

Opportunities of cross-border cooperation between small and medium cities in Europe

Luxembourg, 30 June 2015



LE GOUVERNEMENT
DU GRAND-DUCHÉ DE LUXEMBOURG
Ministère du Développement durable
et des Infrastructures

Département de l'aménagement du territoire



Foreword

- **What this report is NOT:** a « guide of good practices » universally applicable
- **What this report IS:** an overview of experiences and challenges met in various European cross-border regions

The objective is to launch the debate on the next steps to be taken, at different scales, to exploit the potential benefits that small and medium cities can expect from cross-border integration.

Outline

- Presentation of the report
 1. The challenges involved in linking up small and medium cities
 2. Overview of cross-border cooperation initiatives between small and medium cities in Europe
 3. Factors that influence cross-border integration
- Questions/debate

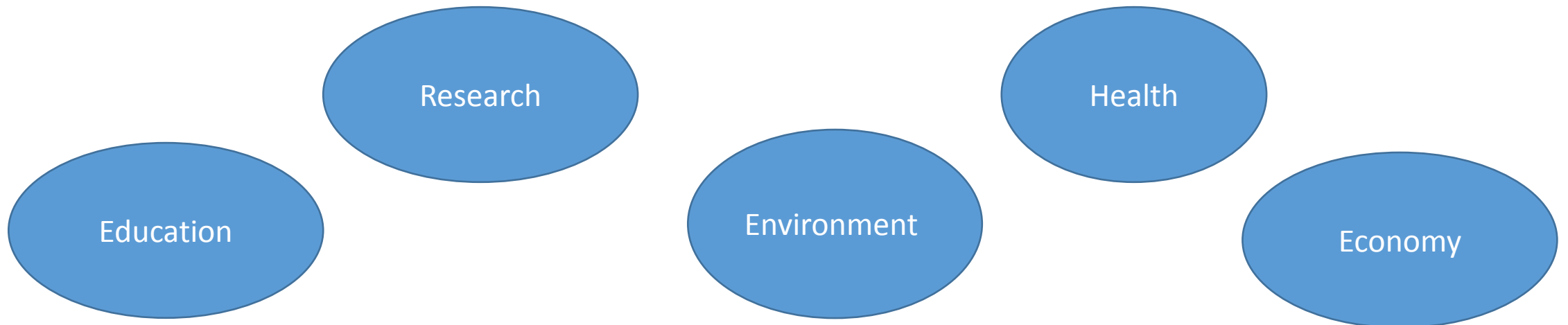
Urban border cities: from margins to interfaces?

- The « debordering » process of internal European borders
- Cross-border cooperation: a serious issue for the EU regional policy
- Cities tend to acquire more competencies and more power
 - ➔ The border as a resource for some cities

I. The challenges involved in linking up small and medium cities (1/3)

1) Combining the means, know-how and resources to acquire a critical mass

- By pooling resources, in view of the collective needs, to set up and operate large scale infrastructure projects or events.
- By fostering the networking of competencies in order to generate innovation.



I. The challenges involved in linking up small and medium cities (2/3)

2) Aiming at greater coherence between small and medium cities at the cross-border level, through the elaboration of **common territorial strategies**.



Added values of a cross-border territorial strategy

- Improving the knowledge of the territorial priorities on the other side of the border
 - Converging toward a more coherent cross-border region
 - Exploiting synergies to reinforce the competitiveness of the whole cross-border region
- ➔ “coopetition”, the new dogma for cross-border regions?

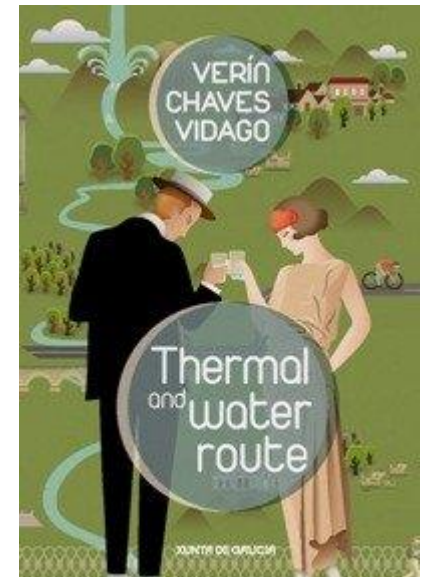
The limits of cross-border territorial strategies

- No restrictive framework, since competences in spatial planning remain the exclusive prerogative of the respective authorities on each side of the border
- Institutional mismatches between the different stakeholders in charge of the cross-border cooperation
- The strategic priorities can differ on both sides of the border
- The differences in planning cultures complicate the implementation of the strategies

I. The challenges involved in linking up small and medium cities (3/3)

3) To provide an international image of the border region

- Through the promotion of the territory to foreign investors
- Through the development of a more attractive and welcoming image of the cross-border area



II. Overview of urban cross-border cooperation in Europe

- No pretention for exhaustiveness
- Just a sample of collaboration approaches, representative of the diversity of cross-border contexts
- Despite the differences, all these examples share a common objective: to improve the cooperation at a cross-border level in order to serve the general interest



21 case-studies which include:

- All the different parts of Europe
- Schengen and non Schengen countries
- Different geographical configurations (twin cities, cross-border agglomerations, polycentric regions)

(1) Esch-sur-Alzette - Villerupt
 (2) Saarbrücken-Forbach-Sarreguemines
 (3) Strasbourg-Kehl-Offenburg

EU Schengen Area
 Non EU Schengen States
 Other States

Non Schengen EU Area
 Schengen candidate EU States
 Case studies

Author: LISER, 2015
 Source: EuroGeographics

Statistical data on population, surface, and time-distance between the small and medium cities

Eurodistrict Strasbourg - Ortenau Strasbourg - Kehl - Offenbourg

Main cities:
 Strasbourg (FR): 272 222 residents (2011)
 Offenbourg (DE): 57 328 residents (2012)
 Kehl (DE): 33 991 residents (2012)

Total population of the Eurodistrict: 868 014 residents (2014)

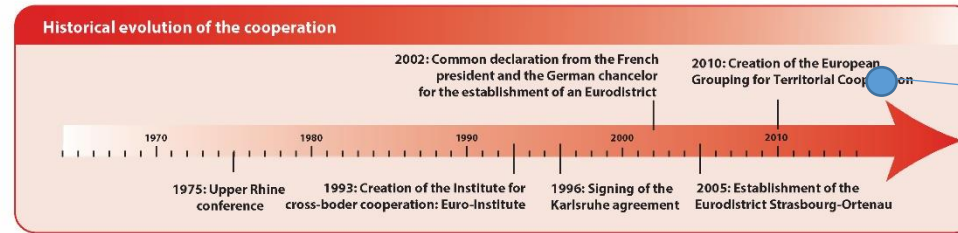
Total surface of the Eurodistrict: 2 176 km²

Time distance between the main cities:

By car:		By public transport:	
Strasbourg - Kehl:	16 minutes	Strasbourg - Kehl:	11 minutes
Strasbourg - Offenbourg:	31 minutes	Strasbourg - Offenbourg:	30 minutes
Kehl - Offenbourg:	21 minutes	Kehl - Offenbourg:	18 minutes



Map situating the cross-border region



Historical timeline illustrating the main events of the cross-border cooperation

Information concerning the institutional cross-border cooperation

Cross-border cooperation structures

Principal cross-border cooperation structure:
Eurodistrict Strasbourg-Ortenau

Status of the cooperation:
European Grouping for Territorial Cooperation (EGTC)

Organization of technical staff:
Integrated team

Existence of a territorial development strategy:
Cross-border white paper (2004)

Other cross-border structures:
Upper Rhine Conference (1991)
Rhine Council (1997)

Institutional mapping:

The diagram shows institutional levels on the y-axis (National Authorities, Regional Authorities, Local Authorities) and geographical scope on the x-axis (Small, Medium, Large). The Eurodistrict Strasbourg-Ortenau is shown as a red box at the Local level for Small and Medium scopes. The Rhine Council is shown as a blue box at the Regional level for Medium and Large scopes. The Upper Rhine Conference is shown as a blue box at the National level for Medium and Large scopes.

Cross-border integration context

Type of border: Schengen area since 1995

Currency: Euro

Languages: French, German

GDP/capita (PPP, 2011, NUTS 3):
DE: 33 186 € FR: 27 300 €

Cross-border commuters (2012)*:
FR → DE: 6 496
DE → FR: 100

Cross-border residential integration (2011, 2013)*:
Germans living in France: 14 667
French living in Germany: 4 624

Spatial configuration: Cross-border polycentric metropolitan region

The diagram shows a cross-section of the border region with multiple urban centers and a central area, representing a polycentric metropolitan region.

Information relative to the cross-border integration context

Sources of information

Characteristics

The territories of Strasbourg Eurometropole and the German Ortenau district are engaged since 2005 in a common territorial project which aims at establishing a sustainable urban region focused on green spaces, water surfaces and infrastructure networks (with the extension of the tramway from Strasbourg to Kehl). Events are regularly organized to promote cross-border mobility and to strengthen the shared sense of belonging to a community of interests. The pedestrian bridge over the Rhine, located in the middle of a cross-border garden, constitutes a strong symbol of the renewal of the relationships between both countries.

Sources: Mission opérationnelle transfrontalière; Eurodistrict Strasbourg-Ortenau; Eurostat; Google maps; EuroGeographics.
Author: LISER, 2015.

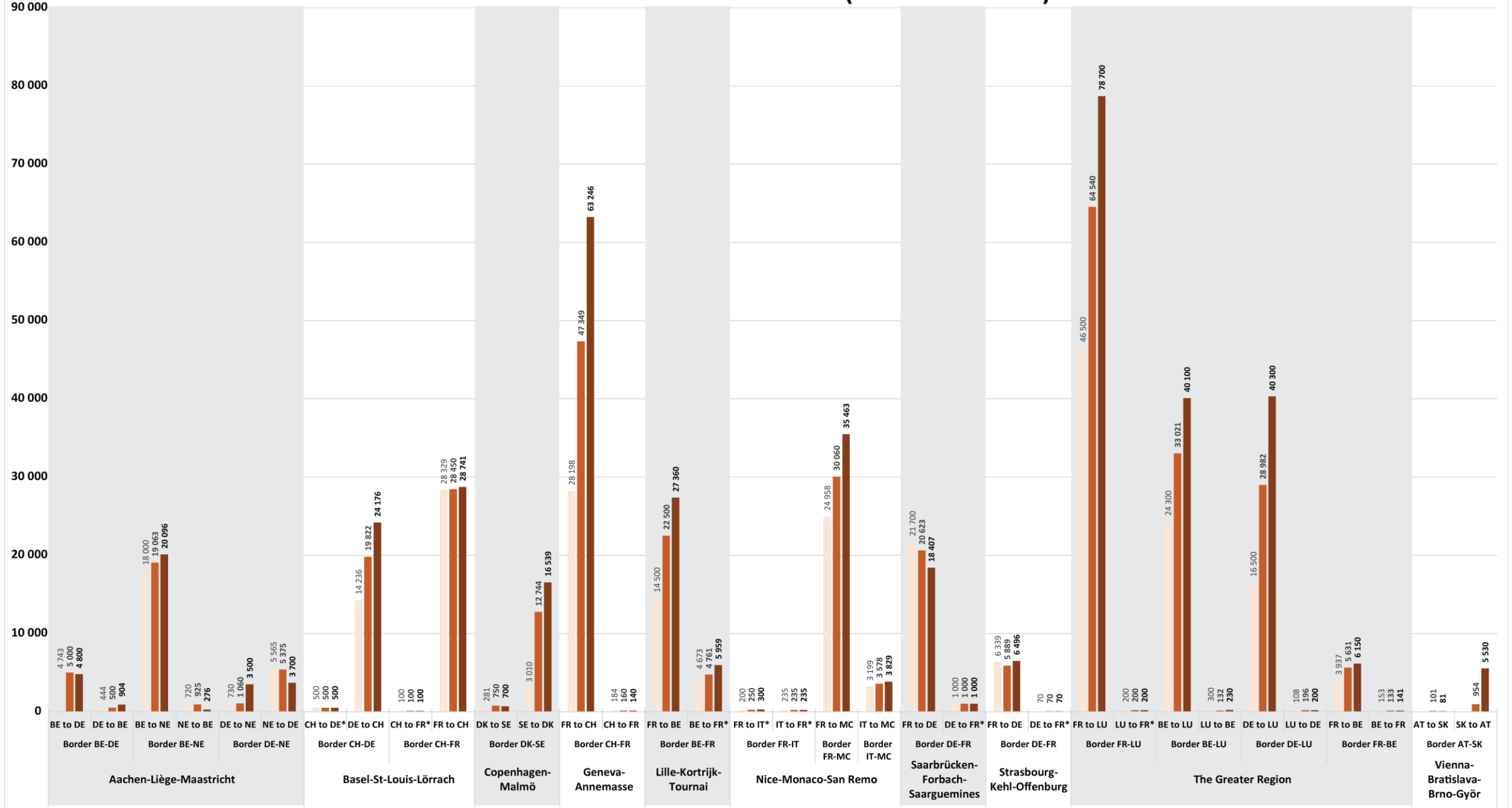
Brief description of the characteristics of the cross-border area

Indicators to measure cross-border integration

There is no perfect indicator

Indicators on cross-border integration usually try to depict the cross-border integration process by looking at either interactions or convergence.

Cross-border commuters flows (2000-2006-2012)



■ Cross-border commuters (2000)
 ■ Cross-border commuters (2006)
 ■ Cross-border commuters (2012)
 * Estimation

Evolution of the residential mobility of the neighbouring citizens within the different case-studies

Case Study	Population	2000	2006	2012	Difference (2000-2012)	Tendencies (2000-2012)
Aachen-Liège-Maastricht	BE citizens in DE border region	2721	2514	2748	27	≈
	BE citizens in NE border region	2580	2483	2598	18	≈
	DE citizens in BE border region	15337	16128	16231	894	↗
	DE citizens in NE border region	15113	12183	12829	-2284	↘
	NE citizens in BE border region	32009	42592	44611	12602	↗↗
	NE citizens in DE border region	8677	10293	11803	3126	↗
Basel-St-Louis-Lörrach	CH citizens in DE border region	3304	3938	4507	1203	↗
	CH citizens in FR border region	878	861	928	50	≈
	DE citizens in CH border region	11111	17019	25093	13982	↗↗
	DE citizens in FR border region	1329	1613	1649	320	≈
	FR citizens in CH border region	1729	1871	2361	632	↗
	FR citizens in DE border region	3397	3426	3837	440	≈
Copenhagen-Malmö	DK citizens in SE border region	10054	17062	16610	6556	↗↗
	SE citizens in DK border region	10317	8480	8983	-1334	↘
Geneva-Annemasse	CH citizens in FR border region	2554	4125	5566	3012	↗
	FR citizens in CH border region	18746	20349	25600	6854	↗↗
Lille-Kortrijk-Tournai	BE citizens in FR border region	6209	6067	6768	559	↗
	FR citizens in BE border region	18795	21500	22832	4037	↗
Nice-Monaco-San Remo	FR citizens in IT border region	1036	1115	1299	263	≈
	FR citizens in MC	11217	10029	10029	-1188	↘
	IT citizens in FR border region	12203	12448	11886	-317	↘
	IT citizens in MC	7029	6596	6596	-433	↘
Saarbrücken-Forbach-	DE citizens in FR border region	12646	14276	18414	5768	↗↗
	FR citizens in DE border region	6444	6335	6590	146	≈
Strasbourg-Kehl-Offenburg	DE citizens in FR border region	10320	12118	14667	4347	↗
	FR citizens in DE border region	25489	24807	28732	3243	↗
The Greater Region*	BE citizens in LU	14800	14197	16926	2126	↗
	DE citizens in LU	10052	8639	12049	1997	↗
	FR citizens in LU	19979	20386	31456	11477	↗↗
	LU citizens in BE border region	1439	1711	1812	373	≈
	LU citizens in DE border region	1671	3915	8341	6670	↗↗
	LU citizens in FR border region	1280	1584	1902	622	↗

Evolution of the GDP/capita (ppp)

In most of the case-studies, the differentials of GDP/capita tend to increase over time in, absolute figures.

➔ There is no clear trend of an economic convergence in each case-study, far from it.

Case Study	Country	GDP per capita			Evolution 2000-2011
		2000	2006	2011	
Aachen-Liège-Maastricht	NL	22800	27800	29500	+
	DE	19038	21676	24406	-
	BE	17392	20226	22144	-
Basel-St-Louis-Lörrach	DE	22223	26699	30195	+
	FR	20600	23927	25600	-
	CH	77787	82263	87087	+
Bayonne-San Sebastián	ES	23200	32200	33500	++
	FR	19500	23200	23900	-
Chaves-Verín	ES	14300	21000	21800	+
	PT	9000	11900	13200	-
Cieszyn-Český Těšín	CZ	10500	15700	17800	+
	PL	9900	12000	16000	+
Copenhagen-Malmö	SE	22100	25700	27100	+
	DK	29161	33419	36667	-
Esch-sur-Alzette-Villerupt	FR	18223,31	21393,94	21519,26	-
	LU	46500	63800	66700	++
Frankfurt/Oder-Stubice	DE	15100	18800	22000	+
	PL	8200	10900	13500	-
Geneva-Annemasse	CH	48168	53402	60839	++
	FR	20662,83	23339,71	22582,48	-
Gorizia-Nova Gorica	IT	24100	25900	27400	-
	SI	14900	19300	19700	-
Haparanda-Tornio	FI	18900	23500	24100	-
	SE	22000	29400	35500	++
Lille-Kortrijk-Tournai	FR	18300	22200	23800	+
	BE	21469	25318	27668	+
Newry-Dundalk	IE	15400	24700	18700	-
	GB	14200	19100	16000	-
Nice-Monaco-San Remo	FR	21400	25900	27900	+
	IT	21100	23100	23200	-
	MC	48000	50751	51556	-
Oradea-Debrecen	HU	7600	10900	12500	-
	RO	4700	9300	10100	-
Ruse-Giurgiu	BG	4700	7100	8700	-
	RO	2700	4800	9000	+
Saarbrücken-Forbach-Saargemines	FR	18100	20900	20200	-
	DE	20904,38	27230,07	30206,05	+
Strasbourg-Kehl-Offenburg	FR	22700	24900	27300	-
	DE	23511	29296	33186	++
The Greater Region	BE	16531	19285	20776	-
	LU	46500	63800	66700	++
	DE	14864	17914	20161	-
Valga-Valka	FR	18223	21394	21519	-
	EE	5600	10300	11700	+
Vienna-Bratislava-Brno-Győr	LV	4300	7300	10000	+
	AU	30263	34547	36562	+
	CZ	12400	17200	19000	+
	HU	12803	16139	18652	+
	SK	15652	26855	34357	++

The labour market

- Very important differentials can be observed between border regions.
- Some initiatives can allow a higher fluidity of the labour market at the benefit of all regions.

Case Study	Country	NUTS 2 (totally or partly incorporated in the cross-border urban area)	Economically active population. Evolution 2006- 2013 (in %)	Unemployment rate (%)		Difference (in percentage points)	Employment evolution 2006-2013 (in %)
				2006	2013		
Aachen- Liège-Maastricht	NL	Limburg	-1.9	4.5	6.7	2.2	-4.2
	DE	Köln	1.2	9.1	5.9	-3.2	4.9
	BE	Prov. Liège	4.8	11.5	11.7	0.2	4.6
Basel-St-Louis- Lörrach	DE	Freiburg	3.2	5.5	2.9	-2.6	6.1
	FR	Alsace	3.3	6.6	9.7	3.1	-0.1
	CH	Nordwestschweiz	9.7	4	4.1	0.1	9.6
Bayonne- San Sebastián	ES	País Vasco	-2.1	7.2	16.6	9.4	-12.1
	FR	Aquitaine	6.8	7.9	8.9	1	5.7
Chaves-Verín	ES	Galicia	1.9	8.3	22	13.7	-13.5
	PT	Norte	-4.3	8.9	17.2	8.3	-13.4
Cieszyn-Český Těšín	CZ	Moravskoslezsko	-1.6	12	9.9	-2.1	0.7
	PL	Slaskie	7.3	14.2	9.7	-4.5	12.9
Copenhagen-Malmö	SE	Sydsverige	9.0	8.2	9.9	1.7	6.8
	DK	Hovedstaden	8.8	5	7.4	2.4	3.8
		Sjælland	-2.0	4	6.8	2.8	-5.6
Esch-sur-Alzette- Villerupt	FR	Lorraine	-0.3	9.9	12.2	2.3	-2.9
	LU	Luxembourg	22.6	4.7	5.8	1.1	21.1
Frankfurt/Oder- Ślubiice	DE	Brandenburg	-8.0	16.6	7.4	-9.2	2.3
	PL	Lubuskie	-7.2	14	9.7	-4.3	-2.4
Geneva-Annemasse	CH	Région lémanique	10.2	7.3	5.5	-1.8	8.5
	FR	Rhône-Alpes	4.9	7.7	8.4	0.7	4.1
Gorizia-Nova Gorica	IT	Friuli-Venezia Giulia	0.1	3.5	7.7	4.2	-4.3
	SI	Zahodna Slovenija	2.5	4.6	8.7	4.1	-2.0
Haparanda-Tornio	FI	Pohjois- ja Itä-Suomi	-1.5	10.8	9.9	-0.9	-0.4
	SE	Övre Norrland	-2.9	8.5	7.2	-1.3	-1.6
Lille-Kortrijk-Tournai	FR	Nord - Pas-de-Calais	2.2	12.5	14.7	2.2	-0.4
	BE	Prov. West-Vlaanderen	2.0	4.2	3.9	-0.3	2.3
		Prov. Hainaut	3.9	14.4	13.2	-1.2	5.2
Newry-Dundalk	IE	Border, Midland and Western	0.4	4.7	14.2	9.5	-10.0
	GB	Northern Ireland	6.9	4.4	7.6	3.2	3.2
Nice-Monaco- San Remo	FR	Provence-Alpes-Côte d'Azur	8.0	11.5	10.8	-0.7	8.8
	IT	Liguria	1.9	4.8	9.9	5.1	-3.6
		Monaco	N/A	1*	1*	0	14.4
Oradea-Debrecen	HU	Észak-Alföld	5.7	11	14.4	3.4	1.7
	RO	Nord-Vest	0.6	5.9	4.1	-1.8	2.7
Ruse-Giurgiu	BG	Severen tsentralen	-9.1	13.5	15.3	1.8	-11.1
	RO	Sud - Muntenia	-8.8	9.4	9.9	0.5	-9.0
Saarbrücken-Forbach- Saarguemines	FR	Lorraine	-0.3	9.9	12.2	2.3	-2.9
	DE	Saarland	0.8	9.5	6.2	-3.3	4.8
Strasbourg-Kehl- Offenburg	FR	Alsace	3.3	6.6	9.7	3.1	-0.1
	DE	Freiburg	3.2	5.5	2.9	-2.6	6.1
		Karlsruhe	2.6	7.2	3.6	-3.6	6.6
The Greater Region	BE	Prov. Luxembourg	11.0	7.7	7.9	0.2	10.7
	LU	Luxembourg	22.6	4.7	5.8	1.1	21.1
	DE	Trier	4.1	6.2	3.1	-3.1	7.7
	FR	Saarland	0.8	9.5	6.2	-3.3	4.8
Valga-Valka	EE	Estonia	-1.8	5.9	8.6	2.7	-4.7
	LV	Latvia	-7.7	6.8	11.9	5.1	-12.6
Vienna-Bratislava- Brno-Győr	AT	Burgenland	3.5	5	4	-1	4.7
		Niederösterreich	6.2	4	4.5	0.5	5.6
	Wien	7.4	8.8	8.4	-0.4	7.8	
	CZ	Jihovýchod	3.7	7.1	6.8	-0.3	4.1
	HU	Nyugat-Dunántúl	-0.7	5.7	7.8	2.1	-2.7
SK	Bratislavský kraj	0.3	4.6	6.4	1.8	-1.7	

Source: Eurostat 2015

* Estimation

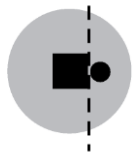
Findings from the analysis of case-studies

- There are some contradictory mechanisms between cross-border interactions and cross-border convergence. A high intensity of interactions does not always lead to more similarity concerning territorial characteristics.
- Four main approaches of the concept of cross-border integration can be distinguished:
 - Functional approach
 - Institutional approach
 - Structural approach
 - Ideational approach

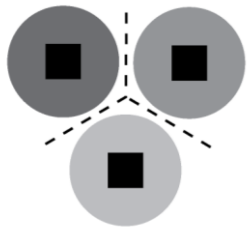
III. Factors that influence cross-border integration (1/3)

The impact of geographical contexts

- The belonging, or not, to political or economic transnational spaces such as the EU, the Schengen area, the Eurozone, as well as the “maturity” of the cross-border cooperation.
- Spatial configurations between small and medium cities play a role.



In cross-border agglomerations, authorities are confronted with the necessity to manage together local services and infrastructures.



The « distance collaboration » within polycentric regions is often more flexible and focused on a limited number of strategic collaborations.

III. Factors which influence cross-border integration (2/3)

- The cross-border governance structure

Some general principles to improve CB governance:

- Define objectives shared by all
- Use the available legal instruments and means
- Open the governance arena to non-institutional actors
- ... But the quality of interpersonal relations between policymakers remains crucial to ensure an efficient cooperation!

III. Factors that influence cross-border integration (3/3)

- The feeling of sharing a common cross-border living area

Events and actions can allow the population to develop the sense of belonging to a cross-border community of interests.

Thank you for your attention

For any comment about the report, please contact:

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