference
"Cross-border territories: day-to-day Europe"

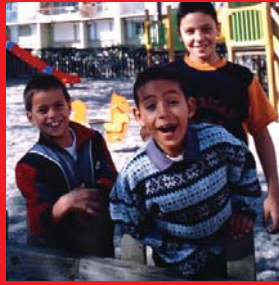
Proceedings

Lille, 8 & 9 November 2007

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La Caisse des Dépôts

“serving the public interest
and France’s economic development”

A public financial institution

- > A major long-term institutional investor
- > Transformation, in complete security, of the savings of the French people in order to finance public-interest priorities – mainly social housing
- > Banker to the French legal professions
- > Pension schemes administrator
- > Local and regional developer alongside local authorities

Subsidiaries

- > Personal insurances: CNP Assurances
- > Property: SNI Group and Icade
- > Development of SMEs: CDC Entreprises and CDC Capital Investissement
- > Services: Transdev, Egis, Compagnie des Alpes and Belambra vvf

Caisse des Dépôts inputs into all its business areas its ability to innovate and to act long-term in the service of sustainable development.

With its Elan 2020 strategic plan, Caisse des Dépôts has set itself four priorities, in order to meet France’s urgent needs: housing, SMEs, the universities and the environment.