



Cross-border public services

Case study collection

Contract: 2020CE160AT084



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Abbreviations

Abbreviation	Text
AEBR	Association of European Border Regions
ALCOTRA	Interreg programme ALpes Latines COopération TRAnsfrontalière
BGTC	Benelux Grouping for Territorial Cooperation
BRIE	Bulgarian-Romanian Interuniversity Europe Centre
CBC	Cross-border cooperation
CBPT	Cross-border public transport services
CECIS	Common Emergency Communication and Information System
CEI	Centre d'Entretien et d'Intervention
CPS	Cross-border public services
CRM	Customer-Relationship-Management
EaSI	Employment and Social Innovation Programme
ECBM	European Cross-Border Mechanism
ERDF	European Regional Development Fund
ESF	European Social Fund
EURES	European Network of Employment Services
GDP	Gross-domestic product
GEF	Global Environment Facility
IUCN	International Union for Conservation of Nature
KfW	German Bank of Reconstruction
LCCG	Local Cross-Border Cooperation Grouping
LTU	Lulea Technical University
NDR	Norddeutscher Rundfunk
NGO	Non-governmental organisation
NMS	Nordic Mining School
POCTEFA	Interreg programme Spain-France-Andorra
PES	Public employment services
R&D	Research and development

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RHN	Regions for Health Network
SCE	European Cooperative Society
TTBR	Tatra Transboundary Biosphere Reserve
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USG	Ultrasound scan test
WWF	World Wildlife Fund

Abstract

This report presents 30 cross-border public service (CPS) case studies. A brief description of the selection process illustrates the diversity of case studies, the geographic and thematic balance and organisational differences. Each case study is presented in a standardised fiche. Case study descriptions consider the conceptual framework developed at the beginning of the study. The report closes with conclusions highlighting findings and policy-relevant take-aways.

Executive summary

This report is dedicated to 30 cross-border public service (CPS) case studies, which complement conceptual and EU-wide analyses provided in other reports. Thus, it contributes to exploiting the potential of CPS. The case studies give in-depth insights into practical experience and help promote future CPS. Each CPS in this report is presented along with its main characteristics including obstacles, solutions and success factors.

The brief selection process description shows the diversity of case studies from different perspectives. The case studies cover the borders of 22 EU Member States, some of which neighbour non-EU countries. There is a geographic imbalance towards Western and Northern European countries due to a lack of CPS in other parts of the EU. The selection includes different types of borders that may have different needs for CPS and considers CPS of different ages, some introduced very recently while others have been in place for decades. Some case studies benefit from existing cross-border structures, while others rely on specifically established cross-border institutions or have no cross-border structure involvement. More than half the case studies have benefited directly from Interreg funding during their set up or further development. Nine policy areas were identified as relevant for CPS, all of which are covered by at least one case study in this report.

Each case study is presented as a fiche following a standardised structure detailed in the table below. The structure facilitates easy access to characteristics of interest to the reader and has many similarities with the CPS good practice factsheets developed by the ESPON CPS study in 2018.¹

CPS name	
Overview	Picture & source for illustration
Countries and regions covered	
Year of implementation	
Function and policy field	<i>Relevant policy area & field(s) of intervention</i>
Description of the service	<i>One paragraph description of the CPS</i>
Service provider	<i>Name & type of provider(s)</i>
Further information	<i>Information sources & public contact information</i>

¹<https://www.espon.eu/sites/default/files/attachments/ESPON%20CPS%2005%20Scientific%20Report%20Annex%20II%20Good%20practices.pdf>

CPS name	
Context information	
Service area	<p><i>Short description of area targeted, type of border & permeability² (one paragraph)</i></p> <p><i>Short description of potentially relevant socio-economic disparities (one paragraph)</i></p> <p><i>Short description of potentially relevant cultural factors (languages, cultural similarities etc.) (one paragraph)</i></p>
Demand	<i>Short description of geographical specificities, urbanisation, population or similar (one paragraph) depending on the type of CPS and demand characteristics (e.g. links to related CPS in the area)</i>
Framework for - cooperation	<i>One paragraph on existing cooperation organisations and their relevance for the CPS</i>
CPS provision	
Needs addressed by the CPS	<i>One paragraph on the purpose/objectives of the CPS & how it addresses previously untapped potential</i>
Legal and administrative framework of the service	<i>Short description of legal and administrative framework, e.g. strategies, agreements, governance structure of CPS including information on 'power relations' across the border and public-private relations (max. three paragraphs)</i>
Financing	<i>One paragraph on funding sources & market regime</i>
Target group	<i>1-2 sentences on the main target groups (types of target groups)</i>
Access design	<i>Short description on access limitations, e.g. languages, age dependent access, raising awareness, financial accessibility (potential user contribution)</i>
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<i>One paragraph per obstacle hampering CPS implementation or its further development (differentiate between legal, administrative, ...)</i>
Solutions for overcoming obstacles	<i>One paragraph per obstacle on existing or planned solutions</i>

² Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

CPS name	
Results	
What has changed in terms of service accessibility since introduction?	<i>One paragraph on change achieved & how the CPS contributes to the cross-border dimension / functional area development</i>
Satisfaction & demand met	<i>One paragraph on how much demand could be met and if the target group is satisfied with the CPS (what has changed from their perspective)</i>
CPS highlights	<i>Aspects highlighted by stakeholders of potential interest for other border areas (one paragraph)</i>

CPS case study fiches are presented in line with the nine main policy fields to simplify access for readers interested in a specific policy field.

Complementing the recently published (Spring 2022) case studies on cross-border public transport services³ three CPS case studies cover transport. One is about the step-wise introduction of cross-border river ferries in the Upper Rhine area. The other two address possible future instruments of transport policy that are very innovative in the cross-border context, namely a carpooling service and a public cross-border bike sharing system.

Spatial planning, economic development, tourism and culture offer many access points for CPS, three of which are included in the case studies. One deals with a joint public body providing public services in a fragmented municipal setting, one is about harmonising services for families and the third facilitates research and advice on tourism.

Case studies on cross-border health care, long-term care and social inclusion focus on primary and secondary health care services as well as emergency services. Three examples of hospital access and cooperation in different parts of the EU give insights into tailoring such CPS. A case study on emergency, rescue and patient transfer services provides complementary insights.

Education and training are covered in five case studies, which give insights into specific territorial needs and different levels of education. They include cross-border kindergartens in a twin-city, primary school education to answer minority needs, a cross-border primary and secondary education system in an integrated twin-city and two tertiary education examples. One of these addresses territorial specificities and aims to raise demand for a specific field of tertiary education while the other offers programmes for European integration in a cross-border environment.

Three labour market and employment policy case studies illustrate different settings and organisational structures aiming to ease cross-border job placements and related information.

Communication, broadcasting and the information society have the fewest CPS identified so far. One example is in the case study showing a local and territorially tailored approach that addresses citizens and tourists on both sides of the border.

Environmental protection and climate change action encompass a particularly wide variety of potential fields for CPS. This is acknowledged with six case studies covering especially

³ https://op.europa.eu/en/publication-detail/-/publication/5c6073aa-728e-11ec-9136-01aa75ed71a1#_publicationDetails_PublicationDetailsPortlet_relatedPublications

those fields that were not described in the ESPON CPS study in 2018. One case study shows how cross-border solid waste collection and treatment may be organised in a peripheral border area. Two case studies illustrate innovative ways to provide energy. One aims at energy independence for a cross-border territory and the other at improving energy efficiency by using industrial heat waste for cross-border district heating. The remaining three case studies show different aspects and governance structures supporting environmental protection, one including IPA country borders, two benefitting from UNESCO recognition, of which one describes the benefits of using an EGTC as service provision structure.

CPS for civil protection and disaster management may require different settings and sometimes do not exclusively focus on the border area. Examples are national multilateral agreements. National and regional governance structures are decisive for how such protection services are implemented. Case study examples show how this is done with and without additional local agreements. One example focuses on local firefighting services with a long traditional background.

The last case study covers citizenship, justice and public security and offers free access to legal support for cross-border commuters and foreign residents in the border area to improve justice regardless of nationality.

This variety of 30 case studies across nine policy area enables several conclusions with policy relevance.

- CPS can be important to improving service accessibility in border regions across a large variety of sectors.
- The complexity of CPS varies greatly for good reasons.
- One involves different starting points for CPS development.
- The geographic coverage mirrors geographic clusters and gaps, nevertheless, CPS matter for all types of territories.
- There are many suitable governance structures for CPS provision and these should be developed carefully.
- Cross-border structures can be useful for different aspects of CPS development and provision.
- Interreg is a very important source for developing CPS.
- Once developed, a CPS is not finalised but may need to further develop or evolve to best meet demand.
- For some fields and policy areas there are few CPS so far. These can benefit from innovative approaches illustrated in some of the case studies.
- Notwithstanding the need for tailored solutions, CPS development may also benefit from experience in other regions and can create spill-overs that initiate similar services in other regions.
- CPS may benefit from integration with other domestic and/or cross-border services.

- CPS can achieve different types of change, such as more accessible services, more environmentally friendly transport, better coordination of policies across the border or the initiation of a continuous integration process.
- While joint entities may not be absolutely necessary for implementing a CPS, experience shows that establishing cross-border joint entities to deliver CPS can help ease provision as well as contribute to sustainability and legitimacy.
- Recognition of a certain status or the use of a European legal form like the EGTC contribute to awareness raising at different levels.
- Involving the 'right' actors is central, and in a cross-border context may imply a large network. This may require additional efforts and coordination cost but is essential to realising the expected benefits and ensuring continued political and administrative support.
- National recognition of cooperation and the needs of border regions may contribute to simplifying local CPS implementation.

Synthèse

Ce rapport est consacré à 30 études de cas de services publics transfrontaliers (SPT), qui complètent les analyses conceptuelles et européennes fournies dans d'autres rapports. Il contribue ainsi à exploiter le potentiel des SPT. Les études de cas donnent un aperçu approfondi des expériences pratiques et aident à promouvoir les futurs SPT. Chaque SPT de ce rapport est présenté avec ses principales caractéristiques, y compris les obstacles, les solutions trouvées et les facteurs de succès.

La brève description du processus de sélection montre la diversité des études de cas sous différents angles. Les études de cas couvrent les frontières de 22 États membres de l'UE, dont certains sont voisins de pays non-membres de l'UE. Il y a un déséquilibre géographique en faveur des pays d'Europe occidentale et septentrionale en raison d'un manque de SPT dans d'autres parties de l'UE. La sélection comprend différents types de frontières qui peuvent avoir des besoins différents en matière de SPT et considère des SPT de différentes anciennetés, certains ayant été introduits très récemment alors que d'autres sont en place depuis des décennies. Certains cas étudiés bénéficient de structures transfrontalières en place, tandis que d'autres s'appuient sur des institutions transfrontalières spécifiquement établies à cette fin ou ne font appel à aucune structure transfrontalière. Plus de la moitié des études de cas ont bénéficié directement d'un financement Interreg lors de leur mise en place ou de leur développement. Neuf domaines d'action ont été identifiés comme pertinents pour les SPT, et tous sont couverts par au moins une étude de cas dans ce rapport.

Chaque étude de cas est présentée sous forme de fiche suivant une structure standardisée détaillée dans le tableau ci-dessous. La structure facilite l'accès aux caractéristiques qui intéressent le lecteur et présente de nombreuses similitudes avec les fiches de bonnes pratiques SPT développées par l'étude CPS d'ESPON en 2018.⁴

Nom du SPT		
Vue d'ensemble	Photo et source de l'illustration	
Pays et régions couverts		
Année de mise en œuvre		<i>Point de départ et années de changement majeur</i>
Fonction et domaine politique		<i>Domaine politique pertinent et domaine(s) d'intervention</i>
Description du service	<i>Description d'un paragraphe du SPT</i>	
Fournisseur de services	<i>Nom et type de fournisseur(s)</i>	

⁴<https://www.espon.eu/sites/default/files/attachments/ESPON%20CPS%202005%20Scientific%20Report%20Annex%20II%20Good%20practices.pdf>

Nom du SPT	
Informations supplémentaires	<i>Sources d'information et coordonnées du public</i>
Informations sur le contexte	
Zone de service	<i>Brève description de la zone ciblée, du type de frontière et de sa perméabilité⁵ (un paragraphe).</i> <i>Brève description des disparités socio-économiques potentiellement pertinentes (un paragraphe)</i> <i>Brève description des facteurs culturels potentiellement pertinents (langues, similitudes culturelles, etc.) (un paragraphe)</i>
Demande	<i>Brève description des spécificités géographiques, de l'urbanisation, de la population ou similaires (un paragraphe) en fonction du type de SPT et des caractéristiques de la demande (par exemple, liens vers des SPT connexes dans la région).</i>
Cadre de coopération	<i>Un paragraphe sur les organisations de coopération existantes et leur pertinence pour le SPT.</i>
Fourniture du SPT	
Besoins abordés par le SPT	<i>Un paragraphe sur la raison d'être/les objectifs du SPT et la manière dont il aborde un potentiel jusqu'alors inexploité.</i>
Cadre juridique et administratif du service	<i>Brève description du cadre juridique et administratif, par exemple les stratégies, les accords, la structure de gouvernance du SPT, y compris des informations sur les "relations de pouvoir" de part et d'autre de la frontière et les relations public-privé (trois paragraphes maximum)</i>
Financement	<i>Un paragraphe sur les sources de financement et le régime commercial</i>
Groupe cible	<i>1-2 phrases sur les principaux groupes cibles (types de groupes cibles)</i>
Conception de l'accès	<i>Brève description des limitations d'accès, par exemple les langues, l'accès en fonction de l'âge, la sensibilisation, l'accessibilité financière (contribution potentielle des utilisateurs).</i>
Défis et obstacles	
Défis et obstacles (avant la mise en œuvre du SPT)	<i>Un paragraphe par obstacle entravant la mise en œuvre du SPT ou son développement ultérieur (distinguer les obstacles juridiques, administratifs, ...).</i>
Solutions pour surmonter les obstacles	<i>Un paragraphe par obstacle sur les solutions existantes ou envisagées</i>

⁵ La perméabilité décrit la relation entre les services de transport public transfrontaliers (bus, trains, tramways et ferries) d'une part, et la densité de population et le développement d'autre part.

Nom du SPT	
Résultats	
Qu'est-ce qui a changé en termes d'accessibilité du service depuis son introduction ?	<i>Un paragraphe sur le changement réalisé et la façon dont le SPT contribue à la dimension transfrontalière / au développement du domaine fonctionnel.</i>
Satisfaction de la demande	<i>Un paragraphe sur la quantité de demandes qui a pu être satisfaite et si le groupe cible est satisfait du SPT (ce qui a changé de leur point de vue).</i>
Les points forts du SPT	<i>Aspects mis en évidence par les parties prenantes et présentant un intérêt potentiel pour d'autres zones frontalières (un paragraphe)</i>

Les fiches d'études de cas des SPT sont présentées en fonction des neuf principaux domaines politiques afin de simplifier l'accès pour les lecteurs intéressés par un domaine politique spécifique.

En complément des études de cas récemment publiées (printemps 2022) sur les services de transport public transfrontaliers⁶, trois études de cas portent sur les transports. L'une porte sur l'introduction progressive de ferries transfrontaliers dans la région du Rhin supérieur. Les deux autres traitent des futurs instruments possibles de la politique des transports qui sont très innovants dans le contexte transfrontalier, à savoir un service de covoiturage et un système public transfrontalier de partage de vélos.

L'aménagement du territoire, le développement économique, le tourisme et la culture offrent de nombreux points d'accès aux SPT, dont trois sont inclus dans les études de cas. L'une concerne un organisme public commun fournissant des services publics dans un cadre municipal fragmenté, une autre porte sur l'harmonisation des services aux familles et la troisième facilite la recherche et le conseil en matière de tourisme.

Les études de cas sur les soins de santé transfrontaliers, les soins de longue durée et l'inclusion sociale se concentrent sur les services de soins de santé primaires et secondaires ainsi que sur les services d'urgence. Trois exemples d'accès aux hôpitaux et de coopération dans différentes parties de l'UE donnent un aperçu de l'adaptation de ces SPT. Une étude de cas sur les services d'urgence, de secours et de transfert de patients fournit des informations complémentaires.

L'éducation et la formation sont abordées dans cinq études de cas, qui donnent un aperçu des besoins territoriaux spécifiques et des différents niveaux d'enseignement. Il s'agit de jardins d'enfants transfrontaliers à l'échelle de villes jumelles, d'un enseignement primaire répondant aux besoins des minorités, d'un système transfrontalier d'enseignement primaire et secondaire dans une agglomération transfrontalière et de deux exemples d'enseignement supérieur. L'un d'entre eux traite des spécificités territoriales et vise à accroître la demande dans un domaine spécifique de l'enseignement supérieur, tandis que l'autre propose des programmes d'intégration européenne dans un environnement transfrontalier.

⁶ https://op.europa.eu/en/publication-detail/-/publication/5c6073aa-728e-11ec-9136-01aa75ed71a1#_publicationDetails_PublicationDetailsPortlet_relatedPublications

Trois études de cas sur le marché du travail et la politique de l'emploi illustrent différents contextes et structures organisationnelles visant à faciliter les placements de travailleurs transfrontaliers et les échanges d'informations afférents.

Le domaine « communication et société de l'information » est celui avec le moins de SPT identifiés jusqu'à présent. L'étude de cas développée présente une approche locale et territorialement adaptée de partage d'information à destination des citoyens et des touristes des deux côtés de la frontière.

La protection de l'environnement et la lutte contre le changement climatique englobent une variété particulièrement large de domaines potentiels pour les SPT. C'est ce qui transparaît des six études de cas couvrant notamment les domaines qui n'ont pas été décrits dans l'étude ESPON CPS en 2018. Une étude de cas montre comment la collecte et le traitement transfrontaliers des déchets solides peuvent être organisés dans une zone frontalière périphérique. Deux études de cas illustrent des manières innovantes de fournir de l'énergie. L'une vise à l'indépendance énergétique d'un territoire transfrontalier et l'autre à l'amélioration de l'efficacité énergétique en utilisant les déchets thermiques industriels pour le chauffage urbain. Les trois autres études de cas montrent différents aspects et structures de gouvernance soutenant la protection de l'environnement, l'une incluant les frontières des pays IPA, deux bénéficiant de la reconnaissance de l'UNESCO, dont l'une décrit les avantages de l'utilisation d'un GECT comme structure de fourniture de services.

Les SPT pour la protection civile et la gestion des catastrophes peuvent nécessiter des cadres différents et parfois ne se concentrent pas exclusivement sur la zone frontalière. Les accords nationaux multilatéraux en sont un exemple. Les structures de gouvernance nationales et régionales sont déterminantes pour la manière dont ces services de protection sont mis en œuvre. Des exemples d'études de cas montrent comment cela se fait avec ou sans accords locaux supplémentaires. Un exemple porte sur les services locaux de lutte contre les incendies, qui sont basés sur des coopérations de longue date.

La dernière étude de cas porte sur la citoyenneté, la justice et la sécurité publique et offre un accès gratuit à l'assistance juridique aux frontaliers et aux résidents étrangers dans la zone frontalière afin d'améliorer la justice indépendamment de la nationalité.

Cette variété de 30 études de cas dans neuf domaines politiques permet de tirer plusieurs conclusions pertinentes pour les politiques.

- Le SPT peut être important pour améliorer l'accessibilité des services dans les régions frontalières dans une grande variété de secteurs.
- La complexité des SPT varie considérablement et pour de bonnes raisons.
- Différents points de départ peuvent mener au développement des SPT.
- La couverture géographique est inégale (avec des zones denses en SPT et des zones « vides »), néanmoins, les SPT ont leur importance dans tous les types de territoires.
- Il existe de nombreuses structures de gouvernance adaptées à la fourniture de SPT et celles-ci doivent être développées avec soin.
- Les structures transfrontalières peuvent être utiles pour différents aspects du développement et de la fourniture de SPT.
- Interreg est une source très importante pour le développement des SPT.

- Une fois élaboré, un SPT n'est pas finalisé, mais peut être amené à se développer ou à évoluer pour répondre au mieux à la demande.
- Pour certains domaines et champs d'action, il existe peu de SPT à ce jour. Ceux-ci peuvent bénéficier d'approches innovantes illustrées dans certaines des études de cas.
- Nonobstant la nécessité de solutions sur mesure, le développement des SPT dans une région peut bénéficier de l'expérience d'autres régions et peut à son tour mener à la création de services similaires dans d'autres régions.
- Les SPT peuvent bénéficier d'une intégration avec d'autres services nationaux et/ou transfrontaliers.
- Les SPT peuvent réaliser différents types de changements, tels que des services plus accessibles, des transports plus respectueux de l'environnement, une meilleure coordination des politiques de part et d'autre de la frontière ou le lancement d'un processus d'intégration continu.
- Bien que les entités conjointes ne soient pas absolument nécessaires à la mise en œuvre d'un SPT, l'expérience montre que l'établissement d'entités conjointes transfrontalières pour mettre en œuvre des SPT peut faciliter la fourniture et contribuer à la durabilité et à la légitimité du service.
- La reconnaissance d'un certain statut ou l'utilisation d'une forme juridique européenne comme le GECT contribuent à la sensibilisation à différents niveaux.
- Il est essentiel d'impliquer les "bons" acteurs, ce qui, dans un contexte transfrontalier, peut impliquer un vaste réseau. Cela peut nécessiter des efforts et des coûts de coordination supplémentaires, mais ceci est essentiel pour faire advenir les bénéfices attendus et garantir un soutien politique et administratif continu.
- La reconnaissance nationale de la coopération et des besoins des régions frontalières peut contribuer à simplifier la mise en œuvre locale des SPT.

1. Introduction

The overarching objective of this study is to exploit the potential of cross-border public services (CPS). In view of this overall objective, the study has three specific objectives:

- (i) to consolidate the conceptual methodological framework used so far to identify and document CPS;
- (ii) to design a methodology and process enabling future data input, validation and monitoring of the inventory;
- (iii) to produce a policy analysis and recommendations on cross-border obstacles and future CPS deployment.

In addition to improving the understanding of CPS this requires in-depth insights into practical experience. This report presents such experience based on 30 case study fiches, which will contribute to the third specific objective. Above all, the fiches should help promote CPS in the future. To do so, they identify the main characteristics of the CPS including obstacles, solutions and success factors.

Chapter 2 offers a short review of the case study selection. This highlights coverage and diversity of case studies from different perspectives and illustrates the case study fiche structure.

Chapter 3 is the main part with 30 case study fiches organised along their main thematic policy area. Before presenting these fiches, an overview map illustrates the geographic location and thematic diversity of the 30 fiches.

The report **concludes** with findings relevant for policy making. In particular, the conclusions point at the cross-sectoral benefits of CPS and some of their innovative elements.

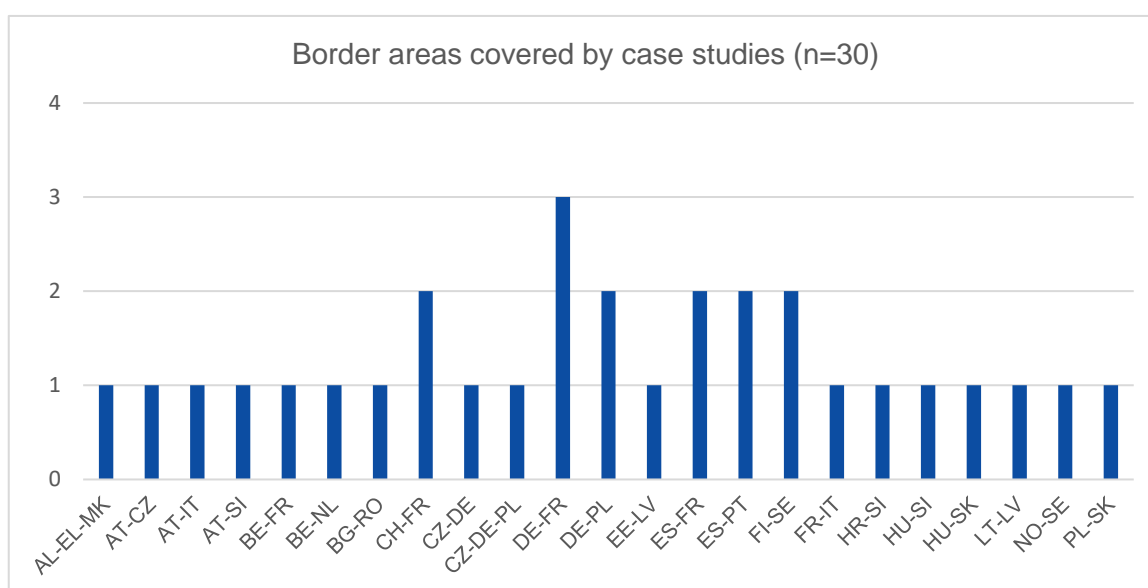
2. Selection of case studies

2.1. Selection process

The selection process aimed to achieve the best possible coverage of CPS in Europe in terms of geographic and thematic balance and organisational diversity. In addition, the aim was to select 'successful' CPS, which includes innovativeness, as examples for future CPS development. Previous case studies from the ESPON CPS study 2018⁷, the corresponding good practice factsheets and the DG Regio cross-border public transport study⁸ are excluded to avoid duplication. Keeping these criteria in mind, a long list of potential case studies was developed, of which 30 CPS were selected for in-depth analysis.

The final selection covers the borders of 22 EU Member States (AT, BE, BG, CZ, DE, EE, EL, ES, FR, FI, HR, HU, IT, LT, LV, NL, PL, PT, RO, SE, SI, SK), some of which also concern neighbouring non-EU countries (CH, NO, AL, MK). Nevertheless, borders in South-East-Europe are not as well covered as others, due to a lack of CPS identified so far. The following figure gives an overview of the territorial coverage by border areas per proposed case study.

Figure 1 Number of case studies by border area



Source: Service provider, 2022

Despite these limitations the selection included all types of borders (see the figures below). Eighteen case studies are relevant for twin cities as defined in the DG Regio Cross-border public transport study⁹ including one so-called Eurocity without an immediate geographical

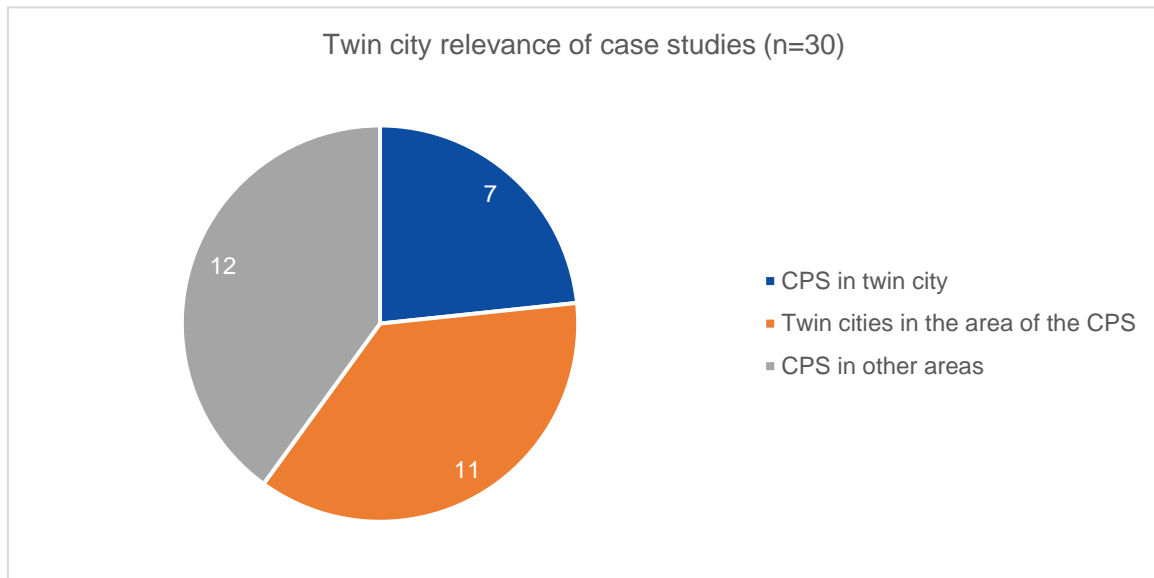
⁷ See www.espon.eu/CPS

⁸ See <https://op.europa.eu/en/publication-detail/-/publication/7c878ab9-728f-11ec-9136-01aa75ed71a1/language-en>

⁹ The study considers a twin city as a seamless settlement area across a border and connected by transport infrastructure. See Zillmer, Sabine, Frank Holstein, Christian Lürer, Thomas Stumm, Carsten Schürmann, und Claudia De Stasio. 'Study on providing public transport in cross-border regions - mapping of existing services and legal obstacles. Final Report'. Brussels: European Commission - DG REGIO, 2022, p.136. <https://op.europa.eu/en/publication-detail/-/publication/7c878ab9-728f-11ec-9136-01aa75ed71a1/language-en>.

neighbourhood. While case studies often encompass one or more twin cities in the area covered by the CPS, seven case study CPS are directly located in twin cities.

Figure 2 Number of case studies by relevance of twin cities

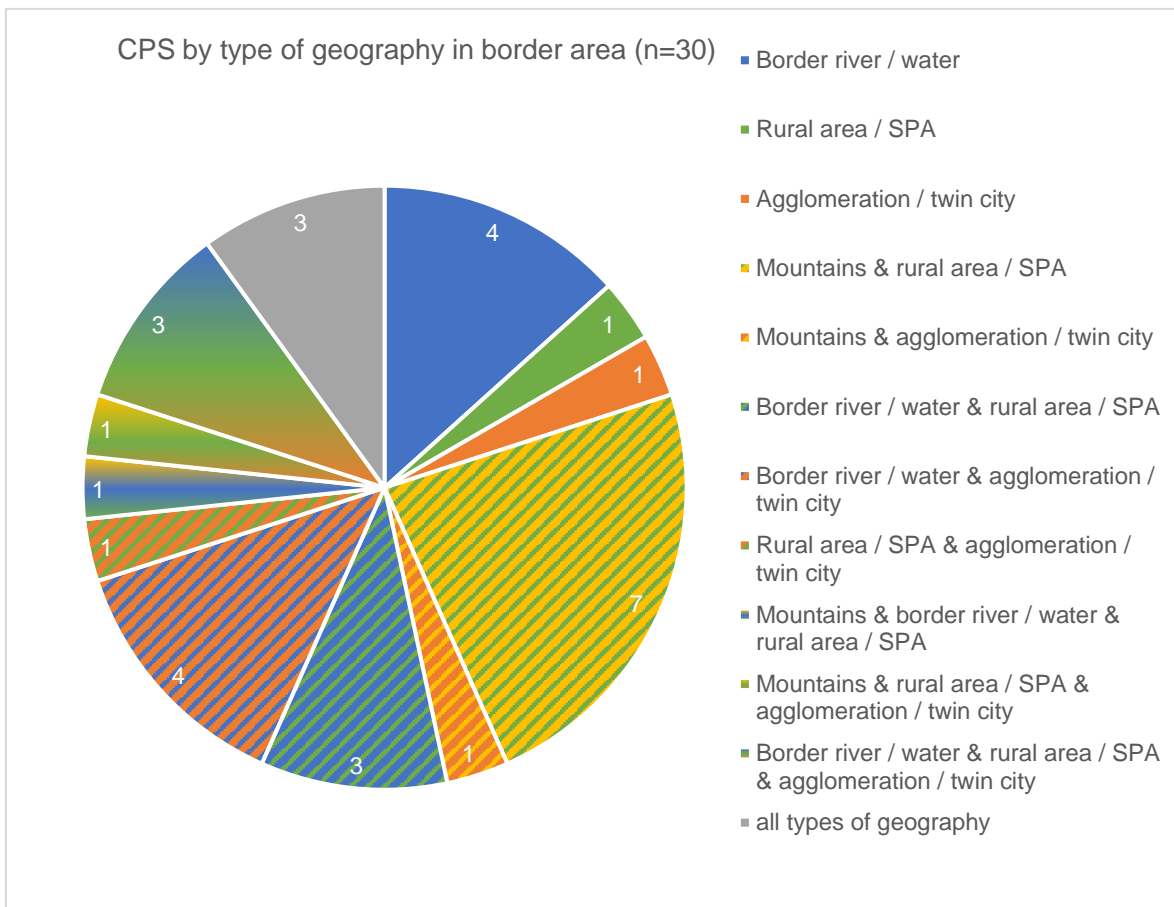


Source: Service provider, 2022

Depending on the type of service, the CPS service area may be very local or cover a larger territory. Thus, it may face different geographic characteristics relevant for CPS provision. Figure 3 illustrates the variety of specific geographic characteristics in the service areas of the case studies. All case studies include specific territories, like the above-mentioned twin cities. In some cases, more than one specificity is also relevant for CPS in a small service area, e.g. if a border river coincides with an agglomeration or twin city. Some case studies illustrate that geographic specificity is the reason for the CPS, e.g. ferries crossing a border river or joint municipal services in an intertwined area of two cities.

By including CPS that were identified in the ESPON CPS study in 2018 and newly identified CPS during the ongoing ESPON CPS study, the CPS ages are also diverse, although not all newly identified CPS were established after 2018. In total, 12 newly identified CPS are included, of which seven were established 2018 or later. Some CPS identified by the ESPON CPS study in 2018 have also experienced fundamental change, with new agreements or a changed organisational setup. The CPS were set up in different time periods (i.e. before the year 2000, between 2000 and 2018 and after 2018). The age distribution is relatively even and illustrates the continuous need for setting up these services (see Figure 4).

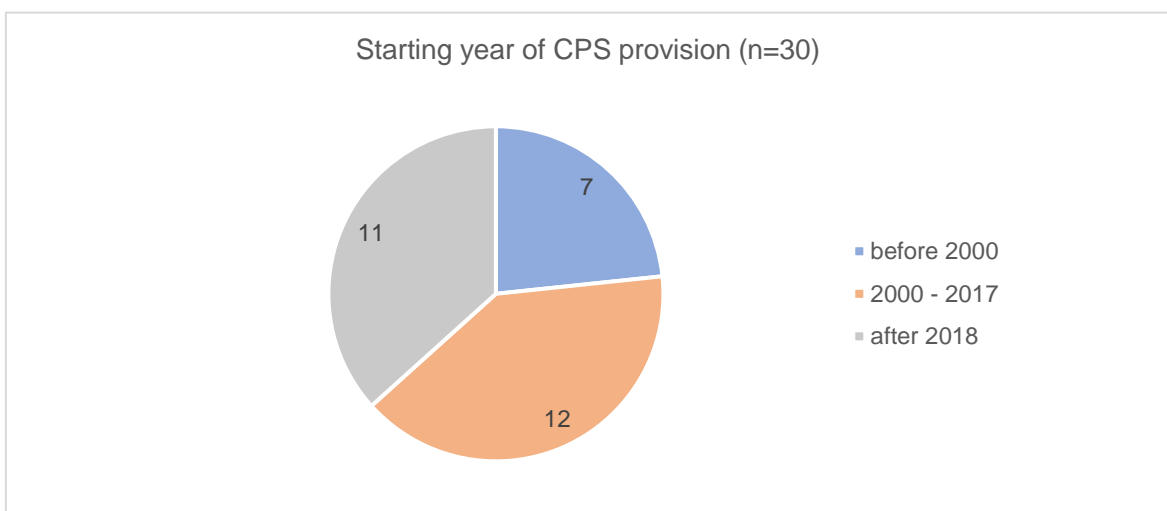
Figure 3 Case studies by type of geography in the CPS service area*



*SPA – sparsely populated area

Source: Service provider, 2022

Figure 4 Number of case studies by the year of CPS implementation

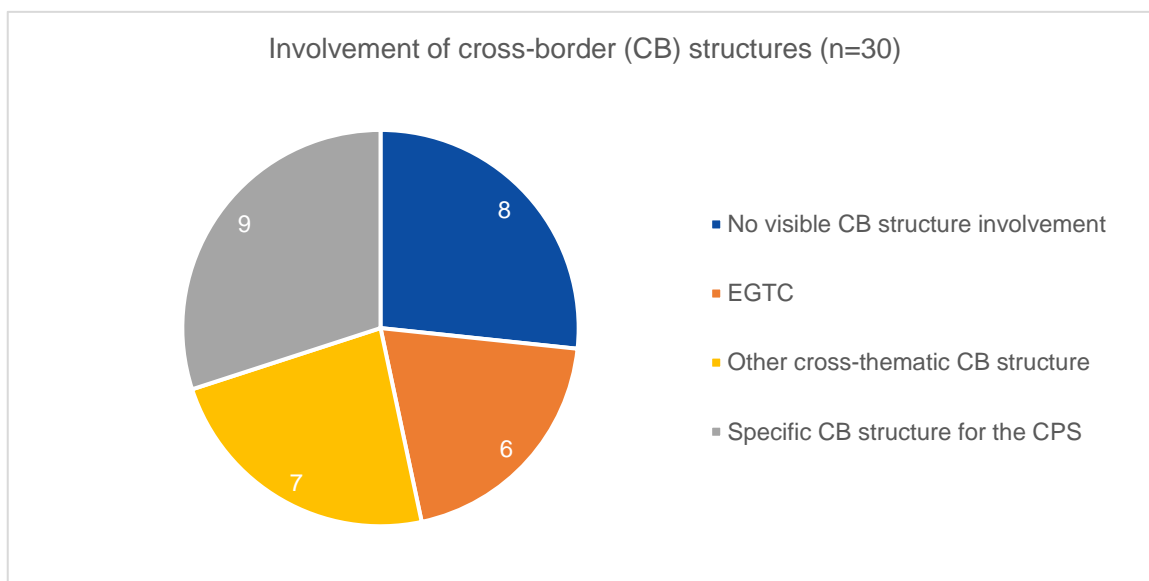


Source: Service provider, 2022

The CPS selected for case study analysis are also diverse in terms of their organisational and financing structures and thematic coverage.

Cross-border structures relevant for CPS development and/or provision may differ. Six case studies illustrate examples of EGTC involvement, which ranges from support during Interreg project implementation to prepare the CPS to provision of the service. Apart from EGTCs other cross-border structures for cross-thematic coordination and cooperation may be involved. CPS in seven case studies benefitted from such structures, including Euregios, etc. but also specific joint bodies for cross-border cooperation. Finally, CPS may be implemented by structures, committees or bodies that have been set up for the specific CPS. Nine case studies illustrate the variety of such approaches.

Figure 5 Number of case studies by involvement of cross-border structures



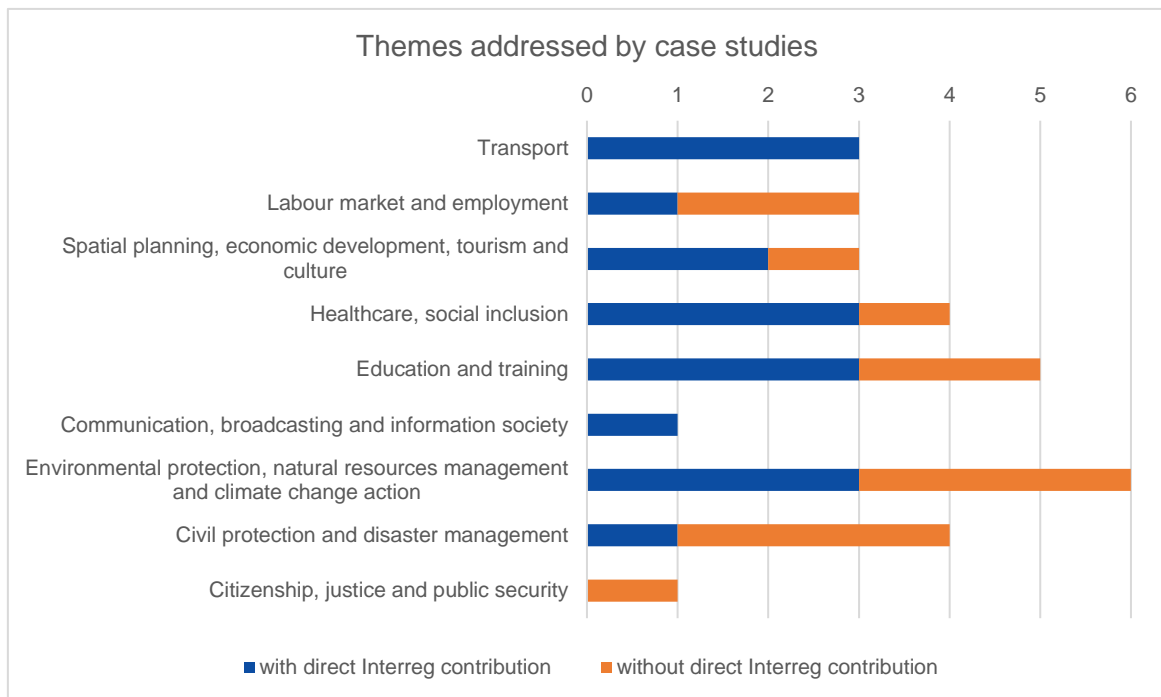
Source: Service provider, 2022

The selected CPS address all main policy themes of the inventory with some differences:

- Compared to the CPS in the field of transport, the number of transport related case studies is low. This is because transport was extensively covered by the ESPON CPS study and the recent DG Regio study on CBPT. Transport case studies focus here on aspects not covered in depth by the CBPT study, such as carpooling and cross-border bike rental.
- The themes with the most case studies are environmental protection and climate change actions (6), education and training (5) and health care (4). CPS in these three fields have broad fields of intervention and a variety of approaches as with.

As illustrated in the figure below, more than half the selected CPS have benefited directly from Interreg funding (17 of 30 cases). Case studies illustrate that the use of Interreg varies greatly depending on the need to develop a new or enhance an existing CPS. For other cases either other EU-funding, e.g. EURES or b-solutions¹⁰ played a role, or CPS development may have benefited indirectly from Interreg or other EU policies 'paving the way' by facilitating cooperation between authorities more generally.

¹⁰ <https://www.b-solutionsproject.com/>

Figure 6 Number of case studies by primary themes and Interreg contribution

Source: Service provider, 2022

2.2. Content of case studies

Content of case study fiches follows the structure agreed in the first report of the study¹¹. Based on previous experience with CPS case studies (which involved stakeholders of the ESPON CPS study) and the good practice factsheets developed by the ESPON CPS study¹², the fiches aim for short and targeted descriptions of CPS that go beyond standard CPS inventory information while being easily accessible and readable. Their format, as outlined in the table below, also facilitates potential separation into files that can be linked to the web application.

¹¹ Cross-border public services – The conceptual framework of the CPS inventory

¹² See ESPON (2018). „Cross-border Public Services (CPS), Scientific Report - Annex II Good practice factsheets’. Final Report. Targeted Analysis. Luxembourg: ESPON. <https://www.espon.eu/CPS>.

Table 1 Outline of case study fiches structure

CPS name		
Overview		
Countries and regions covered	Picture & source for illustration	
Year of implementation		<i>Starting point & years of major change</i>
Function and policy field		<i>Relevant policy area & field(s) of intervention</i>
Description of the service	<i>One paragraph description of the CPS</i>	
Service provider	<i>Name & type of provider(s)</i>	
Further information	<i>Information sources & public contact information</i>	
Context information		
Service area	<i>Short description of area targeted, type of border & permeability¹³ (one paragraph)</i> <i>Short description of potentially relevant socio-economic disparities (one paragraph)</i> <i>Short description of potentially relevant cultural factors (languages, cultural similarities etc.) (one paragraph)</i>	
Demand	<i>Short description of geographical specificities, urbanisation, population or similar (one paragraph) depending on the type of CPS and demand characteristics (e.g. links to related CPS in the area)</i>	
Framework for cooperation	<i>One paragraph on existing cooperation organisations and their relevance for the CPS</i>	
CPS provision		
Needs addressed by the CPS	<i>One paragraph on the purpose/objectives of the CPS & how it addresses previously untapped potential</i>	
Legal and administrative	<i>Short description of legal and administrative framework, e.g. strategies, agreements, governance structure of CPS including information on 'power</i>	

¹³ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

CPS name	
framework of the service	<i>relations' across the border and public-private relations (max. three paragraphs)</i>
Financing	<i>One paragraph on funding sources & market regime</i>
Target group	<i>1-2 sentences on the main target groups (types of target groups)</i>
Access design	<i>Short description on access limitations, e.g. languages, age dependent access, raising awareness, financial accessibility (potential user contribution)</i>
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<i>One paragraph per obstacle hampering CPS implementation or its further development (differentiate between legal, administrative, ...)</i>
Solutions for overcoming obstacles	<i>One paragraph per obstacle on existing or planned solutions</i>
Results	
What has changed in terms of service accessibility since introduction?	<i>One paragraph on change achieved & how the CPS contributes to the cross-border dimension / functional area development</i>
Satisfaction & demand met	<i>One paragraph on how much demand could be met and if the target group is satisfied with the CPS (what has changed from their perspective)</i>
CPS highlights	<i>Aspects highlighted by stakeholders of potential interest for other border areas (one paragraph)</i>

3. Case studies

This report presents the 30 case studies. Each case study closes with the references it is based on.

The CPS are presented in line with their main policy fields and as differentiated in the map below. Case study numbers in the map are those used in case study fiche titles and in the table below. As the map shows, some CPS are provided at one distinct location (represented by circles), some are provided at two locations (represented by lines), while others have a service area (represented by polygons).

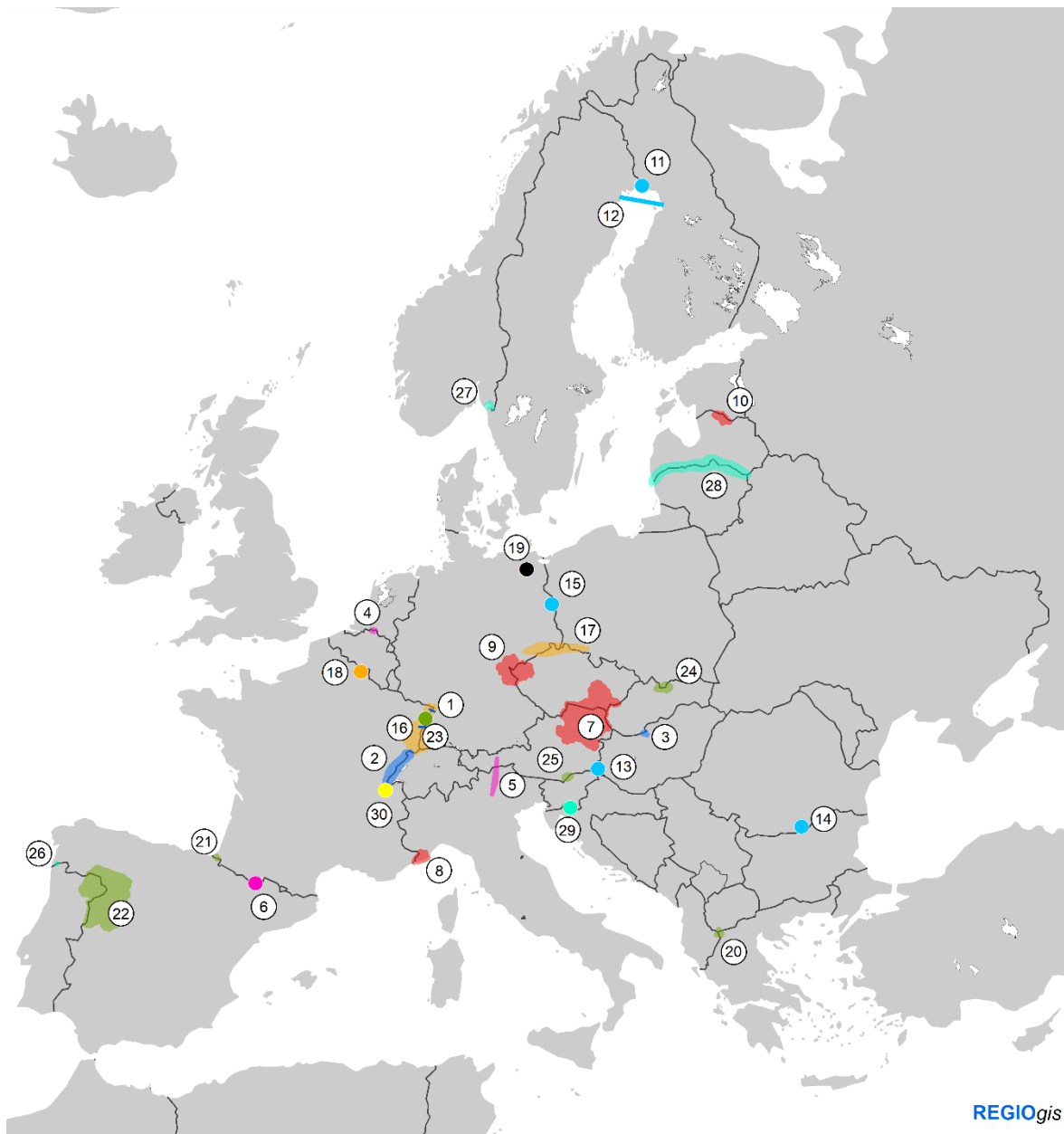
Table 2 List of case studies

Number	Title
1	Cross-border ferries over the river Rhine
2	Carpooling in the Jura Arc
3	Mária Valéria Bike Community Rental System
4	Joint Body and BGTC Baarle
5	EuregioFamilyPass
6	Mountain observatory in the Pyrenées
7	Cross-border health care provision in Melk and Znaim
8	Cross-border Healthcare Community of Menton-Ventimiglia
9	Cross-border emergency, mountain rescue and patient transfer services
10	Cross-border access to Valga hospital
11	Tornio-Haparanda school cooperation
12	Nordic Mining School
13	Bilingual elementary school Prosenjakovci
14	The Bulgarian-Romanian Interuniversity Europe Centre
15	German-Polish Kindergartens
16	Franco-German job placement service in the Upper Rhine area
17	Employment market partnership EURES-TriRegio
18	Cross-border employment portal 'Emploi sans frontières'
19	Radio Pomerania
20	Trilateral cooperation for nature conservation in the Prespa Lakes basin
21	Waste collection and treatment

CASE STUDIES

22	Efi-Duero Energy Cooperative
23	Cross-border heat transport 'Calorie Kehl-Strasbourg'
24	Tatra Transboundary Biosphere Reserve
25	Geopark Karawanken
26	Cooperation between fire fighters and sharing of equipment
27	Strömstad-Halden cross-border emergency services
28	Civil protection cooperation between Latvia and Lithuania
29	Croatian-Slovenian cooperation in civil protection
30	Cross-border legal support point St-Julien-en-Genevois

Figure 7 Geographic and thematic diversity of case studies



REGIOgis

**Case studies: 30 CPS in Europe
Themes addressed by the services**

- Citizenship, justice, public security
- Civil protection, disaster management
- Communication, broadband, information
- Education, training
- Environment protection
- Healthcare, social inclusion
- Labour market, employment
- Spatial planning, tourism, culture
- Transport

Note:
Geographically, the provision of a CPS can be punctual (e.g. school), linear (e.g. bus line) or areal (e.g. nature park), which is reflected accordingly in the map by point, line and polygon features. Lines may furthermore represent CPS which are bilaterally provided (i.e. at two locations); similarly, polygons may also represent CPS which are provided in multilateral networks at three or more locations. Points are shown disproportionately on the map to improve their visibility.

Source: DG REGIO, CPS project team

0 500 Km

© EuroGeographics Association for the administrative boundaries

3.1. Transport

3.1.1. Cross-border ferries over the river Rhine (#1)

Cross-border ferries over the River Rhine	
Overview	
Countries and regions covered	France, Grand Est Region Germany, Federal State of Baden-Württemberg
Year of implementation	<p>1956, starting operation of the ferry 'Saletio' that connects the municipalities of Seltz (FR) and Plittersdorf (DE). In 2010, the service was continued with a new ferry boat after 5 years of service interruption.</p> <p>1961, starting operation of the ferry 'Drusus' that connects the municipalities of Drusenheim (FR) and Greffern (DE). In 1977, purchase of a new ferry boat and continued service provision.</p> <p>1998: Ferry 'Rhénanus', connecting the municipalities of Rhinau (FR) and Kappel-Graffenhausen (DE).</p>
Function and policy field	Transport, and especially public transport services
Description of the service	<p>Since 2001, the newly created 'European Collectivity of Alsace' in France (Collectivité européenne d'Alsace, CeA) operates and maintains three Rhine ferries linking municipalities on both sides of the River Rhine: the ferry 'Rhénanus', the ferry 'Drusus' and the ferry 'Saletio'. These ferries had already operated for decades in the former Département du Bas-Rhin. These ferry services ensure continuity and extension of the Franco-German road network in the central-northern part of the 'Trinational Metropolitan Region Upper Rhine' (DE-FR-CH). The ferry services are free of charge and can be used 365 days a year by cross-border commuters and tourists. The consistently high usage throughout the year shows the importance of these free public transport services for crossing the River Rhine.</p>
Service provider	<p>Since 2021, the three ferry services have been unilaterally financed, managed and operated by the newly created 'European Collectivity of Alsace'.</p> <p>Before 2021, the three ferry services were unilaterally financed, managed and operated by the Département du Bas-Rhin.</p>
Further information	https://www.bas-rhin.fr/transport-mobilites/les-bacs-rhenans/

The ferry 'Drusus'



Source: Stadtwiki Karlsruhe (2022)

Cross-border ferries over the River Rhine

Context information

Service area	<p>The service area of the three cross-border ferries is in the central-northern part of the 'Trinational Metropolitan Region Upper Rhine' at the Franco-German border. The ferry services operate in two cross-border Eurodistricts of the Metropolitan Region: (1) the 'Eurodistrict Strasbourg-Ortenau', covering the Eurometropole Strasbourg and the Canton d'Erstein municipal association in France as well as municipalities of the Ortenau district in Germany, and (2) the 'Eurodistrict Regio Pamina', covering the Southern Palatinate and the Baden region of the Middle Upper Rhine in Germany as well as Northern Alsace in France.</p> <p>The precise areas of operation of the ferry services along the River Rhine are:</p> <ul style="list-style-type: none"> • The ferry 'Rhénanus' operates in the 'Eurodistrict Strasbourg-Ortenau' at Rhine kilometre 258 and connects the two municipalities of Kappel-Grafenhausen (DE) and Rhinau (FR). • The ferry 'Drusus' operates in the 'Eurodistrict Regio Pamina' at Rhine kilometre 321 and connects the two municipalities of Greffern (DE) and Drusenheim (FR). • The ferry 'Saletio' operates in the 'Eurodistrict Regio Pamina' at Rhine kilometre 339 and connects the two municipalities Plittersdorf (DE) and Seltz (FR).
Demand	<p>The main demand potential for these ferry services is the barrier effect of the River Rhine that constitutes the state border between France and Germany. This major natural obstacle can only be crossed at some points by bridges, which clearly reduces the cross-border public transport permeability of this border.¹⁴ In the central-northern part of the Metropolitan Region Upper Rhine, there are only 12 bridges along about 100 km of the River Rhine (i.e. between Rhine kilometres 240 and 340). Half of these bridges can be used by cars, cyclists and pedestrians, whereas the other half can be used by only railways or by cyclists and pedestrians.</p> <p>The reduced permeability of the river is a hindrance for cross-border commuting since around 22,000 people living on the French side, in the former Bas-Rhin department, commute daily to work in Germany.</p> <p>The central-northern part of the Upper Rhine Area also has a rich natural and cultural heritage on both sides of the river, which is of interest for local recreation as well as international tourism (cultural and nature-based tourism). This potential also offers opportunities for cross-border excursions, but especially hiking and biking are often hindered when there is no possibility to cross the River Rhine.</p>
Framework for cooperation	<p>There is no specific cooperation framework between the French and German sides, since the free of charge ferry services across the River Rhine were unilaterally provided by the former Bas-Rhin department (until the end of 2020) and continue to operate under the direct responsibility of the new 'European Collectivity of Alsace' (since 1 January 2021). German stakeholder involvement is indirect through the international convention regulating dense inland waterway traffic on the Rhine (see below 'legal framework').</p>

¹⁴ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

Cross-border ferries over the River Rhine

CPS provision

Needs addressed by the CPS	<p>Today, the three ferries offer a needs-oriented service that is free of charge for people living on both sides of the Franco-German border. The ferries operate 365 days a year, on average 15 hours a day. For each ferry service, specific and adapted schedules are defined for different periods of the year. These timetables can be accessed in German and French at a dedicated website of the European Collectivity of Alsace (https://www.bas-rhin.fr/transport-mobilites/les-bacs-rhenans/).</p> <p>More recently, new options are offered for users to obtain more precise information about the ferry timetables, navigation conditions and service stops:</p> <ul style="list-style-type: none"> • The 'Inforoute Alsace website' (https://inforoute.alsace.eu/). • Variable message signs on the ferry service piers. • Real-time information via SMS and/or email messages with simple registration to an information service. <p>These new options were implemented by a cross-border project that received support from the Interreg V-A programme Upper Rhine (see below: 'Solutions for overcoming obstacles').</p>
Legal and administrative framework of the service	<p>The three ferry services are managed and operated under French legal provisions and administrative procedures that apply in the European Collectivity of Alsace. The latter became operational on 1 January 2021 and resulted from a merger of the former departmental councils of Bas-Rhin and Haut-Rhin. The Collectivity covers the whole of the Alsace territory within the Grand Est Region and has all the competences of the two former départements. The Collectivity also has new competences that take into account the specificity of Alsace as a border region, helping to promote the attractiveness of the territory.</p> <p>For this reason, the Collectivity has taken over ownership and direct operation of the three ferries on the River Rhine. The ferry timetables are also determined directly by the Collectivity. The day-to-day operation of the ferries and routine maintenance is ensured by two public maintenance and intervention centres in Alsace (Centre d'Entretien et d'Intervention, CEI). The CEI responsible for the ferries 'Saletio' and 'Drusus' is in Soufflenheim, while for the ferry 'Rhénanus' it is in Erstein. Specialised maintenance of the ferries is done at a centre in Strasbourg (Parc Véhicules et Bacs Rhénans, PVBR), but more fundamental repair or upgrading is usually outsourced to a shipyard. This was recently the case for the ferries 'Rhénanus' and 'Drusus' (in 2020 / 2021), which required several months for maintenance and modernisation at the close-by shipyard in Freistett (City of Rheinau, Baden-Württemberg).</p> <p>In a much wider context, however, operation of the three cross-border ferries is also regulated by detailed international traffic rules that apply on the River Rhine. Without these rules, dense inland waterway traffic with different vehicles would not be possible on the Rhine. These rules are contained in the 'Police Regulations for the Navigation of the Rhine' (RPNR), which are drawn up by the 'Central Commission for the Navigation of the Rhine' (CCNR). The RPNR are adopted by the five CCNR-Member States (i.e. DE, FR, BE, NL and CH) in their own national law. Compliance with these rules is monitored by the navigation police authorities of the riparian states. In 2000, Germany and France agreed to cooperate on navigation police duties for the stretch on the Upper Rhine where the river forms the state border between the two countries. As a result, the Franco-German Water Police (Compagnie fluviale de gendarmerie du Rhin) was set up in 2012. It performs duties with its own boats and mixed crews, which operate from the headquarters in Kehl (DE) as well as from field offices in Gamsheim (FR) and Vogelgrun (FR).</p>

Cross-border ferries over the River Rhine	
Financing	The three ferry services are unilaterally financed by the newly created 'European Collectivity of Alsace', which continues the direct public funding and management already in place under the former Département du Bas-Rhin.
Target group	The main target groups of the ferries are cross-border commuters (mainly French residents) and tourists (e.g. walkers, hikers and cyclists). The sustained use of the ferries by both groups throughout the year shows the importance of these free public transport services (see below 'results').
Access design	<p>There are in principle no access limitations to the three cross-border ferry services. They are open to light vehicles under 3.5 tonnes, cyclists, motorcyclists and pedestrians from both sides of the border. Moreover, users do not have to pay. However, there are technical restrictions for a ferry's load capacity on a single trip. These are:</p> <ul style="list-style-type: none"> • The ferry 'Rhénanus', between Rhinau and Kappel-Graffenhausen, has a capacity of 30 light vehicles and 170 passengers. • The ferry 'Drusus', between Drusenheim and Greffern, has a capacity of 10 light vehicles and 90 passengers. • The ferry 'Saletio', between Seltz and Plittersdorf, has a capacity of 6 light vehicles, 28 bicycles and 78 passengers.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	For the initial set-up of the ferry services no legal and administrative obstacles nor other hindrances from linguistic or cultural differences could be identified. However, restrictions for ongoing operation of the ferry services can emerge from adverse weather conditions (i.e. high or low water, fog, storm), priority is given to regular river traffic. Other hindrances are ferry refuelling or maintenance and repair for the ferries or the pier infrastructure). These challenges affect information reliability for potential travellers and their interest in using the ferries.
Solutions for overcoming obstacles	<p>In order to provide timely and better information on restrictions for daily operations to users, the project 'Information and traffic guidance system for users of Rhine ferries' was carried out with support from the Interreg V-A programme Upper Rhine. The traffic information and guidance system shall help users to cross the River Rhine by means that complement the various existing bridges.</p> <p>Between February 2018 and December 2019, the project implemented the following measures:</p> <ul style="list-style-type: none"> • Provision of more reliable information on ferry operations for all modes of transport using the ferry services (i.e. cars, cyclists, pedestrians) in order to improve cross-border connections. • Increase of incentives to use ferries if they are the shortest and fastest way between the users' starting points and destinations to reduce pollutant emissions. • Encourage users to travel by public or other modes of transport by offering better information through SMS and/or email alerts, information about routes and cycle paths on both sides of the River Rhine, information about relevant bus and train lines, information on carpooling relay points and online organisation platforms for carpooling).

Cross-border ferries over the River Rhine

	<ul style="list-style-type: none"> Dynamic on-board information in real time about exceptional traffic on the French and German sides (e.g. accidents, traffic jams, etc.). <p>By improving information and guidance for users of the ferries, the project is strengthening this alternative means of public transport. In addition, these measures help to prevent less use of ferries which also would have a negative impact on the carbon balance.</p>
Results	
What has changed in terms of service accessibility since introduction?	<p>The three ferry services significantly improve cross-border connectivity between French and German localities in the central-northern part of the Upper Rhine Area. They facilitate not only cross-border commuting mainly of French residents who work on the German side, but also ensure continuity of cross-border hiking and cycling paths used by locals and tourists (mostly Germans). With these positive effects, the ferry services not only facilitate cross-border labour mobility but also support development of the local economy.</p>
Satisfaction & demand met	<p>The three ferry services are heavily used, as over 3.5 million people were carried across the River Rhine at all three locations in 2015. Between 2015 and 2018, this increased by 4 to 11% every year.</p> <p>The ferry services are used quite differently during the week, with cross-border commuters dominating on working days and tourists mostly on weekends. The performance of the individual ferry services differs, due to various factors determining their actual operation (e.g. service stops due to weather conditions or longer repair works, etc.). However, a uniform source or year of reference is not available:</p> <ul style="list-style-type: none"> The ferry 'Saletio' made 23,422 round trips in 2013 and transported 98,975 cars, 51,290 bicycles and 29,824 pedestrians. The ferry 'Drusus' carried around 613,000 passengers in 2019. The ferry 'Rhénanus' made 26,000 round trips per year in 2018 and 2019, with around 1,700,000 passengers transported per year (of which 20,000 were pedestrians and 60,000 two-wheelers).
CPS highlights	<p>The three ferries operating across the River Rhine are based on a one-sided service provision model, since only a single public actor on the French side directly delivers the entire service for the benefit of inhabitants on both sides of the border. The ferries offer an attractive and needs-oriented alternative to crossing on bridges that is well accepted by the two main user groups: French cross-border commuters (on working days) and hiking or cycling tourists mostly from Germany (on weekends). With the new information and traffic guidance system, the ferries are also fully integrated into a multimodal approach to local cross-border mobility.</p>

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3.1.2. Carpooling in the Jura Arc (#2)

Carpooling in the Jura Arc	
Overview	
Countries and regions covered	France (Region of Bourgogne-Franche-Comté) and Switzerland (Cantons of Berne, Vaud, Jura and Neuchâtel)
Year of implementation	<p>July 2010 - launch of the Interreg IV-A 'Jura Arc Carpooling' project.</p> <p>June 2011 - the Jura Arc Carpooling (Covoiturage Arc Jurassien) becomes operational.</p> <p>2014-2015 - consolidation</p> <p>2015-2019 - maturity</p> <p>2019 onwards - durability</p>
Function and policy field	Transport services promoting alternative modes of individual passenger transport
Description of the service	Carpooling involves a group of people travelling together (especially to work) in a private car owned by one of the group members, is actively promoted in the Swiss and French border areas along the Jura Arc. This joint service helps reduce negative externalities associated with strongly increasing individual car traffic mainly caused by cross-border commuting.
Service provider	The public-private cross-border partnership established for the 'Jura Arc Carpooling Programme' consists of various public authorities at different government levels (national, regional, local) and a large number of private companies as partners of the programme.
Further information	Website of 'Covoiturage Arc Jurassien' (www.covoiturage-arcjurassien.com)
Context information	
Service area	The service area of the Jura Arc carpooling covers predominantly rural and mountainous local territories on both sides of the Franco-Swiss border. It starts in the north at the lower end of the Upper Rhine Area and reaches southwards to Geneva (on the French side only). In 2019, the programme's service area covered a contiguous cross-border area with 580,000 inhabitants and 274,000 jobs, including 40,000 cross-border workers. The service may be used for any home-to-work trip within the Franco-Swiss Jura Arc.
Demand	The main demand potential is from structuring effects of the medium-high Jura Arc mountain range, which makes this 230 km long external EU border semi-permeable. Along this mountainous area, domestic and cross-border traffic flows strongly concentrate on a few passes and valleys. Moreover, possibilities of implementing efficient public transport services or company shuttles are limited. This is mostly due to the wide range of working hours



Source:

Covoiturage Arc Jurassien

<https://covoiturage-arcjurassien.com/>

Carpooling in the Jura Arc	
	<p>of employees and the highly dispersed origins and destinations of their home-to-work trips. Therefore, public authorities in the Jura Arc opted for an ambitious policy to promote carpooling to reduce individual car use and local road traffic congestion.</p>
Framework for cooperation	<p>During the first three phases of the Jura Arc carpooling programme (2011-2013, 2014-2015, 2015-2019), the territorial scope of cooperation as well as the number of involved public and private organisations increased significantly. Especially during the consolidation phase 2014-2015, further local territories from Jura Arc joined the programme as public partners. At the end of 2019, the public partnership included 18 territorial authorities. Most of these are local authorities, with 4 on the French side and 7 on the Swiss side. Further to these public partners, the Jura Arc carpooling programme also includes 180 private companies from both sides with around 42,000 employees. These companies are partners of the programme and help to stimulate carpooling among their employees.</p>
CPS provision	
Needs addressed by the CPS	<p>Over the years, cross-border mobility has become a major and complex challenge in the Franco-Swiss Jura Arc. Strongly increasing car traffic mostly from growing cross-border commuter flows concentrates on a few passes and valleys. These barely manageable traffic flows have negative consequences including frequent traffic jams, increasing greenhouse gas emissions, noise in the border villages, road safety problems due to fatigue and stress of commuters driving long distances during rush hours, a shortage of parking spaces at the workplace destinations and also significant financial cost for commuters. This led to shared concern in the cross-border region for preserving natural resources and the quality of life. The border-close municipalities are especially interested in carpooling for environmental reasons (e.g. with the introduction of local mobility plans), but also because they have increasing problems to make sufficient parking spaces available.</p>
Legal and administrative framework of the service	<p>Compared to different public transport services (e.g. bus, rail, tram, etc.), carpooling is an alternative passenger transport mode easy to implement without large public investments. Due to this, the Jura Arc cross-border carpooling programme did not require specific legal arrangements or a permanent joint cooperation structure.</p> <p>Nevertheless, a strong and joint management framework was established to ensure smooth and result-oriented implementation. All local and regional public partners are involved in a joint programme steering committee that is co-led by the Swiss association 'arcjurassien.ch' and the French 'Haut-Jura Regional Nature Park'. Moreover, a follow-up of all programme activities was foreseen and every three years a detailed evaluation of results was carried out (e.g. counts at border crossings and entrances to car parks, by surveys of the firms' mobility officers and employees of partner companies).</p> <p>Furthermore, a specific implementation approach ensured that the main target groups for successful carpooling (i.e. cross-border and domestic commuters, Swiss and French enterprises employing cross-border or domestic commuters) are reached and mobilised. Rather than relying solely on technological solutions, the choice was made to work closely with companies and to devote most of the resources to implementing communication and promotional actions at places of employment (e.g. events at the company entrances or in their car parks, information stands in catering areas, awareness-raising actions in service meetings, videos,</p>

Carpooling in the Jura Arc	
	etc.). Also a telephone hotline for direct personal contact was established that operates alongside the concept of Customer-Relationship-Management (CRM).
Financing	<p>Funding for the Jura Arc carpooling programme is provided by different public sources. Between 2011 and 2019, the programme budget was EUR 2.9 million or an average of EUR 370,000 per year. The main financial contributors were the Swiss Confederation, the four Swiss Cantons (Bern, Jura, Neuchâtel and Vaud) and their jointly established private law-based association ('arcjurassien.ch') on the Swiss side, as well as ERDF (via the Interreg France-Switzerland programme) and the Commissariat du Massif du Jura on the French side. The balance of the funding was mobilised by the local territorial authorities as partners of the Jura Arc carpooling programme.</p> <p>In order to ensure the programme's durability (2019 onwards), the annual budget was reduced to around EUR 200,000 per year. The Bourgogne-Franche-Comté Region has taken over the support previously mobilised by ERDF. Furthermore, the possibility of financial participation from the partner companies is considered.</p>
Target group	The most important target groups of the Jura Arc carpooling programme are French cross-border commuters and Swiss domestic commuters as well as Swiss and French companies employing these people.
Access design	French cross-border commuters and Swiss domestic commuters do not face restrictions when accessing the services offered by the Jura Arc carpooling programme. The programme also offers concrete tools to companies that want to encourage carpooling among their employees. By joining the programme as partners (no fee or financial contribution is associated with this partnership), companies benefit from free services and ready-to-use tools for their employees (see below: 'solutions for overcoming obstacles').
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>For the implementation of the Jura Arc carpooling programme no legal and administrative obstacles or other hindrances could be identified. However, the initiation of carpooling (i.e. as the core activity of this programme) had and still has to cope with structural and mental barriers that are not limited to the CPS provision:</p> <ul style="list-style-type: none"> • Experience shows that carpooling is less successful when only a matchmaking platform is used. It works best when there is joint action by companies and municipalities in the areas concerned. • The local economy is mostly industrial but there is also employment in the service sector (especially health and social activities or logistics). Although both sectors have fixed working hours, they often practice different working times. This makes carpooling among persons employed in different sectors difficult to establish. • The main barrier to carpooling is psychological since employees often feel that they are losing some freedom by no longer having control over the schedule for their home-to-work journeys.

Carpooling in the Jura Arc

Solutions for overcoming obstacles	<p>These obstacles are addressed by the partnership structure and specific services provided by the Carsharing programme. To bring the most relevant key actors in the Jura Arc cross-border region together, the programme established a public-private partnership that involves local authorities at the origin and destination of home-to-work trips as well as companies from different sectors (i.e. with their mobility officers).</p> <p>To create the conditions to facilitate carpooling, the programme has contributed to a network of around 80 park-and-ride areas in the cross-border region. 85% of these are on the French side and the rest on the Swiss side. These areas are clearly identifiable on interactive maps accessible via the Jura Arc carpooling programme website.</p> <p>To convince employees to practice carpooling, several mechanisms and tools were developed by the programme to provide a service that is simple, flexible, free and accessible at any time. (1) A dedicated website (www.covoiturage-arcjurassien.com) simplifies contact between car drivers and directs interested persons to a free telephone hotline from 7am to 7pm on working days. (2) A carpooling management tool has been developed (Share to move®) that helps carpoolers to organise themselves.</p> <p>To effectively support partner companies that wish to encourage carpooling among their employees, the programme offers free tools and actions. This includes (1) ready-to-use communication material and support for employees, (2) in-company events such as information stands, (3) an annual 'inter-company challenge' as an incentive to stimulate carpooling, (4) direct advice via the programme's call centre, (5) 'fairpark®' that measures a company's carpooling potential, (6) a 'Mobility Reflection Committee' that brings together company-level mobility promoters twice a year and (7) a digital space that establishes a virtual community among company-level mobility promoters.</p>
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Results

What has changed in terms of service accessibility since introduction?	<p>Since its inception, the Jura Arc carpooling programme has been regularly evaluated.</p> <p>This shows that the share of carpooling in the modal split has doubled between 2011 and 2018 in the Jura Arc. It now involves 22% of people regularly practising carpooling (including France and Swiss internal commuters) and even 30% of cross-border workers. These are very high levels of carpooling compared to elsewhere in Switzerland and France (an average of 4% of home-to-work journeys).</p> <p>The economic and environmental impact on the region is very significant. It is estimated that the 6,800 carpoolers from the programme's member companies each avoid on average 6,500 km travelled by car and 1,100 kg of CO₂ emissions, while also making personal savings of EUR 2,300 per year. This means less pollution and almost EUR 16 million in avoided transport costs, which are largely reinjected into the local economy.</p> <p>The cost/benefit ratio of the scheme is excellent and validates a posteriori the initial expectations of 2011. The annual expenditure on carpooling would not finance a single and efficient public transport line that potentially only meets the needs of a small minority of the territory's working population.</p>
Satisfaction & demand met	<p>Carpooling as an innovative, humanised, flexible and user-friendly transport solution is well-accepted by the target group and makes up for the poor public transport in the cross-border region. More than 10,000 car driving commuters in the Jura Arc practised carpooling in 2018 (including</p>

Carpooling in the Jura Arc

	<p>the 6,800 carpoolers from the programme's member companies), which is five times more than five years before. Commuters to the Vallée de Joux (CH) are the most numerous to use this means of transport. French cross-border commuters practice carpooling most often, while Swiss domestic commuters tend to use public transport.</p> <p>Within the 180 partner companies of the programme, more specifically, carpooling among employees has doubled from 13% (2011) to around 25% (2018). However, taking into account that these companies employ 42,000 people throughout the Jura Arc, it is clear that there is still plenty of room for further expansion.</p>
CPS highlights	<p>The way the Jura Arc carpooling programme was set-up and implemented shows that it has reached the intended target audience (i.e. domestic and cross-border commuters as well as the enterprises employing them). The results offer an appropriate response to the challenge of mobility in the mountainous and traffic-congested Jura Arc cross-border region.</p>

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3.1.3. Mária Valéria Bike Community Rental System (#3)

Mária Valéria Bike Community Rental System	
Overview	
Countries and regions covered	Cities of Esztergom (Hungary) and Štúrovo (Slovakia)
Year of implementation	Development started in 2017, full-service provision as of 01 February 2020
Function and policy field	Developing a low-carbon cross-border public transport service system (transport & environmental objectives)
Description of the service	<div style="text-align: right;">  <p>Source: https://www.skhu.eu/upload/58e610c7bef7c/60740e1098cd8/60740e31eef50.jpg</p> </div> <p>The system consists of 6 docking stations in Štúrovo and 14 in Esztergom (278 hybrid docks in total, that can also receive and charge E-bikes), where users may choose between electric and conventional bikes. It also consists of 2,000 Mária Valéria Bike cards, a logistics vehicle and a trailer. In total, 165 bicycles are available, 45 E-bikes and 120 conventional bikes. They can be rented at any docking station and returned to any of the 20 stations located where there are significant municipal functions (e.g. offices, transport), including next to the railway stations of both cities. The system is supported by seven customer service and sales points in local stores – four in Esztergom and three in Štúrovo, of which currently (early 2022) only five are in operation due to COVID-19. Temporary users may buy single tickets and regular users can obtain passes for periods of up to a year. These can be used with the Mária Valéria Bike card. Passes can be bought online via the Mária Valéria Bike homepage (see further information). This homepage also offers information on bike availability, empty spaces and the service in Hungarian, Slovakian and English.</p>
Service provider	T-Systems Magyarország Zrt. (T-Systems Hungary) with its subcontractor Neuzer kft.
Further information	https://mariavaleriabike.eu/en
Context information	
Service area	<p>Esztergom (30,000 inhabitants) and Štúrovo (10,250 inhabitants) are the main cities in the EGTC Ister-Granum area. Located as twin cities at the Danube, their cross-border accessibility was improved by the Maria Valeria Bridge, also contributing to functional urban area development. The cross-border public transport permeability¹⁵ is low in the wider area. There is only one bus service serving both cities and international rail services only serving Štúrovo. Low permeability beyond the two cities is also linked to the mostly rural character of the area and the Danube River as a physical barrier.</p> <p>Hungarian-Slovakian cross-border labour flow is asymmetrical with Slovaks commuting to Esztergom, which has high labour demand. In recent years, the number of cross-border commuters has decreased due to higher wages in the</p>

¹⁵ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

Mária Valéria Bike Community Rental System	
	<p>automotive industry in Slovakia, new job opportunities and an unfavourable exchange rate between Forints and Euros. Educational variety is broader in Esztergom compared to Štúrovo and attracts students from across the border.</p> <p>The Slovak-Hungarian border area is very rich in tangible and intangible heritage along the border and partially shared by both countries, which is also true for the twin city area.</p>
Demand	<p>Due to the rich history and natural endowments, the area is visited by many tourists every year who add to the citizens' demand for cross-border mobility for commuting, education and shopping (see service area).</p> <p>The CPS addresses potential demand of different target groups (residents, pupils and students, cross-border workers, tourists) looking for more seamless transport and/or facilitating the change to low-carbon transport.</p>
Framework for cooperation	<p>The partnership status Esztergom and Štúrovo goes back to 1991. The two cities are also members of the EGTC Ister-Granum Ltd. founded in 2008, which is the follow-up of the previous Euroregion. The aim of the EGTC is to enable and promote economic and social cohesion through EU co-financed projects, in particular Interreg, making use of the legal personality of the EGTC for the benefit of the 82 member municipalities. In this role, the two cities are the main partners for the CPS. The EGTC also participated in the Interreg project preparing the Bike Community Rental System by delivering the project management.</p>
CPS provision	
Needs addressed by the CPS	<p>In 2001, the Maria Valeria Bridge between Štúrovo and Esztergom was opened. This has improved accessibility in the two cities and beyond and contributed to connectivity. Thousands of workers and students commute across the border and shopping and leisure activities are no longer limited to one side of the river. Crossing the bridge is possible by bicycle, car or bus.</p> <p>The bike sharing system addresses the need to better connect inhabitants in the cross-border region offering public transport in addition to bus services also simplifying transport for commuters arriving at either of the train stations. Thus, it is a means to improving multimodal public transport in the twin city.</p>
Legal and administrative framework of the service	<p>Service infrastructure (Mária Valéria Bike Community Rental Bike System) is owned by the Municipalities of Esztergom and Štúrovo and operated by T-Systems Magyarország Zrt. T-Systems also operates other bike rental systems in Hungary, including another cross-border KOMBIbike.</p> <p>Prior to submitting the Interreg project application (see below for financing), the two cities had to conclude a preliminary Partnership Agreement and then the grant agreement for project implementation. The contractor was procured through an EU public procurement procedure, which was won by T-Systems. For this reason, a new co-operation agreement was needed, which adopted the Hungarian legal system and the Public Procurement Act. Although there is one system, the two cities own the stations on their own territory and the number of bicycles as specified in the tender.</p> <p>Obligations of the contractor are laid down in the contract between the two cities and T-Systems. This contract details the elements of the bike rental systems and all subtasks to be performed by the contractor, from creating the IT support services system to special obligations. It also describes how to operate the system. T-Systems set up the Mária Valéria Bike System and put it into operation (design, production, installation), and has operated it for five years. The bicycle rental is a public transport system according to the</p>

Mária Valéria Bike Community Rental System

	<p>Hungarian Act no. 41/2012 on public passenger transport services (2012. évi XLI. törvény a személyszállítási szolgáltatásokról). To ensure public interest, ownership remains with the municipalities.</p>																																																															
Financing	<p>Development of the service was under an Interreg VA Slovakia-Hungary project. Esztergom was the project's lead partner being the larger city, which already had a smaller, though outdated public bike system. The project included financing 14 docking stations, 60 conventional and 45 electrical bicycles. This extended the previous bike rental system of Esztergom (EBI) which had 60 conventional bikes within Esztergom and an extended service to Štúrovo. Procurement of the service provision was also conducted as part of the Interreg project running between November 2017 and March 2020.</p> <p>Service provision is through Hungary's market leader in ICT (T-Systems Hungary), which is 100% owned by Magyar Telekom. The financial contributions to setting up the system are specified in the contract between the municipalities of Esztergom and Štúrovo and T-Systems Hungary. 85% was from ERDF Interreg resources, 10% from state funds and 5% from the contractor.</p> <p>Users pay rental fees or for passes (see access design).</p>																																																															
Target group	Citizens and occasional other users, including visitors and tourists																																																															
Access design	<p>Individuals under the age of 14 cannot register or contract with the system but may use the service through passes (MVbike Cards) held by persons over the age of 18. Individuals below the age of 18 may possess no more than one MVbike Card at a time, individuals older than 18 may possess up to four MVbike Cards. Non-natural persons (e.g. enterprises) may have up to ten permanent MVbike Cards at a time on agreement with the operator.</p> <p>Passes and tickets may be bought in EUR (Slovakia) or Forints (Hungary). The price is a combination of the pass or ticket and the rental price. The latter is subject to the time a bike is used. Since the first half hour is free of charge for conventional bikes (not for E-bikes), short term rentals are covered by the pass. Many distances in and between the two towns take less than 30 minutes by bike (e.g. the two stations are less than 7km apart), implying no additional rental costs. This means cheap local transport, compared to a single bus trip (HUF 225).</p> <table border="1"> <thead> <tr> <th colspan="3">Price of passes and card</th> <th colspan="3">Ticket price</th> <th colspan="3">Rental price</th> </tr> <tr> <th></th> <th>EURO</th> <th>HUF</th> <th></th> <th>EURO</th> <th>HUF</th> <th></th> <th>EURO</th> <th>HUF</th> </tr> </thead> <tbody> <tr> <td>Annual Pass</td> <td>20</td> <td>6500</td> <td>24 hours ticket</td> <td>1,3</td> <td>400</td> <td>Normal bike</td> <td></td> <td></td> </tr> <tr> <td>Six-month pass</td> <td>12</td> <td>4000</td> <td>72 hours ticket</td> <td>3</td> <td>1.000</td> <td>First half hour free</td> <td></td> <td></td> </tr> <tr> <td>Monthly pass</td> <td>2,5</td> <td>850</td> <td>Weekly ticket</td> <td>5</td> <td>1.500</td> <td>every half hour begun</td> <td>0,5</td> <td>200</td> </tr> <tr> <td>Mária Valéria Bike card</td> <td>2</td> <td>600</td> <td></td> <td></td> <td></td> <td>E-Bike</td> <td></td> <td></td> </tr> <tr> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td>every half hour begun</td> <td>0,5</td> <td>200</td> </tr> </tbody> </table>	Price of passes and card			Ticket price			Rental price				EURO	HUF		EURO	HUF		EURO	HUF	Annual Pass	20	6500	24 hours ticket	1,3	400	Normal bike			Six-month pass	12	4000	72 hours ticket	3	1.000	First half hour free			Monthly pass	2,5	850	Weekly ticket	5	1.500	every half hour begun	0,5	200	Mária Valéria Bike card	2	600				E-Bike									every half hour begun	0,5	200
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Challenges & obstacles

Challenges & obstacles (before the CPS implementation)

Neither the operator nor the developers and owners of the bike rental system report any obstacles to implementation or further development of the system.

Mária Valéria Bike Community Rental System	
Solutions for overcoming obstacles	<i>Not applicable</i>
Results	
What has changed in terms of service accessibility since introduction?	<p>The Interreg project resulted in better accessibility within and between the twin cities. Flexibility to use rental bikes has increased in Esztergom, building on the previous local bike rental system. MV Bike Community Rental System offers an attractive alternative (time flexibility and cost) to other public transport, especially for transport between the two cities. The local cross-border bus operates only on weekdays and is more expensive.</p> <p>Until August 2021 more than 25,000 rentals were registered during the first 19 months of operation, notwithstanding the impacts of the pandemic (with the start of the CPS in February 2020). Apart from the different passes bought by individuals, the system is used by employers for their employees. Use tends to be the lowest in winter and peaks in summer months. Sales until the end of 2021 were:</p> <ul style="list-style-type: none"> - 2,852 daily tickets - 83 tickets for 72-hour use - 42 weekly tickets - 114 monthly passes - 39 six-month passes - 46 annual passes - 73 season ticket renewals
Satisfaction & demand met	<p>User figures indirectly indicate satisfaction in the system and that demand is met. Due to varying rental times and different capacities of the stations, this is difficult to assess exactly. On average, however, one third of the 165 bikes are in use every day. Monthly figures and a comparison between the first and second year clearly show increasing use and all types of tickets have been sold, which indicates the usefulness of the ticket offers.</p> <p>Data on rental and returning stations indicates the use for cross-border trips. Between April 2020 and December 2021, nearly 3,200 border crossings were registered, which accounts of about 12% of the overall use.</p> <p>To further enhance use and satisfaction, plans exist to expand the system in the near future. The busier docking stations shall be expanded by two to three new control columns and the increasing demand for E-bikes should be met by modernisation of the bikes.</p>
CPS highlights	<p>MV Bike Community Rental System is one of three such systems that have been developed in parallel under the Slovakia-Hungary Interreg VA programme. The other two systems are in the area of the EGTC Pons Danubii and the settlements of Sátoraljaújhely (Hungary) and Zemplín and Viničky (Slovakia). One system is KOMBIbike, which is a bicycle sharing rental system in four Hungarian and five Slovak cities, a newly implemented environmentally friendly initiative for interconnection between cities. The public transport system in the nine cities has 95 conventional and 35 electric bicycles which can be rented at one of the 13 collection stations and returned at any other station. It is a unique cross-border tourism system in the European Union.</p> <p>The different territorial extensions of the bike rental systems indicate they may be a beneficial sustainable transport option not only for twin cities but also for other cross-border areas.</p>

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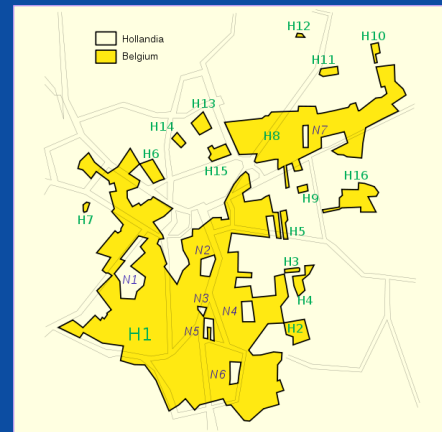
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3.2. Spatial planning, economic development, tourism and culture

3.2.1. Joint Body and BGTC Baarle (#4)

Joint Body and BGTC Baarle	
Overview	
Countries and regions covered	Baarle-Hertog (Belgium) and Baarle-Nassau (Netherlands)
Year of implementation	<p>The separation of territories was fixed in the Treaty of Maastricht in 1843.</p> <p>1998: Creation of a the 'Baarle Joint Body' (GOB) to formalise 'implicit' CPS provision in the territory.</p> <p>2021: Creation of a BGTC (Benelux Grouping for Territorial Cooperation) for step-wise widening of CPS provision.</p>
Function and policy field	Administrative cooperation covering different public services as well as spatial and urban planning
Description of the service	<p>The Dutch municipality of Baarle-Nassau and the Belgian municipality of Baarle-Hertog together form an international jigsaw puzzle of 30 enclaves: 22 Belgian and 8 Dutch. As there are around 60 enclaves globally, this case has to be considered unique. Multiple borders within the urban settlement leads to numerous administrative and practical challenges for civil services, maintenance of public space and local planning. Until 1998, co-operation was on an informal and ad hoc basis.</p> <p>To formalise the cooperation between Baarle-Nassau and Baarle-Hertog, the two municipalities set up the 'Baarle Joint Body' (GOB) in 1998. Its main purpose was to inform, consult, negotiate and communicate on all matters of common interest and to eventually reach agreed decision- and policy-making. However, both municipal councils maintained their competences and autonomy.</p> <p>In 2021, a Benelux Grouping for Territorial Cooperation (BGTC) was created to take over incrementally different services and offer them to the two municipalities. At the start, competences for traffic police and household waste collection have been transferred to the BGTC.</p>
Service provider	Municipalities of Baarle-Nassau and Baarle-Hertog
Further information	See references below via the two municipalities



Source:
https://www.exclave.eu/images/pics/baarle-nassau_-_baarle-hertog-map.png

Joint Body and BGTC Baarle	
Context information	
Service area	<p>The two municipalities are in Dutch territory, 5 km from the Belgian border. The Belgian municipality Baarle-Hertog has 2,700 inhabitants, while 6,600 people live in the Dutch municipality Baarle-Nassau.</p> <p>The curious arrangement stems from 1198 when the village's homesteads were given to the Duke of Breda (later Nassau) while surrounding farmland remained in the hands of the Hertog (Duke) of Brabant who wanted to retain valuable agricultural tax revenues. Surprisingly, the medieval division survived. Today, most commerce is in the Dutch areas, but petrol stations and tobacconists are in Belgian parcels for tax reasons.</p>
Demand	<p>The interwovenness of the two Baarle municipalities has traditionally led to intensive daily discussions and coordination needs at both administrative and civil service level between the two municipalities about policy areas in which they work together, such as infrastructure (e.g. maintenance or construction of roads and cycle paths, construction or renovation of sewers), culture (Baarle Cultural Centre, the joint library, academy) and safety (joint international fire brigade).</p>
Framework for cooperation	<p>Between 1998 and 2021, a Joint Body structure was used to coordinate multiple administrative and civil service issues. The Belgian and Dutch enclave municipalities created the 'Gemeenschappelijk Orgaan Baarle' (GOB). The GOB has two consultation structures. At the level of both municipal councils there is the GOB Plenary and on an operational level there is the GOB Limited Working Group. The Working Group met monthly. These meetings reached agreements on the execution of common interest tasks and prepared proposals for the GOB Plenary. The GOB Plenary was a joint meeting of the two municipal councils, usually twice a year. At these meetings, decisions were taken on joint policies. The meetings of the GOB Plenary were open to everyone. Decisions by the GOB still had to be approved by each municipal council afterwards.</p> <p>The cross-border cooperation between the two municipalities evolved in 2021 into a Benelux Grouping of Territorial Cooperation Baarle or, in short, BGTC Baarle (for the legal differences between the two structures see below 'legal framework').</p>
CPS provision	
Needs addressed by the CPS	<p>The service addresses demand (see above) due to the interwovenness of the municipalities, which require cooperation for all sorts of policy areas, ranging from infrastructure and culture to safety.</p> <p>Since January 2022, waste collection in the two Baarle's will be organised jointly by the BGTC which has a contract with a Belgian service provider. The joint waste policy is the first thing to come from the BGTC. A commonly managed culture centre is foreseen as the next joint service.</p>
Legal and administrative framework of the service	<p>While the Joint Body did not have a legal personality and decision-making was not binding, the BGTC overcomes these limitations and can thus manage financial resources and hire its own personnel. BGTC Baarle can take legally valid decisions which are binding for the municipalities of Baarle-Hertog and Baarle-Nassau. This means that the two municipalities can now transfer powers to the Baarle BGTC. The Baarle BGTC is administered by an Enclave Council (joint meeting of both councils) and an Enclave Committee (joint meeting of both committees). Thus, in practice,</p>

Joint Body and BGTC Baarle	
	<p>meetings and joint debates and decision-making will continue as under the GOB framework.</p> <p>The BGTC is a legal person under the Benelux Treaty on Cross-Border and Inter-territorial Cooperation of 20 February 2014.</p> <p>The Enclave Council (general assembly) of the Baarle BGTC was asked during its establishment meeting to transfer the management of household waste collection to IOK Waste Management (service provider).</p>
Financing	<p>The two members of the BGTC pay an annual contribution to cover the operational costs. Further financing, e.g. for specific services such as the joint waste collection, is subject to the particular service. Other project costs are financed by the participants and have to be approved by the organs of the BGTC.</p>
Target group	<p>Population of Baarle-Nassau and Baarle-Hertog</p>
Access design	<p>Access is subject to the specific service provided through the BGTC and addresses the citizens of both municipalities.</p> <p>To achieve balanced decision-making powers of the councils in both municipalities the statutes describe the BGTC council governance:</p> <ul style="list-style-type: none"> • It includes the entire municipal councils for both municipalities. Membership of the BGTC council ceases when the mandate in the municipal council is lost. • Each voting member is entitled to one vote. • The BGTC council may only take decisions if more than half the voting members of each municipality are present. • Absolute majority in the BGTC council requires that a decision is taken by an absolute majority of valid votes in each of the two municipal delegations.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>Problems are caused by the extreme interwovenness of the Belgium and Dutch territories in a single local area and by differences in national laws and regulations.</p> <p>Extreme overlaps of territories lead to overlaps in services and inconveniences. For waste collection, with two services, there were more containers on the street, more waste truck traffic and unclear collection schedules.</p> <p>The local authorities of Baarle-Hertog and Baarle-Nassau operate under two different sets of national law. This means that a great deal of national legislation cannot be implemented as such in Baarle because they are incompatible with laws on the other side of the border.</p>
Solutions for overcoming obstacles	<p>By creating a joint legal entity, i.e. the BGTC, services can be streamlined, and double service provision avoided. While coordination and service provision was also possible under the GOB, the BGTC Baarle strengthens the administrative power for the cross-border territory.</p>

Joint Body and BGTC Baarle

Results

What has changed in terms of service accessibility since introduction?	The new BGTC only started in late 2021 and the joint waste collection only in January 2022, so it is too early to analyse any changes. Service provision and decisions on administrative issues should become clearer, easier to understand and more efficient.
Satisfaction & demand met	The two municipal councils see the establishment of the BGTC as the start of a European municipality. After many years without strong cooperation, it seems that now the expected advantages outweigh the loss of autonomy at municipal level.
CPS highlights	A joint legal entity is not always necessary to cooperate on a daily basis at municipal level, as Baarle-Hertog and Baarle-Nassau shows. But a joint entity can help to make service provision easier and more efficient and gives more democratic legitimacy and sustainability to the joint council.

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3.2.2. EuregioFamilyPass (#5)

‘EuregioFamilyPass’ for the European Region Tyrol-South Tyrol-Trentino	
Overview	
Countries and regions covered	Austria (Federal State of Tyrol) and Italy (Autonomous province of Bolzano/Bozen-South Tyrol, Autonomous province of Trentino)
Year of implementation	November 2017 - introduction of the ‘EuregioFamilyPass’
Function and policy field	Spatial planning, economic development, tourism and culture with the focus on services for tourism development
Description of the service	The EuregioFamilyPass gives cross-border access to different region-specific and family-friendly offers in the three partner regions of the ‘EGTC European Region Tyrol-South Tyrol-Trentino’ (Euregio). Since its introduction at the end of 2017, families living in the Euregio and holding a EuregioFamilyPass card can take advantage of numerous discounts offered by many contractual partners (i.e. ‘benefit providers’). These benefits range from reduced entrance fees for leisure and cultural activities to discounts in retail and other services or cheaper tickets for public transport. The EuregioFamilyPass also promotes mobility and cultural exchange across national borders, thereby strengthening the cross-border sense of belonging together.
Service provider	The EuregioFamilyPass is based on a two-tier model of shared service provision. The first tier involves the EGTC European Region Tyrol-South Tyrol-Trentino and its three member regions, which are together in charge of managing and developing the entire system. The second tier involves a large number of public or private contractual partners (i.e. benefit providers) that grant advantages or discounts to families holding a EuregioFamilyPass card.
Further information	www.familypass.eu , hosted by the EGTC European Region Tyrol-South Tyrol-Trentino.
Context information	
Service area	<p>The service area of the EuregioFamilyPass covers the entire ‘European Region Tyrol-South Tyrol-Trentino’ in the Eastern Alps, which was founded in 1998 and established as an EGTC in 2011. The EGTC covers the Austrian Federal State of Tyrol, consisting of two non-contiguous areas (North Tyrol and East Tyrol), as well as the Autonomous Province of Bolzano/Bozen-South Tyrol and the Autonomous Province of Trentino in Italy.</p> <p>The Euregio and thus the service area of the EuregioFamilyPass covers approximately 26,254 km² and has a total population of 1.81 million inhabitants (2019). Although the Austrian and Italian parts of the Euregio each cover around half of the territory, population density is much higher in the two Italian provinces than in the Federal State of Tyrol.</p> <p>The Euregio has close historic ties and shared traditions or moral concepts (especially a high value assigned to family), which create a common ground favouring personal cross-border exchanges. However, two features of the service</p>



Source: EuregioFamilyPass NEWS, 04/2021

'EuregioFamilyPass' for the European Region Tyrol-South Tyrol-Trentino	
	<p>area have influenced how the EuregioFamilyPass was conceptualised. The first is the low permeability¹⁶ of the Euregio territory, which also hinders cross-border mobility. This is linked to the Alpine setting with only a few north-south or east-west transport axes. The second feature involves linguistic differences in the cross-border region. Different dialects of German are spoken in the Austrian Federal State of Tyrol and in South Tyrol on the Italian side (62% of the population). However, Italian is the majority language in South Tyrol's capital city Bolzano/Bozen (73% of the population) as well as throughout Trentino. In both Italian provinces, small minorities also speak the Ladin language or other local-specific dialects (Lombard, Mòcheno and Cimbrian).</p>
Demand	<p>The main demand for the EuregioFamilyPass arose from the common conviction that all families living in the Euregio should have access to family-friendly offers included in existing regional benefit cards. Whereas the 'Tyrolean Family Pass' in the Federal State of Tyrol started in 2001, the two Italian autonomous provinces introduced similar advantage cards more recently in 2016 (Trentino: 'Family Card') and 2017 (Bolzano/Bozen-South Tyrol: 'EuregioFamilyPass South Tyrol'). By granting cross-border access to regional offers and benefits, the EuregioFamilyPass not only allows families to actively experience the Euregio but also strengthens the sense of belonging to this cross-border territory.</p>
Framework for cooperation	<p>The EuregioFamilyPass is a joint project of the EGTC European Region Tyrol-South Tyrol-Trentino, the Department of Society and Labour of the Austrian Federal State of Tyrol and the two family agencies of the Italian autonomous provinces of Bolzano/Bozen-South Tyrol and Trentino.</p> <p>To monitor implementation of the EuregioFamilyPass, the partners set up a steering group. This met for the first time in Innsbruck on 19 May 2015 and continues to meet regularly in one of the capital cities of the three involved regions. The steering group also advises the EGTC board and promotes or further develops the EuregioFamilyPass.</p>
CPS provision	
Needs addressed by the CPS	<p>The aim and purpose of the EuregioFamilyPass is to guarantee that all families from the Euregio can receive privileges and benefits, when using public and private services and when purchasing goods and services. These privileges are offers from private and public partner organisations in all three regions (i.e. benefit providers), which voluntarily participate in the EuregioFamilyPass system.</p> <p>Enabling families to explore their home or neighbouring regions across the national border inevitably meant to address promoting sustainable mobility in the specific and vulnerable Alpine context of the Euregio. This is why all regional advantage offers include a public transport component that grants reduced ticket prices to card holders. However, the conditions for using public transport services within individual regions differ and there is currently no unified approach to cross-border public transport use (see also below: 'challenges & obstacles'). A noteworthy exception is the annual 'Euregio Mobility Action Days', when families with a EuregioFamilyPass can travel free of charge on all public transport throughout the Euregio (i.e. regional train or bus services, except long-distance trains). With the Euregio2Plus ticket, groups of up to two adults and three children can also buy discounted day tickets (independent of the EuregioFamilyPass).</p>

¹⁶ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

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<p>Legal and administrative framework of the service</p>	<p>The EuregioFamilyPass introduction was based on a formal decision taken by the board of the EGTC European Region Tyrol-South Tyrol-Trentino in November 2014 (i.e. decision no. 11/2014 of 27.11.2014). In addition, common guidelines have been adopted by the regional governments of the three partner territories and the EGTC board. These guidelines regulate the functioning and use of the EuregioFamilyPass.</p> <p>EuregioFamilyPass is a registered trademark and its registration is a competence of the EGTC. Moreover, a user manual for the trademark was elaborated and approved by the EGTC after consulting the project’s steering group (see above: ‘cooperation framework’). The EGTC also hosts the domain ‘www.familypass.eu’, which offers a common presentation of the EuregioFamilyPass and enables users to access the online portals of the three EGTC member regions.</p> <p>The autonomous provinces of Trentino and Bolzano/Bozen-South Tyrol as well as the Federal State of Tyrol have the right to use the trademark ‘EuregioFamilyPass’ in their own regional contexts. However, the three member regions of the EGTC remain the sole actors in charge of managing and organising the partners who provide goods or services to their regional family cards. This is done according to their region-specific modalities.</p> <p>The two sides of the EuregioFamilyPass card differ visually. One side is designed separately for each region and matches their respective regional benefit card. The second side is nearly uniform with common style elements that create a corporate identity (e.g. EGTC and ‘EuregioFamilyPass’ logos, an identical picture, etc.).</p>
<p>Financing</p>	<p>The cross-border project that established the EuregioFamilyPass had a budget of around EUR 980,000 and was co-financed with about EUR 706,900 of ERDF funding from the Interreg VA Programme Italy-Austria (2014-2020). The Interreg project started in November 2017 and ended after an extension in December 2021. During this period, public funding financed the initial design, set-up and ongoing operation of the EuregioFamilyPass system. Since then, the system has been financed by the three member regions through their own policies supporting regional benefit cards.</p>
<p>Target group</p>	<p>The main target group are families who are resident in the Euregio territory with at least one child under 18.</p>
<p>Access design</p>	<p>Due to the focus of the EuregioFamilyPass, there are some access restrictions to this service. According to the jointly adopted EuregioFamilyPass guidelines, the pass can only be requested by families resident in the Euregio with at least one child under 18. In all three parts of the Euregio, the EuregioFamilyPass can be applied for online via region-specific links in the FAQ section of ‘www.familypass.eu’ hosted by the EGTC.</p> <p>Geographical access to benefits associated with the EuregioFamilyPass is not restricted since the pass is based on mutual cross-border recognition of nearly all services and advantages except some reductions for public transport. To benefit from an advantage or service, the EuregioFamilyPass only has to be presented to the contractual partner within the Euregio. If necessary, however, the benefit provider may request proof of family affiliation such as an official identity card with photo.</p> <p>There are also no restrictions related to language and awareness. All printed and online information about the pass (e.g. web-pages, information leaflet, flyers) as well as the magazine ‘EuregioFamilyPass News’ is available in German and Italian. This is regularly published and provides updated information about the EuregioFamilyPass, highlights current topics and announces events and various activities for families and children. Different issues of this magazine can be viewed online and downloaded at the web-domain hosted by the EGTC. Since</p>

‘EuregioFamilyPass’ for the European Region Tyrol-South Tyrol-Trentino

October 2021, finally, families can also use an interactive map on this website to identify and localise different types of service providers and advantages within the entire cross-border service area.

Challenges & obstacles

Challenges & obstacles (before the CPS implementation)

The three regions did not face significant legal or administrative obstacles when setting up the EuregioFamilyPass system, as all of them have their own legal-administrative powers for family policy and could also use the EGTC as a cross-border body for common tasks.

With regard to reductions for regional public transport, however, the partners could not establish a unified approach to cross-border public transport use. This is mainly because the tariff systems of neighbouring regional public transport systems are not yet fully integrated. Nevertheless, a joint day ticket for groups of up to two adults and three children (Euregio2Plus ticket) and a recently introduced annual ticket for students under 28 years old (Euregio Ticket Students, valid as of 01 October 2021) can be used for cross-border journeys.

Solutions for overcoming obstacles

A solution to the lack of uniform conditions for cross-border public transport could not be found. Therefore, the ‘EuregioFamilyPass’ guidelines define two exceptions to the existing cross-border service integration achieved through mutual recognition. One concerns public transport benefits for residents of the Autonomous province of Bolzano/Bozen-South Tyrol, which are not extended to residents of the Federal State of Tyrol or the Autonomous province of Trentino. This is because the EuregioFamilyPass of Bolzano/Bozen-South Tyrol is directly linked to the ‘South Tyrol Pass’, which is a personal and annual electronic ticket that allows parents to use public transport in South Tyrol at a particularly favourable rate. The other exception concerns the ‘grandparent bonus’ in the Federal State of Tyrol, which is only valid on explicit services of that region.

Since 1 August 2020, families can use the new cross-border day ticket ‘Euregio2Plus’ that is valid on public transport systems of the three regions. However, purchase of this ticket is independent of the EuregioFamilyPass and prescribes other conditions for use by families (e.g. a family is considered a ‘group of persons’ with at most two adults and a maximum of three children under the age of 15).

Results

What has changed in terms of service accessibility since introduction?

From the citizens' point of view, the family-friendly services and discounts have improved considerably since the introduction of the EuregioFamilyPass at the end of 2017. Region-specific discounted services and offers were made accessible across borders and additional offers have been developed. Also, consistent bilingual information ensures both good visibility and broad use of the pass. As a result, activities covered by the pass and demand for it have strongly developed (see also below ‘satisfaction & demand met’).

For the participating administrations, the EuregioFamilyPass has also become a joint platform where new approaches to cross-border family policy can be jointly explored and developed.

However, a major obstacle to use of the pass is the COVID-19 pandemic that started in early 2020. Especially for families, this period has not been easy since travelling across national borders was at times forbidden or still is subject to restrictions. That's why the EuregioFamilyPass came up with alternatives for users. One example is the ‘Euregio Family Pass Colouring Book’, which takes children on an artistic journey through the Euregio. Corresponding colouring templates were developed that can be accessed online. Another example is the

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	<p>online offer of ‘virtual journeys of discovery’, which bring the rich art and culture of diverse museums in the Euregio directly to people’s homes.</p>
<p>Satisfaction & demand met</p>	<p>Since the start in January 2018, the EuregioFamilyPass has brought concrete benefits to families in the Euregio. User demand is met (status: end of 2021):</p> <ul style="list-style-type: none"> • At the start of the EuregioFamilyPass system in 2018, the three EGTC member regions had issued 114,500 passes: around 66,000 ‘Tyrolean Family Passes’, followed by the more recent ‘EuregioFamilyPass South Tyrol’ and the ‘Trentino Family Card’ with 42,000 and 6,500 passes or cards issued respectively. Four years later, at the end of 2021, over 160,000 cards of the EuregioFamilyPass had been issued. • Around 700 benefit providers from the three sub-regions became partners and provide over 1,000 benefits. • Around 15,000 flyers with bilingual information for families about the EuregioFamilyPass were distributed and six issues of the ‘EuregioFamilyPass News’ were published up to the beginning of 2022. <p>The positive outcome of this new cross-border incentive for families is also acknowledged in a more strategic perspective. A study in 2021 by the University of Trentino compared the EuregioFamilyPass with eleven other domestic and cross-border family cards in Europe (in Finland, Sweden, Croatia, Portugal/Spain, Austria, Slovakia, Czechia, the Netherlands, Germany, Liechtenstein and Switzerland). The study concluded there is no other family card in Europe that includes such a broad and differentiated range of offers as the EuregioFamilyPass. Moreover, the EuregioFamilyPass is also pioneer in terms of promotion and communication.</p>
<p>CPS highlights</p>	<p>The EuregioFamilyPass is a good example of how cross-border integration of specific public services can be achieved and lead to direct benefits for people in border regions. The EuregioFamilyPass has done this by merging existing regional family benefit cards into a single system with a corporate identity and by mutually recognising the advantages these regional benefit cards offer. The EuregioFamilyPass thus eliminated differences in this area of family policy and now makes it easy for families from Tyrol to Trentino to access a wide range of benefits and additional services throughout the Euregio. The EuregioFamilyPass is not only an incentive for families to discover the Euregio for themselves as an individual space for action and recreation, but also promotes interpersonal cross-border exchanges which allow people to know each other better.</p>

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3.2.3. Mountain observatory in the Pyrenées (#6)

Mountain observatory in the Pyrenées	
Overview	
Countries and regions covered	France (Nouvelle-Aquitaine and Occitanie), Spain (Navarra and Aragon) and Andorra
Year of implementation	The statute of the association 'L'observatoire des refuges' was filed in December 2021. The observatory is a member of the cross-border association EntrepYr which was created after the second Interreg project (ENTRPYR II) finalised in June 2021. The first Interreg (ENTREPYR I) project started in 2013.
Function and policy field	Cross-border public services for tourism development
Description of the service	The association 'L'observatoire des refuges' studies shelters (accommodation) from a socio-economic point of view through a cross-border comparison. The cross-border observatory provides management bodies, wardens, and tourism stakeholders on both sides of the Pyrenees with a common tool for studying the numbers of visitors and the socio-economic impact of shelters on the territories. The observatory carries out studies using a harmonised approach between France, Spain and Andorra. Furthermore, the observatory encourages coordinated strategies between the territories. The cross-border observatory activities provide information on tourist arrivals and tourism development in the area. This information is of interest for shelter managers and other local stakeholders involved in strategic planning and tourism development.
Service provider	Association 'L'observatoire des refuges des Pyrénées'
Further information	https://entrepYr.eu/
Context information	
Service area	<p>The Pyrenées are a mountainous territory between Spain, France and Andorra. Linguistic differences and legal and administrative frameworks are the most important differences in the territory.</p> <p>Most of the area has a low population density or is sparsely populated. The most important cities are Toulouse (Haute-Garonne) with about 1.3 million inhabitants and, in Spain, Pamplona (Navarre) with almost 200,000 residents. Other small cities are Andorra la Vella (22,256), Jaca (12,813) in Spain and Lourdes (13,976) and Foix (10,046) in France.</p> <p>According to the European Commission study on Cross-border Public Transport, permeability¹⁷ varies in the Pyrenees from zero to low.</p>
Demand	The observatory was established to conduct analyses and studies of shelter users. Potential users of the observatory services are members of the association of shelter managers, researchers, public institutions that can even finance projects and investors. The services can contribute to improving shelter services and make shelter information more available via the internet, which can be used by tourists.



Source: EntrepYr

¹⁷ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

CROSS-BORDER PUBLIC SERVICES

Framework for cooperation	<p>The Interreg cross-border cooperation programme helped to launch the observatory activities. The most important actor is Entrepyp, the association of shelter managers of Pyrenees huts / shelters. This body maintains joint and coordinated work and policy between Spain, France and Andorra on the management and promotion of shelters.</p> <p>Other stakeholders interested in the observatory's activities are universities, public authorities (provinces and regions in Spain and French Massif Committee). The observatory association will join the Entrepyp association.</p>
CPS provision	
Needs addressed by the CPS	The mountain observatory addresses the need to provide stakeholders and shelter managers with information on tourists and economic impact on the territory to help them improve their services.
Legal and administrative framework of the service	The observatory does not have a physical structure but is an association (partnership). The association aims to continue the activities of the Pyrenees Cross-Border Socio-Economic Observatory of Shelters created in January 2018 within the Interreg (POCTEFA) project Entrepyp II. The association was created on the basis of the French Law for non-profit associations, which was first introduced in 1901.
Financing	Financing for the services is based on contributions from several entities as well as the association of managers, which includes members from France and Spain, the University Toulouse III-Paul Sabatier and public institutions (regions and provinces in France and Spain, National Park, Comité de massif, Andorra Government).
Target group	Primary target groups are shelter managers, researchers and public institutions. Secondary target groups are tourists and other users of shelter services when they use information on the internet or benefit from shelter services that get improved as a result of the observatory.
Access design	For the time being, there are no limitations on access to the service, i.e., access to the Observatory's information and research, as the Observatory's association has only recently been founded since the end of the Interreg Entrepyp II project.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	In the tourism sector, different legal and administrative frameworks are an obstacle to realising cross-border development potential. In this context, the main difficulties related to drafting a statute that applies to all three countries (France, Spain, Andorra) with different legal systems.
Solutions for overcoming obstacles	During the Entrepyp II project, differences between the legal and administrative frameworks of the countries were harmonised to establish a common framework for the Observatory. Specialists / lawyers were involved to develop the appropriate framework (contract / statutes of the association) sufficiently harmonised to the legislation of the countries concerned.
Results	
What has changed in terms of service accessibility since introduction?	It is too early to tell as the Observatory association has just legally started.
Satisfaction & demand met	It is too early to tell as the Observatory association has just started. However, the observatory association will join the association of shelter

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	managers, which could contribute to tourism promotion and support research activities and studies in the field.
CPS highlights	One aspect of interest to other cross-border regions is the approach to ensuring that research information – data and findings – are shared among all stakeholders to inspire policy-making decisions.

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Interview with Prof. Olivier Hoibian, Paul Sabatier University – Toulouse III (28 February, 2022), key scientific reference of the cross-border mountain observatory

3.3. Healthcare, long-term care and social inclusion

3.3.1. Cross-border health care provision in Melk and Znaim (#7)

Cross-border health care provision in Melk and Znaim	
Overview	
Countries and regions covered	Austria (Lower Austria), Czech Republic (South Moravia and South Bohemia)
Year of implementation	Interreg pilot project ran from 2016 until 2021, since then is an independent CPS
Function and policy field	Cross-border public services for primary, secondary and tertiary care
Description of the service	The CPS provides medical care for women in the first endometriosis centre in Lower Austria and for radiooncological patients in Znaim (CZ). The CPS entails cooperation and exchange of know-how between the hospital of Znaim and the Austrian hospital of Melk. Doctors went to the other country to train colleagues in endometriosis for Czech doctors and radiooncology for Austrian doctors.
Service provider	Endometriosis centre: Hospital of Melk (Landeskrankenhaus Melk) Radiooncology centre: Hospital Znaim (Nemocnice Znojmo)
Further information	The Healthacross Initiative provides an overview of activities in the border area including this CPS: https://www.healthacross.at/projekte/gemeinsam-grenzenlos-gesund
Context information	
Service area	<p>The service area includes the regions of Lower Austria, South Moravia and South Bohemia. Lower Austria is a largely rural region with more than 1.6 million inhabitants. The biggest city is Sankt Pölten with 55,000 inhabitants. It borders Czechia in the North and Slovakia in the East. South Moravia (Czechia) has a slightly smaller population, of 1.2 million citizens and apart from Brno, which is the second biggest city in the country with 380,000 inhabitants, it is characterised by rural landscapes. To the South it borders with Lower Austria and to the South-East with Slovakia. Lastly, South Bohemia (Czechia) has a very low population in comparison to other regions with only 640,000 inhabitants. The biggest city is Ceske Budejovice with 94,000 residents and the region has the lowest population density in the country.</p> <p>Due to historical development, many cities were divided. People in Czechia were therefore not able to visit hospitals on the other side of the border, which were much closer than Czech hospitals. Yet, in recent decades the situation improved also thanks to stronger collaboration between Lower Austria, South Moravia and South Bohemia.</p>



Source: NÖ Landesgesundheitsagentur

Cross-border health care provision in Melk and Znaim

	<p>The Austrian and Czech cultures are very similar especially along the border due to shared history. Many Czechs are also able to understand and speak German, which facilitates communication in health care.</p> <p>According to the EU cross-border cooperation survey of 2020, the cross-border obstacles in this area are generally legal and administrative (a problem for 51% of respondents), cultural differences are not considered a problem (62%), while social and economic factors were noted by 54%.</p> <p>According to the European Commission study on Cross-border Public Transport, the cross-border public transport permeability¹⁸ in the area is low-medium.</p>
Demand	<p>There was no accessible and certified endometriosis centre in Lower Austria before the Interreg project and the CPS. Austrian women, therefore, had to face long journeys to receive treatment, either by crossing the border to other Czech hospitals or to go to another Austrian region. One reason for developing the CPS was to guarantee that border communities had better and equitable access to health services within adequate travelling distances. Building partnerships between hospitals and opportunities to exchange expertise and medical capacity in specialty areas were also important for cross-border cooperation. Such arrangements helped to optimise the provision and cost of health care through joint use of equipment and human resources.</p>
Framework for cooperation	<p>There is a long tradition of cross-border cooperation in fields such as tourism and economic development between Lower Austria and Czechia. A cross-border cooperation programme funded the first health sector services in this area since 2007. Cooperation between the hospitals in Melk and Znaim is one of several cooperations including the Healthacross initiative CPS, which includes 'Bridges for birth', 'Healthacross for the future' and 'Heal now'.</p>
CPS provision	
Needs addressed by the CPS	<p>People in border regions can experience inequities due to their geographical location and an array of social determinants of health that might restrict their access to care. For example, services in a wide array of medical specialties may be limited for people living in rural or isolated areas, due to younger health workers moving to cities. Cross-border collaboration in health care can reduce inequities for people living in border areas. One of the main reasons that Lower Austria embarked on cross-border collaboration for health was to guarantee that border communities had better and equitable access to health services with reduced travelling distances.</p> <p>The needs addressed by the cross-border service are mainly the lack of an endometriosis centre in the Austrian region of Lower Austria. In Austria, about 300,000 women are affected by this chronic disease of the endometrium. The endometrium also appears in the abdominal cavity. Accompanying symptoms are severe pain and an unfulfilled desire to have children. Austrian patients had to travel a long way to reach the next centre outside the territory. Thanks to the cooperation and expertise of experts from Znojmo, the first EU-certified endometriosis centre in Lower Austria was established at Landeskrankenhaus Melk.</p>

¹⁸ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

Cross-border health care provision in Melk and Znaim	
Legal and administrative framework of the service	In view of the needs, there is strong political support for Healthacross initiatives. The partners are district offices (District Office of South Bohemia, District Office of South Moravia). There is, however, no distinct organisation comprising Austrian and Czech partners for the CPS, but the partners work in a network structure.
Financing	For financing, in the first place to set up the endometriosis centre, Interreg VA Austria-Czech Republic 2014-2020 contributed EUR 569,000, of which EUR 483,650 were ERDF resources. Maintenance and operating costs are now borne by the national health system. In future, cross-border cooperation between the Austrian and Czech hospitals is foreseen and is expected to cover joint training activities.
Target group	Endometriosis and radio-oncological patients.
Access design	There have been no limitations on access to the service. No information is available about the use of health insurance across the border. Recently, the COVID-19 pandemic slowed the related Interreg project implementation, postponing the official completion to the end of 2021.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	The main obstacles / challenges before CPS implementation were: (1) limited patient information on the topic (e.g. risks, diagnosis, care); (2) doctor's preparation about new and different options. Another issue that is not yet solved concerns health insurance and a cross-border reimbursement centre.
Solutions for overcoming obstacles	For the first obstacle / challenge, ad hoc initiatives raised people's awareness on the new and different healthcare options. For the second, training increased doctor's preparation and skills. Overall, the Interreg funding helped establish the first EU-certified endometriosis centre in Lower Austria, offering new opportunities for patients.
Results	
What has changed in terms of service accessibility since introduction?	The main results so far are those obtained by the Interreg projects, since further evidence following the end of the project at the end of 2021 is not yet available. Doctors from the hospitals in Melk, Hollabrunn and Znaim worked together on the project. Thanks to this cross-border cooperation, the first EU-certified endometriosis centre in Lower Austria was established at the Melk State Hospital. More than 450 women and 70 babies have already been successfully treated in the endometriosis centre during the project period and 50 more in the first few months thereafter. This mirrors demand during the project period. In addition, the first patient in Lower Austria was treated with radiation therapy in the hospital in Znojmo. The main results so far relate to the expansion of cross-border medical cooperation between LK Melk and KH Znaim, EU certification of the LK Melk as an endometriosis centre level 1 also helps.

Cross-border health care provision in Melk and Znaim

Satisfaction & demand met	The CPS derives customer satisfaction information from surveys used for the Interreg projects. For the project entailing a new endometriosis centre, the doctors were consulted. The feedback was very positive.
CPS highlights	Participating in international networks is a key factor for sharing experiences, taking inspiration and promoting the idea of cross-border health care solutions and services. Indeed, the CPS took inspiration from the Meuse-Rhine region, where cooperation in the health sector has consolidated over a long time. A further example was the Cerdanya hospital between Spain and France. Finally, the experience from the ongoing development of cross-border health cooperation in the twin city Guben-Gubin (Region Spree-Neisse-Bober between Brandenburg-Poland) provided further insights.

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3.3.2. Cross-border Healthcare Community of Menton-Ventimiglia (#8)

Cross-border Healthcare Community of Menton-Ventimiglia	
Overview	
Countries and regions covered	Italy – Liguria, France – Provence-Alpes-Cote d’Azur, and Monaco
Year of implementation	2003
Function and policy field	Cross-border public services for primary, secondary and tertiary care
Description of the service	The CPS offers perinatal care at the perinatal centre based at the public Hospital Centre La Palmosa in the city of Menton for patients from the neighbouring Italian region.
Service provider	Centre Hospitalier La Palmosa
Further information	https://www.sante.fr/centre-hospitalier-ch/menton/ch-la-palmosa-menton/centre-perinatal-de-proximite-transfrontalier
Context information	
Service area	<p>The CPS is provided in Menton, a city on the French Riviera bordering Italy between Ventimiglia and Monaco. Ventimiglia has about 25,000 inhabitants and is in the Italian Imperia county (approximately 200,000 inhabitants). Monaco has approximately 40,000 inhabitants. ‘La Palmosa’ is the hospital for Menton city and its surroundings as well as for the CARF (Communauté d’Agglomération de la Riviera Française/Community of Agglomeration of the French Riviera) which has about 75,000 inhabitants. The hospital offers primary, secondary and long-term care. The perinatal centre serves the Menton hinterland which is more than 1.5 hours from the nearest maternity centre. At cross-border level, the perinatal centre serves the Italian municipality of Ventimiglia and neighbouring municipalities. Monegasque patients also go to the perinatal centre (see demand section).</p> <p>Overall, the area has considerable cross-border exchange and integration. While many Italian citizens work in France and Monaco, many French use other services on the Italian coast (e.g. tourism, shopping). Offering healthcare across the border thus complements the cross-border integration of other fields in the region and does not face language challenges.</p> <p>According to the European Commission study on Cross-border Public Transport updated in 2021, the cross-border public transport permeability¹⁹, in the area is medium-high.</p>
Demand	The perinatal centre was created to enable women living on both sides of the border to benefit from pre- and post-natal care.



Source: Centre hospitalier La Palmosa

¹⁹ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

Cross-border Healthcare Community of Menton-Ventimiglia

	<p>The perinatal centre offers consultations for high-risk pregnancies, pre-natal ultrasounds and birth preparation courses. The CPS benefits also from an outpatient gynaecologist who performs operations in the hospital. The cross-border perinatal centre provides consultations with the assistance of five gynaecologists (two in partnership with Nice University Hospital) and a midwife. A paediatrician will join the perinatal centre in June 2022.</p> <p>For the perinatal centre, most patients come from France and Italy, with some from Monaco. In 2021, about 80% of patients were French, 8% Italian and 12% others including Monegasque. In 2021, there were 1,700 patients and about 4,000 medical consultations.</p>
<p>Framework for cooperation</p>	<p>The previous Menton hospital maternity service was closed when it fell below the legal annual threshold of interventions. As a result, neither the Menton area nor the Ventimiglia area had a maternity unit, or a structure dedicated to perinatal care. An agreement was signed in 2002 between the La Palmosa Hospital in Menton and the local health agency in Imperia (Italy), to establish a cooperation that would create a 'cross-border health community'. Under this cooperation framework, the cross-border perinatal centre was opened in 2003 thanks to the Interreg cooperation project of the Menton Hospital the Azienda Unità Sanitaria Locale n°1 d'Impéria (Local Health Authority 1 of Imperia). The set-up and opening of the perinatal centre were funded by Interreg. The total cost of the Interreg project was EUR 816,854 of which EUR 367,584 came from the ERDF.</p> <p>At present, there is no cross-border cooperation structure involving the perinatal centre. The hospital La Palmosa is directly promoting and offering services for persons from bordering countries. The hospital la Palmosa has collaborated with the local health agency (ASL) of Imperia in three projects: the perinatal centre in Menton, the Alzheimer's day centres in Menton and Ventimiglia, and the educational centre in Sanremo.</p> <p>Additionally, in the same territory, the 2014-2020 Interreg V-A France-Italy (ALCOTRA) fosters cross-border cooperation with the expected result of satisfying health service users.</p>
<p>CPS provision</p>	
<p>Needs addressed by the CPS</p>	<p>When established in 2003, the CPS addressed the need for a centre for childbirth preparation and detection of high-risk pregnancies. Indeed, neither Menton nor Ventimiglia had a maternity hospital or a centre offering similar services at that time. Women had to travel to other hospitals further away, which may not only be inconvenient but sometimes also risky. For instance, Italian women from Ventimiglia had to travel 40km to the nearest Italian hospital in Imperia.</p>
<p>Legal and administrative framework of the service</p>	<p>Currently, the Menton La Palmosa hospital fully and autonomously provides the CPS, which was implemented based on the convention between the hospital and the regional Italian health agency when setting-up the service. Today, this provision is to be seen also in the context of European directive 24 of March 2011 that legislates patient's rights in cross-border healthcare. This facilitates access to information and defines the reimbursement conditions of healthcare costs, prescription and delivery of medication and medical devices.</p> <p>Recently, the Italy-France Treaty on enhanced bilateral cooperation was signed at the Quirinale Palace, which may affect future development of this and other cross-border services. Article 10 is about cross-border cooperation and requires that both countries strengthen cross-border cooperation in healthcare and are committed to adopt appropriate regulatory modifications to</p>

Cross-border Healthcare Community of Menton-Ventimiglia

	eliminate obstacles to cross-border cooperation and ensure cross-border public services also in the health sector.
Financing	At present, the cross-border perinatal centre does not receive any European funding. All consultations are reimbursed by the patient's health insurance (see access design section) and in accordance with the rates applicable to French health care services. In addition, the perinatal centre receives an annual subsidy from the Fonds d'Intervention Régionale de l'Agence Régionale de Santé française/Regional Intervention Fund of the French Regional Health Agency of some EUR 110,000. There is no direct funding from Italian authorities.
Target group	Patients requiring pre- and post-natal care
Access design	<p>There are no language barriers, as the Menton Hospital and the perinatal centre are fully bilingual, and a quarter of the hospital professionals are of Italian origin. Within the perinatal centre, there is a strong knowledge of the Italian language, the secretary being bilingual, there are no difficulties in making appointments or in requesting information online and by phone.</p> <p>The access differs by nationality and for French patients also by type of insurance. French patients may have to pay a contribution depending on the service and are subject to the usual French health care procedures, i.e. reimbursement of costs takes place between the service provider and the insurance company. Patients who are not from France (e.g. Italian patients) pay the hospital and then claim a refund from their national health system (e.g. Italy). Thus, it is the patient who must claim reimbursement from the health care service, which implies additional administrative burden. Costs do not differ for Italian patients who obtain treatment from Menton hospital compared to the same treatment in Italy, to avoid additional access limitations. In consequence, potential cost differentials between the regional Italian and the French treatment are borne by the Italian regional health care agency in the course of the reimbursement procedure.</p>
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>Before the CPS implementation and signature of the health agreement between La Palmosa Hospital in Menton and the local health agency in Imperia (Italy), the main obstacle was administrative and related to treating Italian patients. Indeed, before the agreement, Italian patients could only be treated at the maternity hospital as 'tourists' with the appropriate form.</p> <p>During the CPS implementation, the small size of the premises has limited expansion of the perinatal centre and the introduction of more specialties, activities and human resources.</p>
Solutions for overcoming obstacles	<p>For the administrative barriers, the health agreement signed in 2003 between La Palmosa Hospital in Menton and the local health agency in Imperia (Italy) clarified the functioning of the medical service for Italian patients and established a cross-border health community which was supported by training and a common administrative framework.</p> <p>For the premises and the 'physical aspects' of the service delivery, the hospital management has already improved the centre with investments and equipment and is still considering possible alternative solutions to improve the quality of the service.</p>

Cross-border Healthcare Community of Menton-Ventimiglia

Results

<p>What has changed in terms of service accessibility since introduction?</p>	<p>Between 2020 and 2021, the perinatal centre workforce was strengthened. The perinatal centre currently has five gynaecologists and one midwife.</p> <p>From June 2022, a paediatrician will join the centre. In this way, the paediatric service will be re-established, in line with the 2003 agreement that made it possible to open the perinatal centre. This increase in staff is part of a strategy to revitalise the perinatal centre to make it more attractive.</p>
<p>Satisfaction & demand met</p>	<p>According to the stakeholders, patient service satisfaction has been high. A recent survey was introduced to conduct the mandatory evaluation for French hospitals to obtain the HAS certification. The survey covered the health care provided, cleanliness of the premises/consultation rooms, the quality of equipment, respect for privacy and dignity and whether the patient could easily identify the professionals who took care of her.</p>
<p>CPS highlights</p>	<p>The greatest strength of the perinatal centre is that it has been flexible and responsive to the changing needs of patients in terms e of care and diagnosis.</p>

Map of the area



Source:

https://ec.europa.eu/futurium/en/system/files/ged/opportunities_of_crossborder_cooperation_between_small_and_medium_cities_in_europe.pdf

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Interview with the current Director of the Perinatal Centre and Quality, risk management and Communication manager of the hospital (*Responsable de la Qualité, Gestion des risques, Communication de "hôpital. Directeur référent du Centre Périnatale*) April 28, 2022

Interview with the 2014-2020 Interreg Alcotra Programme Facilitation Network

3.3.3. Cross-border emergency care, mountain rescue and patient transfer services (#9)

Cross-border emergency care, mountain rescue and patient transfer services	
Overview	
Countries and regions covered	Regions of Liberec, Ústí nad Labem, Karlovy Vary, Plzeň and South Bohemia (Czechia), regions of Oberfranken and Oberpfalz in Bavaria as well as State of Saxony (Germany)
Year of implementation	<p>2011: EUREGIO EGRENSIS commissioned two studies on intensifying cooperation in the health sector between Bavaria and Czechia (emergency rescue, hospital cooperation) with Interreg IV A funds.</p> <p>2015/2016: signing of first agreements between Czech regions and Saxony and Bavaria, respectively</p> <p>2019: start of negotiations to amend existing bilateral agreements (there were delays due to the pandemic)</p>
Function and policy field	Health care and social inclusion, medical emergency care and rescue
Description of the service	<p>The studies in 2011 laid the foundation for the two agreements with Saxony and Bavaria in 2015/2016.</p> <p>Thanks to these agreements there is emergency care, mountain rescue and patient transfer services across the border.</p>
Service provider	<p>The Czech regions of Liberec, Ústí nad Labem, Karlovy Vary in coordination with the State of Saxony</p> <p>The Czech regions of Karlovy Vary, Plzeň and South Bohemia in coordination with the State of Bavaria</p>
Further information	https://www.aebr.eu/wp-content/uploads/2021/11/Report_19.pdf
Context information	
Service area	<p>The border between the regions of Liberec, Ústí nad Labem, Karlovy Vary, Plzeň and South Bohemia (CZ) and Saxony and Bavaria (DE) is a mountainous area (e.g. part of the Ore Mountains and Fichtel Mountains), popular for summer and winter sports and recreational activities as well as for its health resorts.</p> <p>The area is mostly rural with a low population density and densely forested with many natural landmarks and protected landscapes. Distances to the nearest hospital are relatively long, and often the hospital is over the border (particularly for Czech villages in the Ore Mountains).</p>



Source : Karlovarsky kraj, 2022

<https://zivykraj.cz/>

Cross-border emergency care, mountain rescue and patient transfer services

	<p>The region also has a language barrier, which to some extent is one-sided and potentially limited as a significant portion of the personnel in German hospitals are cross-border workers from Czechia.</p>
Demand	<p>Due to the geography of the region, some Czech border municipalities, villages and sporting areas are easily accessible from the German side, whereas access to Czech health facilities is difficult. At the same time, due to historical development and the local economy (mining and industry), hospitals on the German side have more than sufficient bed capacity.</p> <p>The service is therefore intended to satisfy two demands: Firstly, the accessibility advantages of German hospitals should be available to Czech patients in Ore Mountain villages particularly for emergency care and mountain rescue: Calling German ambulances results in shorter response times and quicker transfer of patients to emergency rooms.</p> <p>Secondly, the service should increase the occupancy rate of German hospitals and thus improve their economic efficiency.</p> <p>From the perspective of the EUREGIO EGRENSIS (which does not cover the entire area of the two agreements), both goals are essential. The supply for peripheral villages is improved, while the hospitals have a better economic perspective, which secures the facilities. Both aspects are relevant for emergency care and planned treatments. This is why the EUREGIO EGRENSIS declared cross-border cooperation in the health sector as a key field of activity.</p> <p>Germans who get into an accident on the Czech side are treated by the Czech Mountain Service and then brought to Germany. For this, certain transfer points are agreed with the German rescue services, where the patient changes vehicles. A continuous transfer of patients in Czech vehicles to a German hospital is currently not always possible, depending on the injuries and medical treatment required (see below), even though this would speed up delivery of patients to emergency rooms.</p>
Framework for cooperation	<p>Due to the - partly - insufficient implementation of European law into Czech laws and by-laws (see below), Karlovarsky Kraj entered into two regional agreements with the States of Saxony (2015, together with Ústí nad Labem and Liberec Regions) and Bavaria (2016, together with Plzeň and South Bohemian Region) to find practical solutions to overcome challenges for emergency care and rescue services.</p> <p>Due to its special geographical location in the border triangle with Bavaria and Saxony, Karlovarsky Kraj is interested in further developing this cooperation framework by addressing the limitations of existing agreements and finding solutions to overcome these.</p> <p>This illustrates that the two agreements have some weaknesses and gaps, particularly with regard to emergency rescue and hospital care. It is still unclear whether new CPS will be established or the two existing CPS will be developed in the course of implementation. It is also unclear whether a single, comprehensive service or several separate services will be created.</p>
CPS provision	
Needs addressed by the CPS	<p>Prior to signature of the present agreements, emergency ambulances faced difficulties crossing the border (to bring patients to the nearest hospital) due to legal and administrative differences. In case of accidents, for example, the emergency services closest to the scene could not be called if they were beyond the border, and sometimes the nearest hospitals</p>

Cross-border emergency care, mountain rescue and patient transfer services

	could not be approached, so patients had to wait longer for emergency vehicles and travelled longer distances to emergency rooms. While the present agreements solved most of these scenarios, some operational obstacles remain (see below).
Legal and administrative framework of the service	<p>For emergency care, the Framework Agreement between Czechia and the Federal Republic of Germany on cross-border cooperation in emergency medical services of July 2014 provides the basis for the current services. The bilateral agreements with the States of Saxony and Bavaria further specified this agreement.</p> <p>Some of the current problems in cross-border emergency and rescue are caused by improper implementation into Czech laws, such as Act 48/1998 on Public Health Insurance, Act 372/2011 on health services, Act 374/2011 on emergency medical services, as well as Act 378/2007 and Act 268/2014 on medical products and medical devices, respectively. Further, Act 500/2004 on administrative procedures code and Act 150/2002 on judicial administrative procedure codes have to mentioned, as well as some by-laws.</p>
Financing	German patients treated by Czech emergency and rescue services receive a bill which is then reimbursed through the German insurance system. This is not always the same in reverse (see above), and if Czech insurance pays, often they will not reimburse the full cost.
Target group	<p>The primary aim of this service is to harmonise legal and administrative regulations and fill harmonisation gaps, including cross-border emergency operations and reimbursement. In this sense, the primary target group are the emergency services, health care facilities and health insurance companies.</p> <p>At its core, however, the service aims to improve access to health services in the border region, especially for Czech patients, but also for Germans who have accidents in Czechia.</p>
Access design	According to the agreements, emergency and rescue services are allowed to cross the border in most missions. Legal uncertainties still exist for certain rescue scenarios, for example, when patients need to be treated with opiates. Also, issues exist with emergency vehicle light regulations. In these cases, ambulances are not allowed to cross the border.

Challenges & obstacles

Challenges & obstacles (before the CPS implementation)	Although Framework Agreement 53/2014 is in force and implemented through the two regional agreements some obstacles remain. This is because emergency service operators cannot cross the border without limitations due to differences in the regulations on opiates and emergency vehicle lights. While the services are in place, some administrative and practical challenges are not uniformly solved for all emergency care scenarios.
Solutions for overcoming obstacles	In terms of emergency health care services, a regional working agreement was reached between Bavaria and Pilsen Region regarding the transfer of patients. However, inclusion of this mutual cooperation principle into the amendment of the Framework Agreement 53/2014 is still pending. Where emergency vehicles are not allowed to cross the border, patients will be

Cross-border emergency care, mountain rescue and patient transfer services

	<p>transferred from Czech to German (or vice versa) ambulances at agreed border transfer points.</p> <p>The European Cross-border Mechanism (ECBM) would also be a helpful tool to overcome legal obstacles in the complex reimbursement by-laws for both urgent and planned health care services, but has not been applied yet.</p>
<p>Results</p>	
<p>What has changed in terms of service accessibility since introduction?</p>	<p>For emergency health care services, the agreement between Bavaria and Pilsen region means practically, ambulances do cross the border. However, the existing agreement does not sufficiently cover all scenarios so some cross-border services operate in legal grey areas. For example, according to the agreements German patients have to be brought to a German hospital even if they are injured on Czech territory (similarly, Czech patients to Czech hospitals), even if the home hospital is farther away, meaning unnecessarily long transport times, which can lead to life-threatening situations in serious accidents.</p> <p>An open question is still whether Czech patients from the Czech villages may be admitted to German hospitals if the German hospital is the nearest one, and to what extent costs for this are covered / reimbursed by Czech health insurance and under which conditions. Pre-studies from the Euroregion Elbe/Labe have shown that it is possible but requires a stepwise approach.</p>
<p>Satisfaction & demand met</p>	<p>Emergency forces operating in cross-border contexts need to have clear legal and administrative regulations for their service. Even if practitioners may overlook certain shortcomings when it comes to saving lives in emergency cases, or when insurance companies turn a blind eye and cover costs after all, in the long run a clear and unambiguous legal basis is needed for these services.</p> <p>In this sense, a revision of the two agreements is necessary, not to create the CPS as such, but to put it on solid legal ground.</p> <p>In view of this unsatisfactory situation, the involved Czech regions – first and foremost the Karlovy Vary Region – are putting pressure on the central government to solve these problems. Karlovy Vary Region participated in working groups at the Ministry of Health to present problems and solutions at national level. It is also continuing to cooperate with neighbouring States of Saxony and Bavaria to reach further agreements on the rights and regulations of emergency care providers and to promote amendments that guarantee improved access to medical treatment in the cross-border area.</p>
<p>CPS highlights</p>	<p>The case study addresses in detail the inadequacies and gaps of the current legal and administrative regulations in order to unlock the full potential of a truly cross-border health care system, notably improving access to it for Czech patients.</p>

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3.3.4. Cross-border access to Valga hospital (#10)

Cross-border access to Valga hospital	
Overview	
Countries and regions covered	Estonia and Latvia, counties of Valga (EE) and Valka (LV)
Year of implementation	Since 2004 when Estonia and Latvia joined the EU
Function and policy field	Healthcare cross-border public services for primary, secondary and tertiary care
Description of the service	<div style="display: flex; align-items: center;">  <div style="margin-left: 10px;"> <p><i>Source: Author Ragnar Vutt</i></p> </div> </div> <p>The Valga hospital is on the Estonian side of the twin-town Valga–Valka. During the Soviet occupation two hospitals were built about two kilometres apart – one in Valga and another in Valka. In mid-1990, after regaining independence, as a result of national healthcare reforms the Valga hospital was rebuilt, while Valka hospital was closed. Now Valga hospital is the only hospital in the region. The next closest are 50 km away in Valmiera, Latvia and 90 km in Tartu, Estonia. The Valga hospital offers public health care services for residents of the twin-town and their respective counties.</p>
Service provider	Valga Haigla AS (hospital) is a public limited company owned by Valga municipality (49%) and Tartu University Hospital (51%).
Further information	https://www.valgahaigla.ee/et/ http://www.valka.lv/lv/valkas-novads-1/valga/valgas-slimnica
Context information	
Service area	<p>The total population of the twin-town Valga-Valka is around 18,000, of which around 12,000 live on the Estonian side and 6,000 on the Latvian side. The twin-town is surrounded by counties with about 30,000 inhabitants. The cross-border public transport permeability²⁰ is high.</p> <p>For economic development Estonia has a 23% superiority over Latvia in terms of GDP and respective income per capita. Hence, the average wages and relevant services are more expensive in Estonia. This economic disparity along with many administrative obstacles plays a crucial role in the development of CPS.</p> <p>The border is also a significant language divide. Estonian is very different from Latvian. Every Estonian or Latvian, however, would typically speak at least one other language which helps mitigate language barriers for providing cross-border health care services. For elder generations, i.e., 50+ it would be Russian, while for younger ones, English.</p> <p>Every Estonian citizen is eligible for public services at the Valga hospital. For Latvian citizens, everyone is eligible for emergency medical treatment. To get reimbursed for planned medical treatment, i.e., consultation with a</p>

²⁰ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

Cross-border access to Valga hospital	
	specialist, medical examination, etc. the patient has to be a resident of the Valka local authority.
Demand	<p>The demand for services is driven by the need of Valga and Valka county residents for accessible healthcare services. For the time being the population of 30,000 inhabitants provides a sufficient service area for a regional hospital, such as the one in Valga.</p> <p>Depopulation on both sides of the border, however, puts health care services at constant risk. Therefore, it is vital for the Valga hospital to admit patients also from Latvia. It is, however, cumbersome due to the language, digital, administrative, but most particularly economic and financial perspectives of the services.</p> <p>Demand from the Latvian side for publicly paid healthcare services is less than it could be. There is an option to pay for the services also 'out-of-pocket'.</p>
Framework for cooperation	<p>The Valga and Valka local authorities have a long cooperation history in various areas. Facilitating the Valga hospital health care services access to Latvian residents is topical since the Valka hospital closed. A lot of aspects, however, are beyond local government competencies.</p> <p>The Valka-Valga health care service issues are constantly on the agenda of the annual Latvian-Estonian Intergovernmental Commission for Cross-Border Cooperation aimed at joint measures and activities to help ensure the free movement of labour, goods, services and capital.</p>
CPS provision	
Needs addressed by the CPS	The CPS addresses the healthcare needs of residents in Valga and Valka counties by providing access to health care services within a reasonable distance. The Valga hospital provides two types of healthcare services: (1) necessary, i.e., emergency medical treatment and (2) planned medical treatment, i.e., consultation with a specialist, medical examination, etc.
Legal and administrative framework of the service	<p>The EU System of Reciprocal Healthcare allows Latvian residents to use the services of the Valga hospital. EU Directive 2011/24/EU sets out the patients' rights to receive healthcare in another EU Member State, to ensure the safety and quality of cross-border health services, and to encourage cross-border cooperation in healthcare.</p> <p>The Valka County Council works directly with Valga hospital management as well as the Latvian National Health Service (NHS) to ensure a range of basic medical services are available for residents. There is no formal work group. Agreements are reached via direct contacts and mutual exchange of information, data, etc.</p>
Financing	<p>According to EU regulation 883/2004 article 19 only the necessary (emergency) medical treatment at the Valga hospital is 'free of charge' for Latvian residents. The costs are afterwards directly settled between the Estonian Health Insurance Fund and the Latvian NHS.</p> <p>For planned medical treatment at the Valga hospital, Latvian patients have to pay in advance and then request reimbursement from the Latvian NHS. Reimbursement of the health care service is based on the Latvian health care service price list, where prices are in most cases 30% lower than those in Estonia. Hence, some of the service cost is not reimbursed for Latvian residents.</p>

Cross-border access to Valga hospital	
Target group	The residents of Valga – Valka twin-town and respective counties.
Access design	<p>The primary access limitation – language divide – has been to a large extent mitigated. The Valga hospital has 27 medical workers covering 16 specialities. All staff speak Russian, 24 have a good command of English, while three also speak Latvian. The professionals are encouraged to add descriptions in Russian, English or Latin into referrals and statements for the Latvian patients. Digital tools also ease the translation process.</p> <p>The difference in cost for medical services between Estonia and Latvia as well as the burdensome reimbursement procedure for foreign health care services in Latvia so far make access to the services cumbersome and thus underused by Valka county residents. In consequence, residents from Valka typically only use the hospital for ‘necessary’ health care services and do planned services elsewhere in Latvia.</p>
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>The difference in costs is seen as the main obstacle to cross-border health care service provision by Valga Hospital. The necessity for the patient to cover around 30% of the cost and in some cases also the need to prepay with a long and sometimes ambiguous reimbursement procedure means the medical treatment is not available to every Valka County resident.</p> <p>Another challenge is the digital divide. In Estonia the whole healthcare system is digitalised, so all medical statements, prescriptions, referrals, etc. are issued electronically. Digitalisation of the healthcare system in Latvia is at a very early stage. Even, if it were entirely digitalised, most likely the two e-health systems would not be compatible. Since the Estonian system does not issue any documents on paper, all medical statements, prescriptions, referrals for the Latvian patients need to be somehow stored for further use, e.g., on CDs, which means additional costs for the patient.</p>
Solutions for overcoming obstacles	<p>The Valka County Council representatives are confident that from the national perspective the benefits of covering the 30% of extra costs for its residents, i.e., compensating all the necessary part of the service payment, would considerably exceed the costs in man/hours that are lost due to travelling, inability to work, increased CO₂, etc.</p> <p>Nevertheless, the national authorities do not apply such a holistic mindset. The line ministries work according to their understanding of costs and benefits which is strictly limited to their specific sector. The less expenses paid for services abroad mean more money left for the already underfinanced healthcare sector of the country.</p> <p>The Valka County Council actively facilitates development processes behind the CPS. It works to ease the reimbursement procedures and encourages residents to use the health care services provided by the Valga hospital.</p> <p>One important milestone has recently been achieved. From 2020, the reimbursement procedure has been substantially simplified. Documents can be submitted electronically or at the Valka County One Stop Service Centre, no additional translations or explanations are required from the patient and the application is usually processed within 30 days.</p> <p>Work continues on ‘waiving’ the necessity for the patient to prepay the costs that are compensated by the state to avoid the need for reimbursement for medical examinations such as, X-rays and USG (ultrasound scan test). During the COVID-19 pandemic it was, however, been put on stand-by.</p>

Cross-border access to Valga hospital	
	There is no immediate solution for the digital divide, in particular for the incompatibility of the e-health systems between Estonia and Latvia. This is an issue to be dealt at the national level, though presently it does not seem to be on the agenda.
Results	
What has changed in terms of service accessibility since introduction?	The cross-border healthcare services have become more accessible to residents of Valka County, Latvia and this clearly contributes the cross-border dimension. To ensure the long-term presence of Valga hospital in the region, the cross-border provision of health care services must increase, so the number of Latvian residents who use the health care services in Valga hospital needs to increase. The fact that an economy of scale can be achieved by servicing the whole functional area on both sides of the border is well recognised at local governmental level. However, to ensure sustainable hospital care in view of rapid depopulation, this also needs to be acknowledged at the national level in Latvia.
Satisfaction & demand met	Since Valga hospital is mainly used by Latvian patients for emergency care there is potential for the hospital to meet much larger demand than it presently does. The satisfaction of the target group is unknown, however, it is much more determined by the possibility to get expenses reimbursed quickly rather than the quality of the service, which is perceived as sufficient by representatives. Alleviating the above-described obstacles would contribute to overall satisfaction with high quality service provision, also by increasing the number of Latvian patients benefitting from Valga hospital.
CPS highlights	It is important that the national government also acknowledges the role and benefits of the CPS and works towards removing the legal, administrative and financial obstacles. Most of the present CPS developments have been possible due to the long-standing and informal cooperation of the two municipalities.

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3.4. Education and training

3.4.1. Tornio-Haparanda school cooperation (#11)

Tornio-Haparanda school cooperation	
Overview	
Countries and regions covered	Municipalities of Haparanda (Sweden) and Tornio (Finland)
Year of implementation	<p>1978 start: free attendance to comprehensive schools across the border</p> <p>1989: opening of the bilingual elementary school 'Språkskolan' (common language school) in Haparanda</p> <p>1998: Tornion yhteislyseon lukio in Tornio joined the Euro School Net 2000 to become the 'Euro upper secondary school'</p>
Function and policy field	Education and training: Early childhood education, primary and secondary education
Description of the service	<p>Education has been identified as a core element of the close cooperation between the twin cities of Haparanda and Tornio. Implementation of cooperation in this field took place in three successive steps: In a first step, an agreement allowed pupils from both sides of the border to freely attend schools on the other side. In a second step in 1989, the bilingual elementary school, in the city of Haparanda, opened. Although the school follows the Swedish school system, it brings together an equal number of pupils from both sides of the border. Parts of the lessons are in the respective native language in separate classes for Swedish and Finnish pupils, subjects such as arts, crafts or sports are bilingual. Language learning and collaboration continue outside the classroom as students often play and go on field trips together. In a third step, the Tornio upper secondary school joined the Euro School Net 2000 to become an internationally recognised school.</p>
Service provider	<p>Municipality of Haparanda (Haparanda stad) (elementary school)</p> <p>City of Tornio (secondary school)</p>
Further information	<p>https://www.haparanda.se/forskola-och-skola/grundskola/vara-grundskolor/sprakskolan-f-9.html</p> <p>https://www.tyll.fi/in-english/</p>
Context information	
Service area	Pupils come from the twin cities of Haparanda and Tornio as well as surrounding rural areas. The Torne river border separating the two cities is crossed only by three roads and one railway bridge, though the border



Source: Språkskolan Tornio-Haparanda, 2017

Tornio-Haparanda school cooperation

	<p>permeability²¹ is high as the two city centres are within walking distance and there are good cross-border public transport connections.</p> <p>There are few socio-economic disparities between the twin cities, but their peripheral location at the northern end of the Baltic Sea is a challenge. The similar economic and social profiles have created good conditions for shared actions and creating growth opportunities in the area. This contributes to a joint understanding of the needs for cross-border cooperation in general, including educational services which is considered essential for maintaining the common culture and traditions.</p> <p>The biggest difference is probably the currency. While the Euro is the official currency in Tornio, the Swedish Krona is used in Haparanda. However, Haparanda is, besides Malmö in the very south, the only Swedish city where Euros are accepted in shops.</p> <p>Due to the long common history and geographical proximity, there have been many cultural similarities since ancient times. Originally, Haparanda was a Swedish-speaking enclave in the middle of a Finnish-speaking rural region. To this day, there are many joint cultural events and association activities and a local dialect is spoken by inhabitants of both cities. Against this background, it is important for both cities to pass on their common heritage to future generations in linguistic terms as well.</p>
Demand	<p>Education is seen as an important element for strengthening cross-border ties and people-to-people contacts to create mutual understanding and trust to build structures for future cooperation.</p> <p>The goal of cooperation in education is for students to gain knowledge and understanding of the common culture and history of the border region and to build a common identity. This should preserve cultural traditions of the Torne Valley. Furthermore, students experience an international approach that creates understanding and respect for other cultures and promotes cooperation, friendship and peace.</p> <p>At the same time, demographic trends in both cities (both are struggling to maintain their current populations) make it opportune to share services. Offering joint cross-border school services is thus complemented by cultural CPS such as the Arena Polarica (joint ice stadium), a joint swimming pool, a joint tourist office and the joint Museum of Torne Valley.</p>
Framework for cooperation	<p>Cooperation between the two cities officially began in 1987 with the launch of the cross-border association 'Provincia Bothniensis'. Before that, cooperation was through bilateral agreements for the provision of public services and facilities.</p> <p>Since 1987, the joint body of 'Provincia Bothniensis' has a board with five elected officials from each municipality, meeting every two months and identifying joint projects, services and initiatives. As the body has no legal status, it prepares decisions which are then discussed and decided on by each municipal council. The body is supported by a joint secretariat and eight thematic working groups for education, urban planning, technical services, businesses, sport, recreation, culture, welfare and healthcare.</p> <p>Deep cross-border cooperation is considered crucial ('conditio sine qua non' for their survival) by both cities to provide (better) services for residents at lower cost and to initiate and manage growth. In the framework of this cooperation, the two cities have signed several bilateral agreements to</p>

²¹ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

Tornio-Haparanda school cooperation	
	implement and provision of a wide array of cross-border services in the fields of education, culture, sports, transport, and technical infrastructures.
CPS provision	
Needs addressed by the CPS	Today, populations of the twin cities communicate without language barriers, as they switch between Finnish, Swedish and Meänkieli (regional dialects). Joint cross-border language schools are considered key to maintaining these language skills and teach young generations different languages. The motto is 'borderless education' and 'borderless use of facilities' (HaparandaTornio Tourist Office, 2011).
Legal and administrative framework of the service	<p>The legal framework for education is embedded in about 20 bilateral agreements between the two cities facilitating cooperation across all sectors. Borderless education is grounded in two bilateral municipal agreements:</p> <ul style="list-style-type: none"> • Agreement on cross-border open school attendance at comprehensive school level (1978), • Agreement on joint language school (1994) specifying the roles and responsibilities of the partners, as well as management and organisation including finances. <p>Discussions are underway to revise the latter agreement to make it more flexible and better accommodate different demands and demographic developments.</p> <p>For the recognition of diplomas, which is particularly true for the Tornion yhteislyseon lukio, the joint school system benefits from national agreements between the Nordic countries:</p> <ul style="list-style-type: none"> • Helsinki Treaty (1962), with Article 9 on maintaining and extending the range of opportunities for students from other Nordic countries. • Agreement on access to higher education (1996) • Reykjavik Declaration on mutual recognition of higher education diplomas (2004, revised 2016), based on the Lisbon Recognition Convention (1997) • Agreement on Nordic educational community at upper secondary school level (2008) <p>No specific organisation was created to operate the schools. Instead, one-sided ownership and delivery models were implemented, where the school buildings (hard infrastructures) as well as the management remain fully in the ownership and responsibility of the respective municipality.</p>
Financing	For the Språkskolan in Haparanda, Torneo is paying a lump sum per child as well as a fee for service provision for infrastructure usage and a contribution for running costs. This model is mirrored for the secondary school in Torneo.
Target group	School age pupils living in either of the two cities or their surrounding areas
Access design	Except for age, there are no access restrictions.

Tornio-Haparanda school cooperation

Challenges & obstacles

Challenges & obstacles (before the CPS implementation)

While there are no fundamental differences in the Finnish and Swedish school systems, there are some small ones (e.g., number of 60-minute lessons in elementary school, compulsory instruction times, average number of students per class and per school, length and period of vacations, etc.). These need to be aligned in a joint cross-border school.

Solutions for overcoming obstacles

In Sweden, the Språkskolan strictly follows the Swedish school structure. However, this means that Finnish families (pupils and parents) had to be convinced of the concept of the school. Similarly, the Tornion yhteislyseon lukio operates under Finnish school structures.

Results

What has changed in terms of service accessibility since introduction?

In 1978, the precursor service for free attendance to comprehensive schools laid the basis for the joint municipal school services. However, only with the opening of the Språkskolan in 1989, were joint services professionalised. This was reinforced with the establishment of the Euro upper secondary school ten years later. Now common school diplomas can be awarded at bilingual schools.

A common school system is seen by the twin cities as an important building block for a much larger vision: a true, common cross-border city, with a city centre on the border, common technical services, and ultimately a common city government. Both cities have been working hard for 30 years to make this vision a reality.

Also, a drop of birth rates and out-migration calls for close cooperation in education (among other fields), to maintain an adequate school system in the twin city.

Satisfaction & demand met

The demand for the school shows its success. In particular, the Språkskolan has succeeded in attracting students equally from both sides of the border, so that over the decades no imbalances have arisen in the student body (despite some annual fluctuations). The gradual expansion of the bilingual school system from free attendance towards the present state shows the municipal authorities are also convinced of its need and success.

CPS highlights

Equal number of Swedish and Finnish pupils in the Språkskolan.

Gradual merging of the two municipal school systems, starting with a 'soft' and less formal service in 1978 that developed until now (2022) two integrated bilingual schools with common diplomas in 1998. This is an excellent example of how to start with small, easy-to-implement solutions and then, if successful, continuously expand and deepen them.

The example illustrates how to address the need to continuously reflect on the service and adjust it to demographic developments.

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3.4.2. Nordic Mining School (#12)

Nordic Mining School (NMS)	
Overview	
Countries and regions covered	Cities of Oulu (Finland) and Luleå (Sweden), represented by the University of Oulu and Luleå Technical University (LTU)
Year of implementation	2008-2011 preparatory works funded by INTERREG IVA Nord 2013 start of NMS
Function and policy field	Tertiary education and training
Description of the service	<p>Nordic Mining School (NMS) provides tertiary education for advanced extractive technology and natural resource management. Classes are held at the two universities with a curriculum in English. Students are enrolled in either of the two universities and spend at least six months at the other to obtain a double-degree from the NMS, which is also a double master's degree from the two universities.</p> <p>The aims of the NMS are (i) to bring together students at masters level in both universities to reach critical mass; (ii) to build the best graduate school in mining-related tertiary education in Europe; and (iii) to strengthen research co-operation in mining, exploration and environmental engineering, mineral processing, metallurgy and process engineering.</p> <p>The NMS was initially developed with support by INTERREG IVA Nord Programme in 2008-2011. With the help of these funds, initiatives for exchanging teachers, a joint professorship in 'Mineral entrepreneurship' and distant learning cooperation could be implemented.</p>
Service provider	Universities of Oulu (FI) and Luleå (Luleå Tekniska Universitet, SE)
Further information	https://www.ltu.se/cms_fs/1.52743!/weihed.pdf
Context information	
Service area	<p>The universities not only target the immediate areas around Oulu and Luleå, but students from the entire Nordic area in both countries. However, educational service provision takes place in the cross-border area of the two universities.</p> <p>Northern Sweden, Finland and also Northern Norway are among the most active mining regions in Europe, with strong knowledge and experience in mining. For these areas, mining plays a major role as source of income and employment. Kiruna, Sweden, is one of the prominent and widely known examples for the Swedish iron ore industry. For instance, magnetites mined in Kiruna are transported by rail to Narvik port in Norway to be shipped to customers all around the world.</p>
Demand	Since Northern Sweden and Finland are among the most active mining regions in Europe, both universities have a strong tradition in education and



Source: Weihed/LTU

Nordic Mining School (NMS)	
	<p>research related to all aspect of mining, mineral processing and metallurgy, from exploration to mitigation. The universities offer courses with training at mine sites. The cooperation should already deepen exchanges and the strong liaison between the universities and the mining industry.</p> <p>At the same time, governments have high expectations for research to make the region a world-leader in mining.</p>
Framework for cooperation	<p>The impetus for the NMS was provided by the Interreg Nord programme, with the motto 'Borderless Opportunities', which identified four priority areas: (i) Research and Innovation, (ii) Entrepreneurship, (iii) Culture and environment, and (iv) Common labour market.</p> <p>The NMS fits into these priorities in various ways. NMS shall increase research and innovation in mining, bringing together researchers and students from both universities. New research shall also lead to new mining technologies making mining more environmentally friendly. The aim is to educate highly qualified engineers for the regional labour market, who will also implement new business ideas based on new technologies.</p> <p>Furthermore, the NMS must be seen in a wider context of cooperation, as both universities have agreed on joint doctoral education (CPS No 04.3.0018).</p>
CPS provision	
Needs addressed by the CPS	<p>The mining industry in the Nordic countries needs young talent and qualified engineers. At the same time, governments want to strengthen research in this area so the region remains internationally competitive. Less funds have forced the universities to collaborate and offer joint curricula with joint courses, as well as work together in research, also in seeking collaboration with the industry.</p> <p>The NMS is designed to jointly teach and research, as well as exchange knowledge and experiences across the border.</p>
Legal and administrative framework of the service	<p>Apart from the joint chair on mineral entrepreneurship (one chair for two universities), who is responsible for teaching the masters courses and conducting research, the NMS has set up a cooperation framework consisting of</p> <ul style="list-style-type: none"> • Board / Steering Group: The board includes one faculty representative from each university, plus one independent representative from outside and two student representatives (again, one from each university). Its chairman is appointed by the rectors. • Under this steering group is the administration which liaises with the programme coordinators. • The steering group is also supported by the student board, who appoints the two student representatives for the steering group. <p>Each university has programme coordinators who work together to define the NMS curriculum and integrate this curriculum into the general LTU and Oulu master curricula.</p> <p>In other words: The model is for cooperative delivery and shared management. Day-to-day delivery is ensured through the chair of mineral entrepreneurship, which is jointly hosted by the two universities, while the management of the service is by the Board/Steering Group with its supporting working structures, where an equal number of people from both</p>

Nordic Mining School (NMS)	
	<p>universities share the management. Since no legal personality has been established for the service, the governance can be said to be 'operated in a network'.</p> <p>For the recognition of diplomas, the NMS benefits from several agreements at national level between the Nordic countries:</p> <ul style="list-style-type: none"> • Helsinki Treaty (1962), with Article 9 maintaining and extending opportunities for students from other Nordic countries. • Agreement on access to higher education (1996) • Reykjavik Declaration on mutual recognition of higher education diplomas (2004, revised 2016), based on the Lisbon Recognition Convention (1997)
Financing	Each university bears its own costs.
Target group	Students at masters level enrolled at either of the two universities as well as researchers in the field of mining
Access design	Students enrol in the relevant master programme at their home university.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>Towards the year 2000, many mining schools in Europe and world-wide faced problems of decreasing funds and students. This was compounded by the declining attractiveness of Oulu and Luleå as university locations.</p> <p>In implementing the service, the challenges included integrating the NMS curriculum into the existing masters programmes at both universities and establishing close cooperation with the mining industry.</p>
Solutions for overcoming obstacles	<p>A decision was taken to join forces and increase cooperation between the two universities to make mining studies more attractive. This includes</p> <ul style="list-style-type: none"> • According to the Nordic Council of Ministers, this cooperation is only a starting point for a broad cooperation of seven universities in the Nordic countries to develop a Nordic Masters in Raw Materials. Cooperation should include cross-over education, exchange of semesters (i.e. going abroad to study), and shared courses. • Students enrol in the relevant master's programme at their home university. They spend at least 6 months of their studies at the other university to qualify for a double degree from the NMS. • They have the opportunity for internships in the mining industry with the option to write their master's thesis co-supervised by the industry. <p>The working structures established for the NMS were specifically designed to enable integration of the curriculum into the existing masters programmes and to establish close links with the mining industry allowing students to have internships in the industry and develop masters theses in close cooperation with the industry (co-supervision).</p>

Nordic Mining School (NMS)

Results

<p>What has changed in terms of service accessibility since introduction?</p>	<p>The study service supports the regional economy in two ways. First, by educating highly qualified engineers who can find jobs in the regional industry. Secondly, through research, from which the companies also benefit directly.</p> <p>Furthermore, students benefit from the NMS in at least three ways, (1) international experiences from shared education, (2) options for internships in the industry, and (3) co-supervision of their master's thesis by industry practitioners, which may also help them find jobs afterwards.</p>
<p>Satisfaction & demand met</p>	<p>Although the study programme is very special and unique, a handful of students participate in the NMS programme each year which reflects the annual industry demand for highly-skilled engineers.</p>
<p>CPS highlights</p>	<p>The course contents exactly meet the needs of the mining industry. Business internships for students are encouraged, as is supervision of final theses by industry representatives.</p> <p>Although a masters in mining is a very specific subject, with (even world-wide) low demand, such competences are very important for the economic viability of the Northernmost areas of Finland and Sweden. Creating a CPS addressing this (low) demand was considered the only chance to satisfy the economic needs of local industries, hoping to improve their international competitiveness.</p>

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3.4.3. Bilingual elementary school Prosenjakovci (#13)

Bilingual elementary school Prosenjakovci (Dvojezična osnovna šola Prosenjakovci/Ketnyelvu Altalanos Iskola Partosfalva)	
Overview	
Countries and regions covered	Prosenjakovci (Slovenia) and neighbouring Hungarian villages in Pomurje cross-border region
Year of implementation	1981: opening of bilingual primary school 2014: enrolment of first Hungarian pupils in Prosenjakovci elementary school
Function and policy field	Early childhood and primary education
Description of the service	The bilingual elementary school in Prosenjakovci (SI) educates Hungarian pupils from neighbouring villages. Founded in 1981, the school originally offered bilingual education only to Hungarian or Slovenian pupils living in Slovenia. Hungarian pupils attend the school under the same conditions as Slovenian pupils. While teaching, languages rotate according to a schedule and are used equally to communicate in class and for all other school activities, written and oral. However, following Slovenian legislation, the curriculum is adapted to include specific needs of the Hungarian minority to strengthen cohesion between the different ethnicities.
Service provider	Bilingual school in the settlement of Prosenjakovci and Moravske Toplice Municipality.
Further information	https://www.dos-prosenjakovci.si/
Context information	
Service area	<p>The bilingual settlement Prosenjakovci is in the northeast of Slovenia, Goričko, on the Slovenian-Hungarian border in the Ratkovskosko potok valley at the intersection of Martjanci roads – Prosenjakovci and Kobilje – Križevci.</p> <p>The school is located next to the Slovenian-Hungarian border and is less than 4.5 km away from the centre of Soboška ves (Magyarszombatfa) in Hungary. Both are small settlements with together less than 500 inhabitants. Prosenjakovci is part of the municipality of Moravske Toplice, which is an ethnically mixed area, where Hungarians are recognised by the Republic of Slovenia as an indigenous population. Thus, the school also has official names in Slovenian but also in Hungarian. The school district stretches from the settlements of Hodoš to Čikečka along the border to Hungary.</p>
Demand	Based on Slovenian law and to ensure adequate education for children whose mother tongue is Hungarian, Hungarian schools were introduced in this part of Slovenia in 1945. However, primary school education without Slovenian language knowledge has hampered the Hungarian minority to



Source: Dvojezična osnovna šola Prosenjakovci

Bilingual elementary school Prosenjakovci (Dvojezična osnovna šola Prosenjakovci/Ketnyelvu Altalanos Iskola Partosfalva)

enrol in Slovenian secondary schools. Thus, their parents started to enrol their children in Slovenian primary schools for easier access to secondary schools and the labour market. Consequently, Hungarian primary schools in Slovenia became less attractive and saw decreasing enrolment.

To resolve this problem, bilingual education was introduced in 1959 to enable pupils to gain knowledge of both languages. In bilingual schools, pupils whose mother tongue is Hungarian obtain primary education jointly with pupils whose mother tongue is Slovenian.

In line with this general need in municipalities with a Hungarian minority, the Bilingual Primary School Prosenjakovci was initially not established to be used by pupils from both sides of the border.

The public service became a cross-border one (i.e. cross-border extension of an existing domestic service) through the need for children in Hungary living close to the border to easily access primary education. Being located in the immediate neighbourhood and offering classes in Hungarian makes the bilingual school in Prosenjakovci an attractive alternative for Hungarian parents when enrolling their children in primary education. Crucial triggers for extending the domestic service to a CPS were:

- remoteness of the cross-border area (rural and sparsely populated);
- long distances / travel times to urban centres in domestic hinterland in Hungary;
- a common culture with mutual trust, a sense of 'belonging together' and a common identity, due to Hungarian being spoken on both sides of the border and a strong cultural presence of the Hungarian minority in this part of Slovenia.

Additionally, qualitative aspects play a role for parents deciding to enlist their children in this school because they consider the level of education in Prosenjakovci to be higher than in Hungary: The school offers several foreign languages, information technology education and equipment, various leisure activities, special needs meals and other high standard additions to the basic curriculum not necessarily available in nearby Hungarian primary schools.

Framework for cooperation

In accordance with Slovenian legislation, the Hungarian ethnic minority is granted all rights under the constitution and international treaties. The Hungarian Self-Governing Peoples Community of Pomurje (PMSNS) is the central organisation of the autochthonous Hungarian Peoples Community in Prekmurje, which carries out self-governing, interest-related and other political activities and tasks. It was established in 1975 on the basis of Article 64 of the Constitution of the Republic of Slovenia and Article 9 of the Act on Self-Government of National Communities.

Accordingly, Slovenian and Hungarian are both official languages in all municipalities where Hungarians are acknowledged as an indigenous minority. This guarantees access to all public services in Hungarian, including education (Office for national minorities, 2018).

The Municipal Council of Moravske Toplice and the Minority Self-Governing National Community of the Municipality of Moravske Toplice jointly founded the school.

Bilingual elementary school Prosenjakovci (Dvojezična osnovna šola Prosenjakovci/Ketnyelvu Altalanos Iskola Partosfalva)	
	<p>There is, however, no obligation for Slovenian schools to admit pupils from Hungary living outside Slovenia. Thus, the offer to Hungarian citizens living in Hungary is a voluntary service offered by the Bilingual Primary School Prosenjakovci.</p> <p>As the CPS evolved from an existing domestic service, the school infrastructure (buildings, facilities as well as soft infrastructure) are owned by the Slovenian part. The school has not yet enlarged its infrastructures to accommodate Hungarian pupils.</p>
CPS provision	
Needs addressed by the CPS	To ensure the future viability of the school, it needs to attract pupils from small villages in peripheral border regions of Hungary with difficult access to primary school in their hinterland, who want to benefit from bilingual education.
Legal and administrative framework of the service	The CPS benefitted largely from existing Slovenian legislation on rights for the Hungarian ethnic minority, which facilitated the establishment of a bilingual school in this border area. Also, the school makes use of the adapted curriculum. So, the current legal and administrative frameworks are adequate to provide the service since it does not require any formal approval of primary school qualifications.
Financing	<p>Costs for running the school, including maintenance, are shared between the Slovenian national budget and the municipality. As long as no additional infrastructure is needed to admit additional Hungarian pupils, the service can be provided more efficiently since more children benefit from it at no extra cost.</p> <p>However, Hungarian parents, if they do not work in Slovenia, will have to pay for meals. Also, they have to organise school transport by themselves as there are no school bus services or other cross-border public transport. Hungarian pupils from the other side of the border are not health-insured in case of accidents at school.</p>
Target group	Pupils at elementary school level (covering grades 1 to 9) from neighbouring Hungarian villages.
Access design	Slovenian and Hungarian pupils of primary school age can enrol. A limited number of Hungarian children are admitted to fill up the classes to a maximum of 21 pupils per class. So far, the infrastructure has proven sufficient, as no application from Hungarian children had to be rejected yet.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>The Pomurje region is a rural peripheral region in both Slovenian and Hungarian national contexts with long distances to neighbouring towns. The Pomurje border region faces huge challenges caused by negative demographic developments (decreasing population). Maintaining school infrastructure is thus challenging, and enrolling children in primary schools in the next town is not an option due to long travel times.</p> <p>The parents of children from Hungary are disadvantaged as they have to pay for meals and their children are currently not insured against accidents.</p>

Bilingual elementary school Prosenjakovci (Dvojezična osnovna šola Prosenjakovci/Ketnyelvu Általános Iskola Partosfalva)

Solutions for overcoming obstacles	Additional children from Hungary ensure that the school continues to have enough pupils to provide education even if total population in the region is shrinking. Working together is thus a means to maintain the school. Although the admission of schoolchildren from Hungary is a voluntary service provided by the school, it is therefore a rational decision, especially from an economic perspective.
Results	
What has changed in terms of service accessibility since introduction?	Opening to pupils from Hungary has avoided long travel times to the next primary school in Hungary. Also, as perceived by the Hungarian parents, they enjoy higher-quality education compared to pupils of the same age in Hungary. The school is attended by approximately 100 pupils of mixed ethnicities.
Satisfaction & demand met	Classes are filled with Hungarian pupils up to the maximum allowed. Bilingual education strengthens cultural ties within the border area, which is particularly important for the Hungarian minority in Slovenia as the school provides day-to-day exchanges. Since the offer is very well accepted by the Hungarian side, there are ideas to establish pre-school offers as well as to conclude a dedicated financing agreement that eliminates disadvantages for the Hungarian parents. This would be a pre-requisite for establishing pre-school services as without such an agreement Hungarian parents would have to pay full tuition fees, whereas this would be subsidised for Slovenian residents.
CPS highlights	Highlights are: <ul style="list-style-type: none"> • Classes with mixed pupils from Slovenia and Hungary. • Bilingual courses with changing languages. • Strengthening cultural ties in the border region through day-to-day exchange. • As the Hungarian minority in Slovenia is already acknowledged for a long time, the CPS combines services for the minority with a CPS for Hungarian pupils in the best case.

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3.4.4. The Bulgarian-Romanian Interuniversity Europe Centre (#14)

The Bulgarian-Romanian Interuniversity Europe Centre	
Overview	
Countries and regions covered	Bulgaria (Ruse region), Romania (Giurgiu county)
Year of implementation	2002
Function and policy field	Education and training with cross-border services for tertiary education
Description of the service	<p>BRIE is a cross-border educational network in the South-Eastern European border area between Bulgaria and Romania. Since 2002, BRIE has provided 2-years masters programmes in European Studies for international students (not just from Romania and Bulgaria), and life-long learning programmes, research, knowledge and dissemination activities related to European integration, focusing especially on the local cross-border region.</p> <p>'Angel Kanchev' University of Ruse offers courses in Political Science, Law, and Cultural/Intercultural Studies, while the University of Economic Studies of Bucharest covers Economics and Public Management. With this division of labour students attend classes both in Ruse and Giurgiu. The partner German universities offer courses in Political Science, Law, Economics and Cultural Studies.</p>
Service provider	The Bucharest University of Economic Studies and Angel Kanchev University of Ruse
Further information	http://brie.uni-ruse.bg/en/pages/home.php
Context information	
Service area	<p>The two countries have several things in common regarding their economic and cultural heritage. Both are part of the European Union. They share a common post-communist transition since 1989, as well as the same date of accession to EU, 2007. Furthermore, the two countries are both predominantly Christian Orthodox, and despite the two different languages (one Latin one Slavic) and alphabets, the two languages have some 13,000 words in common.</p> <p>The CPS is provided at the Romanian-Bulgarian border, mainly covering the Bulgarian Ruse region and the Romanian Giurgiu county.</p> <p>This territory is on the Danube and connected by a bridge, in a central traffic crossing point in South-Eastern Europe. Giurgiu and Ruse are two cross-border towns. According to the Cross-border Public Transport European</p>



Source: <http://brie.uni-ruse.bg/en/pages/home.php>

The Bulgarian-Romanian Interuniversity Europe Centre	
	<p>Commission study updated in 2021, cross-border public transport permeability²² is low.</p> <p>In the territory, the main obstacle to cross-border cooperation is the language difference, as highlighted by 49% of respondents to the EU cross-border cooperation survey of 2020.</p>
Demand	<p>The project started following the dismantling of Yugoslavia and ethnic confrontations which affected the Balkan region.</p> <p>The demand for competences, knowledge and research related to integration and diverse forms of cooperation, including territorial cooperation in Europe are high in Bulgaria, Romania and the Western Balkans. The region needed a new generation of young, educated masters level professionals, able to implement EU policies, to promote EU values and integrate them at local and regional level. Most BRIE service users come from the area and from the Western Balkans: Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North Macedonia and Serbia.</p>
Framework for cooperation	<p>BRIE was initiated in 2000 by the German Rectors' Conference with the Pact for Stability in South-Eastern Europe after the end of Yugoslavia wars. The project established the first cooperation in South-Eastern Europe in higher education and research.</p> <p>In the 2014-2020 period, Interreg VA Romania Bulgaria invested in a similar field with the Specific Objective 'To increase cooperation capacity and the efficiency of public institutions in a CBC context'.</p>
CPS provision	
Needs addressed by the CPS	<p>The motto of BRIE is 'Learning to Overcome Borders'. BRIE is the first functioning educational cross-border (and simultaneously transnational) networking structure in South-Eastern Europe, which provides human capital tailored to meet regional needs. The initial idea is that graduates should belong to a new generation of decision makers, who could support the peace process and establishment of the European Union. To meet the needs in terms of regional and cross-border competences the Masters Programme in European Studies and Regional Cooperation encompasses politics and policies, economics and international management economics, administration and law, culture and civilisation, transferable skills (e.g. quantitative methods, teamwork) and language and communication skills. Apart from Romanian and Bulgarian language skills, there are also courses on Regional Cooperation along the Danube, comparative public administration and cross-border project management which focus on regional skills needs.</p>
Legal and administrative framework of the service	<p>BRIE is based on the Agreement for Cooperation and Mutual Assistance on the Functioning of Bulgarian-Romanian Interuniversity Europe Centre (BRIE) between the Governments of Bulgaria and Romania, published in Official journal of Bulgaria (No.26, 28 March 2006), and in Official journal of Romania (No.733, 12 August 2005).</p> <p>BRIE governance includes BRIE Board, BRIE Commission, and BRIE Advisory Board.</p>

²² Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

The Bulgarian-Romanian Interuniversity Europe Centre	
Financing	The service is financed by several sources: German Stability Pact programme, Bulgarian state subsidies, scholarships, co-financing by students, donations of foundations and private sector donors, EU Erasmus programme, EU cross-border cooperation and other EU programmes.
Target group	Higher education students, in particular graduates in social sciences from the cross-border area and the Western Balkans. Research targets public administration, businesses and civil society.
Access design	BRIE applicants have to meet requirements related to English language knowledge and have at least a 4-year bachelor's degree. Students benefit from state subsidies, foundation grants and the EU Erasmus programme. Students co-finance their studies. No specific issue of service affordability has been identified.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>In the 1990s, the Ruse-Giurgiu check point area at the Danube bridge was seen as a profit-making place, where each car paid a one-way fee of about USD 25 to cross the border and the bridge. Thus, when BRIE first started in 2000, it cost Bulgarians and Romanians about USD 50 daily to commute. The different currencies had to be considered, especially the fluctuating Romanian leu and the Bulgarian lev which has been fixed to the Euro since 1997. Both countries acceded to the EU jointly in 2007. In 2022 the border is still a barrier because Bulgaria and Romania are not in the Schengen area. The two-way commute across the bridge now costs EUR 5.</p> <p>When BRIE started, the border between North Mazedonia and Bulgaria was difficult to cross for students from Kosovo, who had no passports and were using travel documents issued by the United Nations Mission in Kosovo. Later the problem was solved.</p> <p>The main challenge is the BRIE admission requirement related to the 4-year bachelor's degree. In Bulgaria the bachelor programmes are 4 years with 240 ECTS and masters programmes are for one-year. Most states, including Romania, have shifted to 3 (bachelor) + 2 (master) years.</p>
Solutions for overcoming obstacles	<p>To ensure greater service affordability, BRIE has decreased student commuting and set-up its own premises at Ruse University. Academic staff from Romania commute to teach during the Romanian semester. Some seminars are at the University of Economic Studies in Bucharest. There are also online courses.</p> <p>In 2020 BRIE was subject to a b-solutions project seeking advice to address the above-mentioned obstacles and some solutions were offered.</p> <p>First, it was proposed to change the model of the educational system in one country to harmonise it with the other for the bachelor's degree, i.e., Romania should adopt the 4+1 model or Bulgaria the 3+2 model.</p> <p>A second solution would be to recognise the bachelor's degree in Romania as a part of the bachelor education in Bulgaria. However, the student would be enrolled in a Bulgarian university for the fourth year of the bachelor's degree and only after completion of the fourth year would be eligible for the masters programmes.</p> <p>A third solution would be to find an opportunity within the master's degree to compensate for the difference of one year in the bachelors studies to allow students to obtain the necessary number of credits and immediately</p>

The Bulgarian-Romanian Interuniversity Europe Centre

	<p>start the master's degree. This solution would mean a longer master's degree than if the students had completed a 4-year bachelor's education, forming a 5-year tertiary education. This latter solution entails a small legislative change since Bulgarian law allows students who have graduated from a 3-year bachelor education to pursue a master's degree only in the same professional field. An amendment could extend this to other professional fields as well, with a minimum two years master's degree.</p> <p>No solution has been adopted so far.</p>
Results	
What has changed in terms of service accessibility since introduction?	<p>BRIE activities have expanded, an alumni network keeps BRIE graduates together and disseminates information on career development. BRIE is also known as a lobbyist for the removal of all border area constraints.</p> <p>Students from South Caucasus (Armenia, Azerbaijan, and Georgia) have been selected for studies within the Erasmus Mundus programme and the educational project 'External Cooperation Window for Georgia, Armenia and Azerbaijan 2008-2013'.</p> <p>Annual/bi-annual extracurricular events add value to the European cooperation competences of BRIE students. Summer schools include visits to EU institutions, cross-border programmes with Greek students and staff at the Bulgarian-Greek border, Danube region schools with students and staff from universities along the river.</p> <p>In partnership with the Bulgarian Ministry of Foreign Affairs BRIE staff and students participate in Asia-Europe Meeting in the framework of Danube – Mekong Cooperation Initiative for sustainable development. The activities are financed by the Bulgarian Ministry of Foreign Affairs.</p>
Satisfaction & demand met	<p>For 20 years BRIE has been adding value to the transformation of national peripheries into a European centre. There are more than 200 BRIE alumni from 16 countries: Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Bulgaria, Cameroon, Georgia, Greece, Kosovo, Moldova, Mongolia, North Macedonia, Romania, Russia, Turkey, Ukraine.</p>
CPS highlights	<p>BRIE is a Romania-Bulgarian cross-border service, but has a bigger ambition to become an international centre and involve students from different countries. The aspect of interest of this CPS is the capacity to change borders into a gateway to the future. In this respect, the purpose of BRIE is to involve a partner from North Macedonia. This way, it will expand its activities to this additional cross-border area.</p>

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Interview (February 27, 2022) with BRIE representatives, Assoc. prof. Mimi Kornazheva, PhD, BRIE director

3.4.5. German-Polish Kindergartens (#15)

German-Polish Kindergartens	
Overview	
Countries and regions covered	City of Frankfurt (Oder) (Germany, state of Brandenburg) and municipality of Słubice (Poland, Lubuskie voivodship)
Year of implementation	2000 in Frankfurt (Oder) and 2014 in Słubice
Function and policy field	Early childhood education
	 <p style="text-align: center; font-size: small;">Source: http://www.eurokita.de/</p>
Description of the service	<p>The service describes two kindergartens promoting multilingualism with a focus on the neighbouring language, i.e. German and Polish and offering access to the kindergarten for children living on the other side of the border. These two kindergartens are embedded in a wider set of kindergartens and pre-school institutions offering multilingual education. Several of them with Polish-German language offers.</p> <p>The first of the two kindergartens (Eurokita) was founded in Frankfurt (Oder) with a capacity of 54 children, of which 34 are German and 20 are Polish. The children are in mixed age groups and kindergarten teachers talk in their native language, aiming for equal use of German and Polish. Additional cultural education supports further integration of the languages (e.g. German-Polish dancing group).</p> <p>Since September 2014, the kindergarten 'Pinokio' in Słubice has offered up to 40 places for German children. The number of places was defined through the initial funding support (see financing below) and the restriction was lifted ten years after the end of the investment. Due to limited interest and a lack of kindergarten places in Słubice, only a few German children from Frankfurt (Oder) attend the kindergarten. These are mostly from German-Polish families.</p> <p>In addition to these commonalities the two kindergartens cooperate closely with each other.</p>
Service provider	Eurokita: Eurokita e.V. (association) Pinokio: Municipality of Słubice
Further information	http://www.eurokita.de/ https://ps2pinokio.edupage.org/?lang=pl
Context information	
Service area	The kindergartens are in the twin city Frankfurt (Oder) – Słubice, which describes the service area. It is divided by a border river and is on a border between EU 14 and EU 13 countries.

German-Polish Kindergartens	
	<p>Income and GDP disparities are high. Permeability²³ in the twin city is relatively high with cross-border train connections and a bus line connecting both sides of the river.</p> <p>The twin-city is located at a language divide with German and Polish being the official languages on either side of the border and having different roots. Integration of the twin city has strongly advanced over the past 30 years which implies increasing exchanges in all areas of daily life from economic and transport links to culture and education, building on common and different cultural backgrounds.</p>
Demand	<p>The twin city population is decisive for demand. Frankfurt has about 58,000 inhabitants and Stubice about 20,000. The share of foreign inhabitants has increased to about 10% and 6% respectively. In Frankfurt (Oder) nearly 20% of children aged below 6 years have a foreign citizenship, nearly half of them are Polish and about 5% of children between 0 and 5 years have Polish and German citizenship.</p> <p>Demand for Eurokita is high, implying that all places can be distributed as planned. For the Kindergarten Pinokio in Stubice, demand by German families is well below capacity. In principle, the 40 places for German children should be limited to children with German citizenship. However, due to low demand by Germans, these places may also be allocated to other families living on the German side (i.e. in Frankfurt (Oder)). In 2021/2022, 19 children living in Frankfurt (Oder) were enrolled in the Kinderkarten Pinokio, some 3-4 have German citizenship (eight prior to the pandemic). As of September 2021, 16 children living in Frankfurt (Oder) are enrolled in a kindergarten in Stubice. While aiming to enrol children from across the border, kindergartens in Stubice have to give priority to local children living in the municipality to meet their own demand.</p>
Framework for cooperation	<p>Support for multilingualism is laid down in the Frankfurt-Stubice action plan 2020-2030 and is part of the integrated urban development strategy (INSEK). The Frankfurt (Oder) – Stubice Cooperation Centre is the central node for implementing the joint action plan. Both are subject to the legal and administrative framework detailed below. Besides these formal frameworks, cooperation is implemented on an informal daily basis by the kindergartens.</p>
CPS provision	
Needs addressed by the CPS	<p>The services address the need to enhance language knowledge in line with the EU language policy objective of obtaining fluency in two languages in addition to the mother tongue. Being located on a border with a language divide the kindergarten and other educational offers from primary school to adult education address the need to learn the neighbour's language. Communication in different languages has become standard in Frankfurt and Stubice. This drives the motto of the Eurokita e.V. – 'Childhood without borders' – with which Eurokita wants to introduce children to the common living and working space of Europe as early and as naturally as possible to prevent prejudices against neighbours from arising in the first place.</p> <p>Against this background, the number of kindergartens offering a multilingual educational concept has increased. Out of the 30 kindergartens in Frankfurt (Oder) seven have German-Polish offers and seven have opportunities to</p>

²³ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

German-Polish Kindergartens

	<p>learn English. Bi-lingual offers for children between 0 and 5 years support multilingualism in the twin city.</p> <p>Apart from these needs related to cultural and language skills, the cross-border service provision of the kindergarten Pinokio was also induced by infrastructure needs. The kindergarten needed a new building. Raising Interreg funding could address both infrastructure and bilingual education needs (see financing below).</p>
<p>Legal and administrative framework of the service</p>	<p>The first joint act after the fall of the wall was the 'Joint Declaration' of the mayors of Frankfurt (Oder) and Słubice on 16 April 1991, i.e. prior to the German-Polish Agreement on good neighbourhood and cooperation on 17 June 1991. The mayors expressed their will for 'exemplary cooperation between the two cities in the spirit of understanding between Germans and Poles'. The declaration mentioned urban development, municipal services, transport, culture, education, sports, retail and tourism as areas of cooperation.</p> <p>In May 1993, the declaration was fostered with a cooperation agreement between the two cities. This envisaged regular working meetings between the mayors with the aim of continuously evaluating the cooperation and coordinating subsequent activities, regular meetings of the municipal management bodies, cooperation of the municipal councils, participation of representatives of the other side in important meetings and joint activities for security and border traffic. Most previously mentioned cooperation fields were confirmed.</p> <p>The legal framework provides the basis for further action:</p> <ul style="list-style-type: none"> • Cooperation centre: The Frankfurt-Słubice Cooperation Centre was established in 2011 as part of the Interreg project 'Intermunicipal Cooperation in the European Twin City'. It is a joint office of the city administrations of the two cities. The staff members are employed in the city administrations on both sides of the Oder river and meet regularly. The cooperation centre ensures smooth cooperation at the administrative level and implements joint, innovative projects in various areas for the benefit of both sides. The cooperation is based on the Frankfurt-Słubice Action Plan. • Joint action plans: The first Frankfurt-Słubice Action Plan 2010-2020 was adopted on 29 April 2010. The second action plan 2020-2030 was adopted by both city councils in a joint session on 12 December 2019. In this plan, 54 measures were proposed in four fields of action (education, quality of life, infrastructure & services, economy and communication, and participation) to support the implementation of the guiding vision. The 'Field of Action I. Education' with 26 measures substantially outweighs other fields.
<p>Financing</p>	<p>Kindergarten facilities are funded by each side of the border, i.e. Frankfurt (Oder) is responsible for Eurokita and Słubice for Pinokio, notwithstanding the number of children from across the border. Thus, public funding may not go across the border but has to support kindergarten education services in the own territory.</p> <p>Eurokita: Financing is based on the contribution by the city of Frankfurt that has covered most costs since 2000. Between 1997 and 1999, the kindergarten operated as a project and received co-funding from the cross-border Interreg II programme. Apart from costs for meals, parents pay a fee of EUR 55 or EUR 65 for daily care up to and over eight hours respectively.</p>

German-Polish Kindergartens	
	<p>Pinokio: Słubice municipality covers basic costs for up to five hours care per day. For each additional hour, parents must pay PLN 1 and for meals PLN 5 per day.</p> <p>Interreg IV-A funding was used for infrastructure investment in both kindergartens. The joint Interreg project supported renovation of Eurokita and new facilities for Pinokio replacing the outdated building. The project also prepared the joint cross-border education of both kindergartens and was the turning point in establishing cooperation for pre-school education.</p>
Target group	Families with children between 0 and 5 years in Frankfurt (Oder) and Słubice.
Access design	Ideally, Polish children may only be admitted to Eurokita if they are living in Poland, and German children have to live on the German side to be admitted to Pinokio. However, due to unbalanced demand admission is more flexible (see demand above).
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>Challenges occurred mainly in the early years of the service:</p> <ul style="list-style-type: none"> • There were problems crossing the border because the Schengen Agreement was not applied at the German-Polish border until 2007. • There were difficulties when Polish children were taken to the doctor who asked about accident insurance or the employers liability insurance association. • Only three to four German children from Frankfurt (Oder) attended the kindergarten despite the much higher capacity. <p>Further challenges occurred more recently and mostly relate to the 2017 school system reform in Poland, which negatively affects demand for the Pinokio kindergarten: As a result of this reform, school entry age differs between Brandenburg (usually 6 years) and Poland (7 years). In addition, in Poland, care for children below the age of 3 is in separate facilities. This leads to incompatibilities between both pre-school systems and makes accessibility of the Polish kindergarten more difficult for non-Polish speaking parents. In consequence, German children attending Pinokio are usually from bilingual families. The pandemic has further enhanced these challenges.</p>
Solutions for overcoming obstacles	<p><i>Lack of Schengen Agreement:</i> Until 2007, there were special border permits for parents and children from Słubice so that they were not stopped at the border. Since Poland joined the Schengen Agreement, this obstacle no longer exists.</p> <p><i>Insurance:</i> For Polish children there is insurance with a German employer liability insurance association. This way Polish children are also insured in the event of accidents on the German side of the border.</p> <p><i>Unbalanced demand:</i> The flexibility in admitting non-German children from Frankfurt (Oder) and the lifting of restrictions has contributed to balancing children crossing the border to join either of the two kindergartens. Further demand for bilingual education is supported through other kindergartens in Frankfurt (Oder) that offer combined German and Polish education, though these are less ambitious.</p>

German-Polish Kindergartens

Results

<p>What has changed in terms of service accessibility since introduction?</p>	<p>Four to five children leave Eurokita each year, most of which then attend an elementary school in Frankfurt (Oder), which also has after-school care without additional costs. Children leaving Eurokita are eligible to attend an elementary school in Frankfurt (Oder) notwithstanding demand by children living in Frankfurt (Oder). For children living in Słubice who attended other kindergartens in Frankfurt (Oder) this option is not guaranteed.</p> <p>The change from kindergarten to elementary school is facilitated also through similar bilingual offers at these schools. However, this offer is not yet sufficiently available at secondary schools. So far only one Gymnasium has similar offers. This limits the possibility for continuous German-Polish bilingual education for children who are not admitted to this Gymnasium. Efforts to develop continuous bilingual education are under way and have been induced by the experience of pre-school and elementary schools.</p> <p>The share of Polish children attending Eurokita is very low compared to the number of Polish children attending kindergartens in Frankfurt (Oder). Thus, the Eurokita contribution may be low. However, as a model that encouraged the cross-border approach of the Pinokio kindergarten in Słubice, it has leverage effects for other kindergartens and contributes to step-wise integration for education in the twin city area.</p>
<p>Satisfaction & demand met</p>	<p>Demand for Eurokita has been consistent over the years. Satisfaction and demand are also confirmed by Polish children attending other kindergartens in Frankfurt (Oder), since there are not enough places at Eurokita.</p> <p>Another indication for demand and satisfaction may be the continuous efforts to establish more German-Polish education opportunities. These contribute to the twin city vision as an international educational location. Up to 2021, seven of the 30 kindergartens have developed bilingual German-Polish education elements to meet this demand.</p>
<p>CPS highlights</p>	<p>The case study illustrates a stepwise approach that benefited from Interreg funding for a project or pilot as well as continuously developing the legal and administrative framework. Challenges and solutions show how specific problems have been solved in line with the border region specificities. All this is part of an ever more integrated education infrastructure in the twin-city that was inconceivable in the 1990s.</p>

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3.5. Labour market and employment

3.5.1. Franco-German job placement service in the Upper Rhine area (#16)

Franco-German cross-border job placement service in the Upper Rhine Area	
Overview	
Countries and regions covered	France, Grand Est Region and Germany, Federal State of Baden-Württemberg
Year of implementation	<p>26 February 2013 – the ‘Franco-German framework agreement on cooperation in the field of job placement’ is signed.</p> <p>March 2013 until the end of 2013 – establishment of four local ‘service points’ in the Upper Rhine Area.</p>
Function and policy field	Labour market and employment services offering public information and advice facilitating mobility of workers as well as services for job placement
Description of the service	<p>The ‘Cross-border Job Placement Service’ is a joint initiative of the French National Employment Service (Pôle emploi) and the German Federal Employment Agency (Agentur für Arbeit) to support jobseekers who wish to work in German and French border regions as well as employers who are based in these border regions. The aim of this joint service is to promote cross-border labour mobility along the entire German-French border. There is no ‘central’ service that assists cross-border job placement along the German-French border. Instead, job placement is done by five ‘service points’, with each covering a specific segment of the German-French border, of which four are in the Upper Rhine Area as detailed in the next section.</p>
Service provider	<p>Along the German-French border in the Upper Rhine Area, cross-border job placement is carried out at four service points (from north to south):</p> <ul style="list-style-type: none"> • Cross-border job placement service for the area ‘Wissembourg, Haguenau, Landau, Karlsruhe-Rastatt’; • Cross-border job placement service for the ‘Eurodistrict Strasbourg-Ortenau’; • Cross-border job placement service for the area ‘Sélestat, Freiburg-Emmendingen’; • Cross-border job placement service for the area ‘Haut-Rhin – Freiburg/Lörrach’. <p>The ‘Cross-border Job Placement Service Strasbourg – Ortenau’ in Kehl was the first to implement the framework agreement. There, a joint German-French team of job advisors works together on a daily basis to help jobseekers applying for vacancies across the border. In the local branch office of the Federal Employment Agency in Kehl, French job advisors have full</p>



Source: Schwarzwälder Bote (2013)

Franco-German cross-border job placement service in the Upper Rhine Area

	<p>access to their information technology and can work with the placement programmes of Pôle emploi and the Federal Employment Agency.</p> <p>At the other three service points, qualified French and German job advisors are not located in a single joint office. They work closely together from their local branch offices of employment services on either side of the cross-border areas and meet directly at joint events that aim at placing job seekers across the border or at helping companies to find employees in the neighbouring border region (i.e. regularly organised on the German or French side).</p>
Further information	<p>Service für grenzüberschreitende Arbeitsvermittlung / Services de placement transfrontalier (https://www.s-p-t.eu/)</p>
Context information	
Service area	<p>The Franco-German service area starts in the south of the Upper Rhine Area at the tripoint between France, Germany and Switzerland. On the French side, it covers the newly created 'European Collectivity of Alsace' (Collectivité européenne d'Alsace, CeA). On the German side, border districts in the Federal State of Baden-Württemberg as well as the South Palatinate area (Südpfalz) in the Federal State of Rhineland-Palatinate are covered.</p> <p>The service area along the German-French border sees substantial but strongly one-sided cross-border commuter flows. The majority commute from the French side to work on the German side. In 2018, 23,500 French residents commuted to the Baden districts in the Upper Rhine Area (Baden-Württemberg) and 2,700 persons to the Southern Palatinate area (Rhineland-Palatinate). The numbers of German cross-border workers who commuted to France were significantly lower, namely 1,000 people from the Baden districts and 300 from Southern Palatinate.</p> <p>There are cultural and in particular linguistic differences in the service area. These differences often restrain job seekers from looking for employment across the border and reducing the mobility of the labour force.</p>
Demand	<p>The initial demand for a more structured and joint approach to job placement emerged from a double imbalance in the Franco-German cross-border labour market of the Upper Rhine Area. Very different employment situations prevailed on either side of the border. Unemployment rates and especially youth unemployment were higher on the French side, whereas on the German side there were still vacancies in many sectors of the local economy. There were also very different demographic forecasts for the long-term development of the employable population and the age group eligible for training or studies. Both groups are expected to remain stable on the French side, whereas on the German side shrinking was forecast that would lead to an increasing need for skilled labour. Due to these uneven developments, joint efforts to achieve a better balance in the cross-border labour market became almost imperative.</p>
Framework for cooperation	<p>The cross-border job placement services along the German-French border in the Upper Rhine Area are a formal cooperation established between regional branch offices or directorates of the French National Employment Service (Pôle emploi) and the German Federal Employment Agency (Agentur für Arbeit). More specifically, this cooperation involves branch offices in the former regions of Alsace and Lorraine (today: Pôle Emploi Grand Est) as well as regional directorates in Baden-Württemberg and Rheinland-Pfalz-Saarland.</p> <p>The Franco-German job placement services are an end point of a long chain of labour market cooperation projects and activities over the last two decades</p>

Franco-German cross-border job placement service in the Upper Rhine Area

in sub-regions of the trilateral Upper Rhine Area. The basis for this cross-border cooperation was laid as early as 1999 with the establishment of the EURES-T partnership for the entire Upper Rhine Area (DE-FR-CH). Today, the bilateral Franco-German cross-border job placement services work closely with 'EURES-T Upper Rhine', which acts as a one-stop-shop and central contact point for cross-border labour market issues in the trilateral Upper Rhine Area. Another important cooperation partner of the Franco-German job placement services is the network of 'information and advice centres for cross-border issues' (INFOBEST). The four existing INFOBEST-centres inform and advise citizens, associations, companies, administrations and political actors in the entire Upper Rhine region on a wide range of everyday cross-border issues (e.g. social security, employment, taxes, moving to the neighbouring country, education, vehicle registration and transport).

CPS provision

Needs addressed by the CPS

Improving cross-border labour mobility in the Franco-German parts of the Upper Rhine Area is through differentiated advice and assistance services tailored to the specific needs of the two main target groups.

For jobseekers living mostly on the French side, the following services are offered: (1) intensive preparation for the German labour market through group information and workshops, (2) personal counselling on the labour market situation and employment opportunities in the border region, (3) joint creation of an applicant profile / job application in the JOBBÖRSE of the German Employment Agency, (4) individual support during the application process, and (5) permanent search for regional job offers that match the applicant's professional wishes and qualifications.

For employers who wish to employ people from across the border, the following services are offered: (1) recording of job offers from German and French employers, (2) differentiation of jobs with French or German as a recruitment criterion, (3) highlighting jobs where it is difficult to find a suitable skilled worker, (4) personal counselling on the regional labour market, (5) counselling on the comparability of professional degrees and qualifications in the neighbouring country, (6) targeted search for suitable applicants and proposals in response to the reported job offers, and (7) involvement of the 'Service for cross-border job placement'.

Legal and administrative framework of the service

The main legal base for the cross-border job placement services is the 'Franco-German framework agreement on cooperation in the field of job placement', signed in Strasbourg on 26 February 2013. Signatories were the branch offices of the French national employment service (Pôle emploi) in the former regions of Alsace and Lorraine as well as the regional directorates Baden-Württemberg and Rheinland-Pfalz-Saarland of the German Federal Employment Agency (Agentur für Arbeit). This agreement specifies a range of services, standards for job placement, rules on the exchange of job and candidate offers as well as joint press and public relations work for the regions along the entire German-French border.

Based on this framework agreement, specific 'local' cooperation agreements were concluded for the different border segments. They specify the general aspects mentioned in the framework agreement, while taking into account the particular characteristics of each border segment covered by the service points as well as the capacities of bodies involved in the provision of job placement services.

Franco-German cross-border job placement service in the Upper Rhine Area

Financing	In the period 2014-2020 (and until 2022), the entire Franco-German cross-border job placement initiative and activities of the individual service points have been co-financed by the EU programme 'Employment and Social Innovation' (EaSI) that is funded by the European Social Fund (ESF). The EaSI programme is managed directly by the European Commission and promotes high quality and sustainable employment, guaranteeing adequate and decent social protection, combating social exclusion and poverty and improving working conditions.
Target group	The main target groups of the Franco-German cross-border job placement services are (1) jobseekers who wish to work on the other side of the border and (2) companies in neighbouring border regions who search for cross-border employees.
Access design	The target groups from both sides (see above) are in principle not facing limitations when accessing the cross-border job placement services. Information on the initiative's website and in particular the direct advice or personalised counselling / coaching services for job-seekers and enterprises is always available in French and German. This bilingual format helps eliminate negative effects from cultural and linguistic differences or from administrative obstacles (see below: 'Challenges & obstacles'). Moreover, the two main target groups do not have to pay fees or monetary contributions to use the cross-border job placement services and thus do not face any financial access restrictions.

Challenges & obstacles

Challenges & obstacles (before the CPS implementation)	<p>There were and still are administrative obstacles and cultural or language-related hurdles on the cross-border labour market between France and Germany. These not only complicated the start of the cross-border job placement services, but also continue to affect their ongoing work.</p> <p>The existing language barrier often leads to a hesitant attitude especially of young French people to search for a job on the German side. It also causes a lack of knowledge about the German labour market (e.g. missing or incomplete information about general or sector-specific employment opportunities, little understanding of administrative requirements when these only exist in one language, etc.).</p> <p>Cultural differences can also cause irritation among employees, for instance different public holidays in both countries or even the length of the lunch break.</p> <p>In addition, there are still major differences in the tax and social security systems of both countries which job seekers also need to be aware of when taking up cross-border employment.</p> <p>Employers also have hurdles to overcome. They must compare professional qualifications of French and German job applicants. In addition, they have to improve their own language skills and also those of their employees to ensure good on-the-job communication. Finally, many forms in France are only available in French, which causes additional difficulties for German employers.</p>
Solutions for overcoming obstacles	Since the start of the cross-border job placement services, many efforts have been made to almost eliminate bureaucratic hurdles between the two countries. Since many obstacles to cross-border job mobility no longer exist, unemployed applicants from France can now be placed in vacancies in Germany much more quickly.

Franco-German cross-border job placement service in the Upper Rhine Area

Results

<p>What has changed in terms of service accessibility since introduction?</p>	<p>Since the four services started their practical work in 2013, around 30% more people from France have found a job in the German parts of the Upper Rhine Area. Within the zone covered by the Strasbourg-Ortenau service point, for example, the number of placements has increased by 40%. The joint service office in Kehl started with 170 successful job placements in 2013 and counted over 400 placements in 2016. Between 2013 and June 2018, the service point in Kehl has successfully placed 2,086 mainly French jobseekers in the respective neighbouring labour market.</p>
<p>Satisfaction & demand met</p>	<p>The increasing number of cross-border job placements is good evidence (see above) that the work of the four service points addresses the needs of jobseekers predominantly from the French side.</p> <p>But the increasing French workforce is also meeting a very important demand from German companies. Employers can not only find urgently skilled workers, but can also expand the international diversity of their company. Practical experiences show that French-speaking employees often help companies to enter the French market.</p> <p>These observations indicate that the cross-border job placement services in the Upper Rhine Area is a 'win-win' for all sides.</p>
<p>CPS highlights</p>	<p>The German-French cross-border job placement initiative and the establishment of its four service points in the Upper Rhine Area shows how joint action using complementarities on the respective regional labour markets can generate wide-ranging benefits for all parties involved. The cross-border service helps jobseekers on both sides to find new and stable employment in the neighbouring country. It also makes it easier for companies to fill their vacancies with qualified workers. Especially for German companies, French-speaking staff also open new opportunities for better access to the French market.</p> <p>Also due to the successful German-French job placement initiative, similar services were established at the Belgian-German border (i.e. cross-border job placement service at Kelmis/La Calamine) and the Dutch-German border (i.e. the cross-border job placement service at Kerkrade/Herzogenrath in 2016 and the cross-border job placement service at Venlo in 2020).</p>

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3.5.2. Employment market partnership EURES-TriRegio (#17)

Employment market partnership EURES-TriRegio	
Overview	
Countries and regions covered	Czech Republic (Severozápad, Severovýchod), Germany (Dresden, Chemnitz) and Poland (Jeleniogórski, Wałbrzyski)
Year of implementation	2007
Function and policy field	Labour market and employment with a focus on mobility advice services and job placements
Description of the service	<p>The EURES-TriRegio border partnership brings together representatives of employment agencies, trade unions and employers' associations from the three countries. It provides services to support integration of the labour and training markets. Specific services are provided by members of the partnership. Typical services offered by the employment agencies are</p> <ul style="list-style-type: none"> • cross-border job placements; • social insurance advice for cross-border commuters and foreign employees; • performance law related advice for cross-border commuters; • advice for employers on the cross-border recruitment of skilled workers; • information about living and working conditions.
Service provider	Service providers of EURES TriRegio are mainly employment agencies in the region. Complementary services are provided by trade unions and employers' associations as listed on the EURES TriRegio webpage. With the end of EU support in 2022 (see 'Financing' below), EURES TriRegio will not benefit from a coordinating office but services will be provided exclusively by the partners.
Further information	https://www.eures-triregio.eu/region.html
Context information	
Service area	The service covers the entire border area between Czechia and Saxony, the western section of the Polish-Czech border area and the southernmost border area between Germany and Poland. In consequence, it has urban and rural areas and many mountainous parts (e.g. Ore Mountains, Elbe Sandstone Mountains, Zittau Mountains and Sudeten Mountains) that frame the economic structure, especially tourism. Cross-border public transport permeability ²⁴ is mostly relatively low, with the exception of medium levels in twin cities (e.g. Görlitz-Zgorzelec) in the area.

Source: <https://eures-triregio.eu/>

²⁴ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

Employment market partnership EURES-TriRegio

	<p>Most of the area has experienced population decline in recent years, with some growth in major agglomerations such as Dresden and Chemnitz and in the surroundings of Polish cities in the area. The area is one of the most industrialised in Europe. Borders between Saxony and the Czech and Polish areas of the TriRegio are nevertheless characterised by high socio-economic disparities in terms of GDP per capita, R&D expenditure, employment and household income.</p> <p>Parts of the area have strong cross-border historical and cultural ties, e.g. in the Ore Mountains or Sudeten Mountains. The principally clear language divide between German and the two Slavic languages is smoothed by Sorbian dialect spoken in some parts of all three countries and the good command of German by many Polish and Czech citizens in the border area.</p>
<p>Demand</p>	<p>Socio-economic disparities and language knowledge contribute to one-sided labour mobility and commuting, i.e. mainly from the Polish and Czech parts of the area to Saxony. In other words, demand for the EURES TriRegio services concerns mostly advice for job placements and corresponding advice in Saxony.</p> <p>The twin-cities and the large number of neighbouring villages along the Czech-German and German-Polish border sections contribute to strong cross-border cooperation and commuting along with cross-border mobility between major centres in the area. Cross-border public transport services partly facilitate cross-border commuting.</p>
<p>Framework for cooperation</p>	<p>The partnership mirrors administrative differences between the three countries and includes 15 partner organisations</p> <ul style="list-style-type: none"> • four Saxon regional employment agency offices; • the Polish regional employment agency office of Lower Silesia; • the Czech national employment agency; • one regional or national trade union in each of the three countries; • one regional representative of the chambers of commerce or similar employers' association. <p>The number of EURES Advisers and their division across the three regions has changed over time. At present, sixteen EURES Advisers work in public employment agencies in the EURES TriRegio area. Of these, five are in Saxony, three in the border area of Lower Silesia and eight in the Czech border area. This mirrors the different regional employment agency structures and demand for cross-border employment advice.</p> <p>Trade unions complement the advice from employment agencies with legal advice focussing on labour law and social security. Chambers of commerce and other employers' associations provide advice for employers seeking cross-border cooperation and support network development between different actors relevant for economic cooperation.</p>
<p>CPS provision</p>	
<p>Needs addressed by the CPS</p>	<p>Integration of the labour and training markets are essential in the border triangle for shaping the future and addressing socio-economic disparities in the region. A particular focus is on the development of skilled workers. The long-term goal is to promote a common labour market while complying with the existing labour and social standards of each country, contributing to fair mobility in the area.</p>

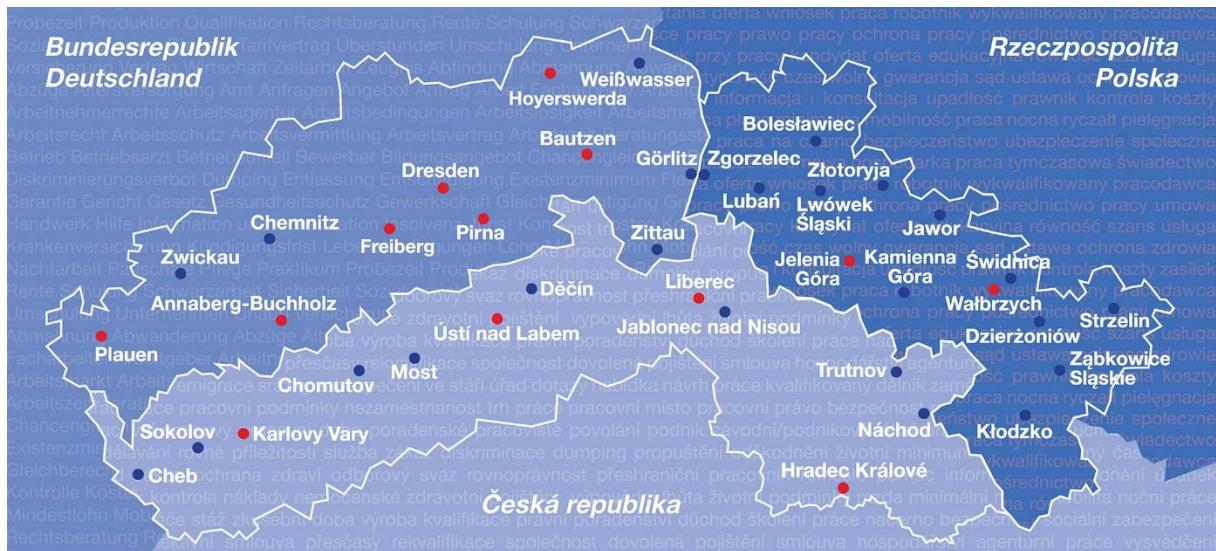
Employment market partnership EURES-TriRegio	
Legal and administrative framework of the service	EU Regulation 2016/589 establishing a European Network of Employment Services (EURES) is the regulatory framework for the EURES network and thus the basis for EURES TriRegio. The TriRegio partnership has been prepared by the partners since the integration of Poland and Czechia into the European Union in 2004 and was constituted with signing of the framework agreement in October 2007.
Financing	<p>The EURES TriRegio partnership is one of eight cross-border EURES partnerships financed in 2020/2021 under the umbrella of EaSI, the EU programme for employment and social innovation. According to the EaSI regulation of 2013, 95% of eligible expenditure is co-financed by EaSI.</p> <p>As of April 2022, EURES TriRegio will not benefit from EU funding but will provide services solely from the resources available from partners in the network. This implies there will no longer be a coordinator but that network partners will contribute in accordance with their own resources. Uncertainty about the pandemic, different eligibility of the partners and organisational challenges contribute to continued EURES TriRegio services without EU assistance for the near future.</p>
Target group	The main target groups are cross-border workers and job seekers as well as other economic actors seeking to access skilled professionals or develop business relations across the border.
Access design	Services are provided in the three languages, usually depending on the location. Users do not pay any contribution.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>Implementing the EaSI funded action comes with statistical monitoring requirements, some of which are compulsory others being optional. Statistical monitoring was partially challenged due to the integration of data across the three regions. In addition, data protection rules and perceptions differ between countries leading to different data availability.</p> <p>The approach to job placement services differs between regions. EURES TriRegio does not offer an integrated service beyond the advice listed above (e.g. on taxation, social law) that may be relevant for job seekers and their families. This hampers potential demand for the service.</p>
Solutions for overcoming obstacles	<p>To minimise data protection issues, the network did not obtain optional data for the monitoring in the performance measurement system. Especially data of job seekers is considered confidential and data requests tend to hamper interest from job seekers and thus risk implementation of the service.</p> <p>In 2018, Saxony established a Counselling centre for foreign employees in Saxony (BABS) that offers complementary services to EURES Advisers. The focus is on services related to labour and social law. Financed from state funds, the centre aims to ensure lawful jobs and fair conditions and equal treatment of all employees in Saxony. Advice is offered free of charge in German, Czech, Polish, Slovak, Hungarian, Romanian and English.</p>
Results	
What has changed in terms of service	EURES TriRegio activities contribute to greater transparency in the regional employment market. Workshops and expert forums foster a common understanding and identification of the need for action and the design of

Employment market partnership EURES-TriRegio

accessibility since introduction?	<p>effective projects tailored to employment market requirements by the partner organisations.</p> <p>Integration of the labour markets in the cross-border region has advanced and EURES TriRegio services help to balance labour market demand and supply. The number of cross-border employees subject to social insurance has increased significantly and continuously in the German and Czech border areas, mirroring the main commuting directions. Between 2015 and 2019 the number of Czech and Polish employees in the German part of the region more than doubled with an increase of about 125%, reaching about 11,100 and 16,300 employees, respectively. In December 2019, every third foreign employee in Saxony was from Czechia or Poland. The number of Polish employees in the Czech counties of the region increased by 30%. Employment of Germans in the Czech border area has also increased by more than 50%, though at a much lower absolute level.</p>
Satisfaction & demand met	<p>In 2019²⁵, 300 workshops and events were held by partners of the EURES TriRegio, which were attended by 10,000 participants, indicating the need and high interest in EURES TriRegio activities. Apart from events, EURES advisers performed well over 7,000 individual consultations, most of which are typically targeted at jobs and working and living conditions. Second most important are social security related consultations.</p> <p>A survey of 100 potential respondents yielded a high response rate of over 80% and indicated a high level of satisfaction with the services within the partnership.</p> <p>The partners will continue their cooperation without EU co-financing in the near future. They all reconfirmed the benefits of the services and their wish to continue their contribution.</p>
CPS highlights	<p>The long-term cooperation has created trust between the partners allowing them to continue service provision without EU co-financing in the near future. However, as continuity of services requires trustful cooperation and reliability and as preconditions for service provision differ between partner this can be easily challenged with potentially negative effects for the services.</p>

²⁵ Data for 2020/2021 is available, though using 2019 data seems to be more adequate in view of the impacts of the pandemic.

Map of the EURES TriRegio area



Source: <https://eures-triregio.eu/>

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3.5.3. Cross-border employment portal 'Emploi sans frontières' (#18)

Cross-border employment portal 'Emploi sans frontières'	
Overview	
Countries and regions covered	France (Hauts-de-France), Belgium (Wallonia and Flanders)
Year of implementation	2022 as continuous service, following its initiation and setting-up through an Interreg project (01.01.2016-31.12.2021).
Function and policy field	Cross-border public labour market and employment services with a focus on job placement, cross-border public information and advice services to facilitate worker mobility, further qualification and life-long learning
Description of the service	The CPS promotes economic and social exchanges between three border regions: Hauts-de-France, Wallonia and West Flanders. More precisely, the CPS contributes to reducing obstacles to mobility and optimising cross-border placement based on awareness-raising as well as local events and initiatives considering territorial development needs.
Service provider	Three Public Employment Services: VDAB, Le Forem and Pole emploi Hauts-de-France
Further information	http://emploi-sans-frontieres.eu/accueil/emploi-sans-frontieres-le-projet/
Context information	
Service area	The territory served by the service can be divided into three areas: the Eurometropolitan region of Lille, Kortrijk, Tournai, the regions of Valenciennes, Sambre Avesnois and Hainaut, and the region formed by the Littoral (Cote d'Opale) and West Flanders. The first entails the biggest city next to the border, Lille (FR) with 234,475 inhabitants (2019), but also Kortrijk (BE) with 75,645 (2014) and Tournai (BE) 69,554 (2018). The second, the region of Valenciennes (FR) has a population of 43,405 and Mons (BE) in the Hainaut region has 95,299 (2018) inhabitants. Finally, Dunkirk (FR) next to the Cote d'Opal has 86 865 inhabitants (2018) and the West Flanders region has 1,195,796 inhabitants.



Source: Emploi sans frontières

Cross-border employment portal ‘Emploi sans frontières’	
	<p>According to the 2021 European Commission study on Cross-border Public Transport, cross-border public transport permeability²⁶ varies along the border between low and very high.</p> <p>The economic interdependencies between Flanders, Wallonia and the French part of the cross-border urban region are very old and were boosted by textile activities two centuries ago. Nowadays, the Eurometropolis can be considered as a pioneer of cooperation, founding the first EGTC, in 2008. The strategy is to promote territorial development around three axes (socio-economic development, accessibility and environment).</p> <p>French and Dutch are the languages in the border area.</p>
Demand	<p>Demand for the service comes from cross-border commuters and residents in the neighbouring country's border region. There were 27,360 French cross-border commuters working in Belgium in 2012, while 5,959 Belgians were commuting to France. Yet, more Belgians are living in France than vice versa, i.e. 47,454 vs. 19,162.</p>
Framework for cooperation	<p>Labour market cross-border cooperation between the two countries started more than ten years ago. Cooperation between project partners has also been promoted through the EURES network. Interreg has offered an opportunity to test innovative activities (cross-border training and job search portal) and enlarge the cross-border partnership, ensuring the involvement of all socio-economic stakeholders (e.g. private and public employers, their representatives, trade unions, employment service providers, education and training centres, as well as economic and territorial development authorities).</p> <p>The service is supported by the three public employment services, VDAB, Le Forem and Pôle emploi Hauts-de-France, which was lead partner of the project that ended in December 2021, surrounded by 12 partners representing the above types of stakeholders.</p>
CPS provision	
Needs addressed by the CPS	<p>Despite the low perception of cross-border cooperation obstacles, some factors fragment the labour market in the cross-border area. This is mainly due to historic-legal, communication and socio-cultural (language barrier) factors. Against this background the needs addressed by the service are promoting employment, cross-border labour mobility, integrating labour markets, ensuring information exchange and promoting cross-border training.</p> <p>The Franco-Belgian Public Employment Services are involved in ‘Emploi Sans Frontière’ to address obstacles to labour mobility as well as to optimise cross-border placement. These needs have been addressed through awareness-raising initiatives and local events for specific territorial needs.</p>
Legal and administrative framework of the service	<p>Besides the Interreg project that set up the portal, each public employment service provides internal activities to support employment with entities and for job seekers from abroad. Thus, services are provided through the network of participating employment services, which are linked through the web portal and coordinated activities. An action plan is expected to be agreed in 2022.</p>
Financing	<p>Public employment services in the Belgian-French border area are used to providing services to job seekers and to match labour market demand and supply across border in their daily activity. Continued cooperation beyond</p>

²⁶ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

Cross-border employment portal 'Emploi sans frontières'	
	Interreg is the basis for the cross-border public service. Apart from financing the cross-border service through the providers' own and national funding, they may also benefit from Interreg projects, e.g. when aiming to develop the service.
Target group	Job seekers, graduate students and businesses, notably from: Lille-Kortrijk-Tournai area, Mons-Valenciennes-Sambre-Avesnois and Littoral-Inner Flanders-West -Vlaanderen.
Access design	There are at the moment no limitations to access. Any job seeker or business in the border area may access the services free of charge.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>Two main challenges were encountered.</p> <p>The first and more relevant obstacle / challenge was related to the status of the job seeker involved in cross-border training. Indeed, training in another country is not recognised abroad. Jobseekers face difficulties in accessing opportunities in the neighbouring country (e.g. vocational training, work placement, unemployment benefits) without a common regulatory framework.</p> <p>Secondly, before the CPS implementation, one obstacle was how to organise cross-border training and initiatives due to institutional and legal restrictions.</p>
Solutions for overcoming obstacles	<p>For the first challenge, stakeholders are still seeking a solution allowing apprenticeships on the other side of the border. In this regard, they applied for the b-solutions initiative²⁷ related to the status of the jobseeker in cross-border training.</p> <p>For the second challenge, Interreg could be used to overcome restrictions on training and initiatives at cross-border level. However, this challenge remains relevant beyond Interreg projects and will be of interest for future activities of the three public employment services.</p>
Results	
What has changed in terms of service accessibility since introduction?	Analysis of the results builds on the Interreg project experience. During the project, many actions involved 7,391 people, including 118 French and Belgian job seekers (12 groups). The main differences in service accessibility regard the cross-border nature of training and job placement. Indeed, 200 candidates got a job on the other side of the border as a result of cross-border training or recruitment events. 22 cross-border training sessions have been organised for 234 participants. These differ from the domestic service because the cross-border nature implies involving stakeholders (e.g. job seekers, employers, etc.) and is expected to reduce cross-border labour market obstacles and fragmentation. The events bring together companies from all three regions along the border to offer jobs to people looking for work on the other side of the French-Belgian border.
Satisfaction & demand met	The project adopted an experimental approach and developed several new activities and initiatives promoting cross-border job placement (e.g. training, recruitment events). Service users' satisfaction was assessed during the Interreg project activities and was high. Job placements and participant

²⁷ www.b-solutionsproject.com

Cross-border employment portal 'Emploi sans frontières'

	satisfaction proved that the approach to promoting cross-border job placement has been successful. This could be replicated in the future.
CPS highlights	Cross-border labour market projects need the full involvement of socio-economic stakeholders to ensure effective service delivery. It is not enough to involve just public actors, but also private employment service providers and agencies, trade unions, employers' organisations as well as education and training centres. Setting-up this complex network requires greater efforts but is a precondition to meet the needs of the multiple stakeholders and target groups in the region.

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3.6. Communication, broadcasting and information society

3.6.1. Radio Pomerania (#19)

‘Radio Pomerania’	
Overview	
Countries and regions covered	<p>Radio Pomerania's core broadcasting area is Western Pomerania with the island of Usedom and eastern Mecklenburg (Germany) as well as the Szczecin region (Zachodniopomorskie, Poland) (i.e. area of Euroregion Pomerania).</p>
Year of implementation	<p>18 March 1998: Start of radio broadcasting (supported by funds from Interreg IIA)</p> <p>Since March 2021: Podcast</p>
Function and policy field	<p>Communication, broadband and information society, broadcasting service, including for social integration</p>
Description of the service	<p>The radio broadcasts for one hour on the last Wednesday of each month, jointly hosted by a German and a Polish moderator. Initially it was produced in the radio station in Szczecin, after the end of Interreg support production moved to NDR Haff-Müritz Studio Neubrandenburg. It features stories on the cooperation and coexistence of Germans, Poles and Swedes in the border region, as well as contributions on culture, business, tourism, excursion tips, and current news and political topics. It is broadcast in German and Polish. The programme thus reflects increasing cross-border exchanges in the region.</p>
Service provider	<p>Co-production of NDR (North German Radio 1 in Mecklenburg-Western Pomerania) and Polskie Radio Szczecin.</p>
Further information	<p>See references</p>
Context information	
Service area	<p>On both the German and Polish sides, the Baltic Sea resorts (e.g. Heringsdorf, Swinoujście), the Baltic Sea lagoons and the historic settlements and towns (e.g. Greifswald, Szczecin) have become tourist</p>



Source: Verlag Anita Pospieschil
(2009, 2014, 2017)

'Radio Pomerania'	
	<p>magnets in recent decades. Many tourists take advantage of the opportunity to visit the neighbouring country during their holidays.</p> <p>In order to strengthen tourism and to promote the common cultural and historical heritage, a large number of events and festivals have been launched in recent years, some of which were planned from the start on a cross-border basis or are explicitly aimed at visitors from across the border.</p> <p>Cross-border relations of residents have also intensified beyond tourism, for example shopping and leisure, but also commuters in a joint labour market.</p>
Demand	<p>The German Baltic Sea coast is one of the top holiday destinations in Germany. The same applies to the Polish coast. The number of tourists has increased steadily in recent decades (Mecklenburg-Western Pomerania increased guest arrivals by almost 50% between 2000 and 2017, tourism grew at the Polish Baltic Sea Coast area by 24% between 2014 and 2017) as has the number of day trippers (e.g. from Berlin).</p> <p>Parallel to this, the number and quality of day-to-day cross-border and leisure activities and festivities in the border region has also increased. With these activities, the region promotes itself, but these activities must also be presented in an appropriate setting – e.g. through a radio programme.</p>
Framework for cooperation	<p>In the beginning, the radio programme was produced jointly by German and Polish editors in the studios of Polskie Radio Szczecin SA in Szczecin. They were supported by border region field reporters and studios which recorded contributions.</p> <p>After the end of Interreg funding in 2000, NDR continued the project, headed by its NDR Haff-Müritz Studio Neubrandenburg.</p>
CPS provision	
Needs addressed by the CPS	<p>The increasing cross-border activities of tourists and the resident population give rise to information needs. People would like to be informed about events, excursion destinations (museums, theatres, natural monuments), news and ultimately daily life on the other side of the border.</p> <p>The radio programme picks up on these information needs and presents news in a bundle in two languages.</p> <p>Meanwhile, economic, cultural and education links between the German and Polish side have intensified— reviving historical ties (before World War II, both parts belonged to the Prussian province of Pomerania). The radio features stories from both sides of the border including sensitive issues. The view from both sides is intended to raise interest and sympathy as well as address problems openly.</p>
Legal and administrative framework of the service	<p>No information available: Very likely there is a written bilateral agreement between NDR and Polskie Radio.</p>
Financing	<p>The total costs for implementation of the radio programme in the Interreg IIA project were some EUR 80,000 of which 75% were supported by EU funds. Since then, the running costs have been borne by the normal programme budgets of the radio stations.</p>

'Radio Pomerania'	
Target group	Resident population (approx. 2.7 million inhabitants in the Euroregion) and tourists (at least as many per year as residents) in the border area.
Access design	Apart from a radio receiver and podcast software, no special requirements are necessary. The programme is broadcast in German and Polish.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	A major challenge in this area is to overcome prejudices and the borders in people's minds, the legacy of three centuries of nation-state history. Germans and Poles still know little about each other and have remained strangers, not least because of the language barrier. This is where Radio Pomerania comes in.
Solutions for overcoming obstacles	Among other activities of the Euroregion, Radio Pomerania has a key role to play in overcoming these challenges. In the early days, a special focus was on contributions related to the culture, traditions and history of the region.
Results	
What has changed in terms of service accessibility since introduction?	<p>Since its launch, the range of topics covered by the reports has expanded from a focus on cultural activities and festivities, to a broad spectrum of news covering entire daily life.</p> <p>From October 2001, on German side the broadcast area extended to cover all of Mecklenburg-Western Pomerania.</p> <p>In order to cope with new technical developments and habits of people, in March 2021 Radio Pomerania introduced a Podcast called 'Dorf Stadt Kreis Pomerania' featuring stories of daily life in the Euroregion. The podcast allows people to listen to the stories at any time, regardless of the radio's broadcast schedule.</p>
Satisfaction & demand met	The programme has been very well received since its launch, as shown by the awards it has won for its cross-border, inter-cultural and bilingual stories.
CPS highlights	This CPS is one of very few regional cross-border broadcasting and information services in Europe and has thus unique features regarding its bilingual approach and local to regional focus. This uniqueness is further enhanced by the joint programme development taking into account perspectives from both sides of the border.

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3.7. Environmental protection and climate change action

3.7.1. Trilateral cooperation for nature conservation in the Prespa Lakes basin (#20)

Trilateral cross-border cooperation on nature conservation in the Prespa Lakes basin	
Overview	
Countries and regions covered	Albania (Korçë county), North Macedonia (Resen municipality, Pelagonia Statistical Region) and Greece (Western Macedonia)
Year of implementation	<p>2 February 2000 – Prime Ministers of Albania, North Macedonia and Greece sign a Joint Declaration on the Creation of the Prespa Park.</p> <p>2 February 2010 – the three countries as well as the European Union sign a legally binding 'Agreement for the Protection and Sustainable Development of the Prespa Park Area'.</p> <p>14 February 2017 – Greece is the last party to ratify the Agreement of 2010.</p> <p>29 May 2019 – Entry into force of the Agreement of 2010.</p>
Function and policy field	Environment protection, natural resources management and climate change action with services for restoring, protecting and managing valuable terrestrial ecosystems or landscapes for developing green infrastructure, including risk prevention and climate change resilience services.
Description of the service	'Prespa Park' is a trilateral cross-border cooperation initiative that seeks to integrate nature conservation and sustainable socio-economic development of local communities in the basin of the Prespa Lakes. Throughout its 22 years of existence, cooperation on the Prespa Park has significantly evolved. Established on an informal basis in 2000 by a joint political declaration of the Prime Ministers of Greece, Albania and North Macedonia, trilateral cooperation only very recently received a legally binding and formal status (2019). The long-lasting informal cooperation had posed significant constraints on the effectiveness of nature conservation, leading to both successes and failures. However, the formalisation and institutionalisation of this process gives hope that cooperation will lead to binding joint regulatory and management measures that more effectively address the various challenges in the Lakes Prespa basin.
Service provider	The trilateral cross-border 'Prespa Park', based on a now binding international agreement and governed by a multi-stakeholder partnership including the European Union, national government authorities, local authorities from the Prespa Lakes basin and nature conservation NGOs.

Island of Maligrad in the Albanian part of the 'Great Prespa Lake'



Source: Wikipedia (2022)

Trilateral cross-border cooperation on nature conservation in the Prespa Lakes basin

Further information	'Society for the Protection of Prespa' (SPP): http://www.spp.gr/index.php?option=com_content&view=frontpage&Itemid=1&lang=en
Context information	
Service area	<p>The Prespa Lakes are located on the tripoint of North Macedonia, Albania and Greece, thus covering two external EU borders (EL-MK, EL-AL) and a border between two EU candidate countries (AL-MK). The two Prespa Lakes are separated by a 4 km long and 500 metre wide isthmus on Greek territory. The 'Great Prespa Lake' is divided between the three countries, while the 'Little Prespa Lake' is mostly within Greece and has a small south-west tip in Albania (4.3 km²). The Prespa Lakes are the highest tectonic lakes in the Balkans and are fed by permanent or seasonal streams.</p> <p>The service area of Prespa Park extends to 1,386 km², which is 55% of the wider Prespa area (2,519 km²) including the two Prespa Lakes and their entire watershed in all three countries as well as the full extent of national Parks in North Macedonia. Several nature parks and protected areas with different protective regimes were designated by the three countries in the past decades. These cover parts or all of the Prespa Park service area:</p> <ul style="list-style-type: none"> • Albania: 'Prespa National Park' (1999), covering the entire Albanian catchment area of the Prespa Lakes and the end of Little Prespa Lake at the border with Greece. • North Macedonia: 'Galičica National Park' (1958), 'Pelister National Park' (1948) with a developed and operational management structure, and 'Ezerani Strict Nature Reserve' (1996) that is today a nature park. • Greece: 'Prespa National Forest' (1974) and 'Prespa National Park' (2009), with the latter established to protect the majority of the catchment area of the Great and Small Prespa Lakes and focussing on the terrestrial part of Greek Prespa basin. <p>Moreover, the Prespa Lakes basin is a wetland of international importance under the Ramsar Convention. It includes three nationally designated Ramsar sites, namely 'Albanian Prespa Lakes' in Albania (designated in 2013), 'Lake Prespa' in North Macedonia (designated in 1995) and 'Lake Mikri Prespa' in Greece (designated in 1975). Finally, the Albanian and North Macedonian parts of the Prespa Lakes basin are also included in the UNESCO 'Ohrid-Prespa Transboundary Biosphere Reserve', which was officially declared in 2014.</p> <p>The service area with its rich natural features is inhabited by an ethnically diverse mix of people with high unemployment, poor local economic conditions, difficulties in trading local products and a lack of basic infrastructure.</p>
Demand	<p>The Prespa Lakes and their surroundings form a unique trilateral natural area with geomorphological, ecological, biodiversity and cultural features of international importance. The basin is a vital habitat for the conservation of numerous rare and/or endemic fauna and flora species, a nesting place of globally threatened birds, and a depository of significant archaeological and traditional heritage.</p> <p>Although various protected areas were designated by each of the three neighbouring countries (see: 'service area'), demand for closer cooperation emerged from the fact that prior to the joint Declaration of 2000 no trilateral communication and collaboration existed between important nature conservation bodies in the Prespa Lakes basin. In 2002, the 'Prespa Park Coordination Committee' (PPCC) was set-up. This was based on the countries' shared conviction that individual actions are not sufficient to bring about conservation of</p>

Trilateral cross-border cooperation on nature conservation in the Prespa Lakes basin	
	<p>the Prespa Lakes basin's ecosystems and its cultural heritage or to improve the standard of living of its inhabitants. Only by adopting a holistic approach at basin level and by cooperating more intensively across borders, could environmental problems and economic development challenges be tackled effectively in the trilateral Prespa Lakes basin.</p>
Framework for cooperation	<p>The International Union for Conservation of Nature (IUCN) has elaborated a general typology for governance of protected areas. This refers to the process of decision-making and exercise of authority and responsibility for major decisions that affect a given site. Within this typology, trilateral cooperation on nature conservation in the Prespa Lakes basin is classified as model of "shared governance" (IUCN Type B). This involves various informal and formal arrangements between stakeholders from the concerned countries as well as a pluralist board or another multi-party governing body.</p> <p>Formal cooperation structures for 'Prespa Park' and their evolution as well as the effectiveness of ensuring joint governance of nature conservation in the Prespa Lakes basin are described in more detail below (see: 'legal and administrative framework of the service').</p> <p>In addition to this institutional framework, an NGO-Network ('PrespaNet') was formed in 2013 with three organisations: the 'Macedonian Ecological Society' (MES) in North Macedonia, the 'Protection and Preservation of Natural Environment' (PPNEA) in Albania and the 'Society for the Protection of Prespa' (SPP) in Greece. In parallel but also within 'Prespa Park' cooperation, PrespaNet partners work closely together to protect the natural and cultural heritage of the Prespa Lakes basin for the sustainable benefit of both people and wildlife.</p>
CPS provision	
Needs addressed by the CPS	<p>Based on the recognised common responsibility of the three countries for the Prespa Lakes, joint action primarily aims at preserving the basin's ecosystem and ensuring and maintaining biodiversity in its different components. A healthy ecosystem in the basin and the preservation or improvement of associated ecosystem services are considered the basis for promoting sustainable livelihood conditions and social well-being for local inhabitants. This also includes new economic development opportunities in agriculture, fisheries and tourism.</p>
Legal and administrative framework of the service	<p>Trilateral cross-border cooperation in the Prespa Lakes basin began on 2 February 2000 when the Prime Ministers of Albania, Macedonia, and Greece signed a non-binding 'Joint Declaration on the creation of the Prespa Park and the environmental protection and sustainable development of the Prespa Lakes and their surroundings'. After the signing of this merely political Declaration, the 'Prespa Park Coordination Committee' (PPCC) was established in 2002.</p> <p>The PPCC had 10 members, of which 9 were appointed by the Ministers responsible for the environment from the three countries. The 3 members of each country delegation represented: (1) the Ministry responsible for environment, (2) an environmental NGO with significant local activities in the Prespa area and (3) local authorities in the Prespa Park area. A permanent observer from the MedWet Initiative of the Ramsar Convention on Wetlands was present. NGOs from the three countries formed a 'PPCC Secretariat' that received strong support from the Greek section of the World Wildlife Fund (WWF). The latter in 1991 supported the creation of the 'Society for the Protection of Prespa' (SPP), which is now also host of the PPCC Secretariat.</p> <p>Although progress was made on trilateral cooperation, the lack of formal state commitment for the content and structure of collaboration hindered the work of</p>

Trilateral cross-border cooperation on nature conservation in the Prespa Lakes basin

the PPCC. As this commitment is indispensable for decision-taking, the PPCC lobbied since 2004 for a more binding trilateral agreement at high level.

On 2 February 2010, on the tenth anniversary of the trilateral Prespa Park, the binding 'Agreement on the Protection and Sustainable Development of the Prespa Park Area' was signed by the three Ministers from Albania, North Macedonia and Greece responsible for the environment on authorisation of their national Governments. Also the European Union, represented by the then EU Commissioner for Environment, was co-signatory of this Agreement and is the fourth contracting party.

After ratification of the Agreement in the national Parliaments of the three countries, there is a legally binding commitment on joint environmental protection of aquatic and terrestrial ecosystems between Albania, North Macedonia and Greece. Also the envisaged cooperation mechanism goes clearly beyond what was established after the political declaration of 2000. It now comprises two layers:

- A 'High-level segment' with regular meetings involving the three Ministers of Environment and the representative of the EU to review progress in implementing the Agreement and in achieving the stated objectives.
- The 'Prespa Park Management Committee', which is the new trilateral management body to ensure achievement of the objectives and commitments specified in the Agreement. For this, the Committee has the international legal capacity of a plurilateral institution, including keeping relations with other donors to secure projects and funding for the implementation of the Agreement. Also the composition of the new Committee has become more wide-ranging: in addition to the former PPCC-members, it will also include an EU representative as well as representatives of the local protected area management authorities (one per country) and a permanent observer from the Management Committee for the neighbouring Lake Ohrid.

Moreover, a 'Secretariat' supporting the Prespa Park Management Committee and a 'Working Group on Water Management' with a similar structure as the Management Committee should be set up.

During the following 7 years, however, the national Parliament of Greece did not ratify the Agreement of 2010. One reason was the decades-long bilateral dispute between Athens and Skopje about the future official designation of 'the Former Yugoslav Republic of Macedonia' (FYROM). This not only prevented the Agreement to enter into force, but also considerably delayed the establishment of the new cooperation framework for 'Prespa Park'. On 14 February 2017, the Greek Parliament ratified the Prespa Park Agreement by an overwhelming majority and thus opened the way for more intense trilateral cooperation. Following this, the Agreement finally entered into force on 29 May 2019.

Financing

During the early cooperation phase (2002-2010), the three national-level partners (i.e. Ministries of Environment) did not mobilise substantial funding for the PPCC and its Secretariat. Funding for meetings of the PPCC came through occasional awards from various sources, which did not ensure its stable operation. This created difficulties for collaboration between the three sides and for implementation of joint activities. However, the NGOs on the PPCC were successful in obtaining funding for joint strategic projects from different sources: the most important donors were the United Nations Development Programme (UNDP) and the Global Environment Facility (GEF), the German Bank of Reconstruction (KfW), the EU LIFE programme and other national public sources especially in Greece (Hellenic Aid, under the Greek ministry of Foreign Affairs).

Under the now ratified Agreement of 2010, Article 15 sets out clear rules on how and by whom the expenses of the new joint bodies for the trilateral Prespa Park

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	cooperation shall be financed. Financial resources include regular annual contributions of the states and other sources (e.g. for financing implementation of the work plan of the Prespa Park Management Committee and the annual budget of the Secretariat), own funding mobilised by each state (e.g. for participation of national delegations in meetings of the different cooperation bodies and for organising meetings) and also in-kind contributions (e.g. facilities for hosting the future Secretariat).
Target group	The main target group are the inhabitants of villages in the Prespa Lakes basin. Population figures can only be indicated for the wider Prespa area, with approximately 24,000 inhabitants: 70% of these live in North Macedonia (17,000) and the remainder Albania (5,600) and Greece (1,560).
Access design	The inhabitants' access to benefits from joint nature conservation in the Prespa Lakes basin (i.e. preserved or improved ecosystems services, tangible and less tangible benefits for people) is in principle not limited. However, what benefits actually emerge from Prespa Park strongly depends on the joint conservation measures and their results. For results to materialise, however, the non-binding nature of cooperation and a frequent lack of funding for concrete measures have long been the most important limitations.

Challenges & obstacles

Challenges & obstacles (before the CPS implementation)	During the early phase of trilateral cooperation (2001-2010), the PPCC held regular biannual and extraordinary meetings. However, the effectiveness and functioning of this cooperation was hindered by legal and administrative obstacles. In terms of effectiveness, the main drawbacks of the PPCC's provisional and informal status were that national governments had no formal obligation to support the work of the joint body and PPCC decisions served more as advice than as legally binding commitments with direct influence on policy in the three states. Drawbacks were that none of the national governments committed substantial financial or human resources to the cooperation process. Instead, they relied on initiatives launched by the NGOs and on funding from international donors (Albania and North Macedonia) or the national conservation community (Greece) to bring about the concrete results.
Solutions for overcoming obstacles	To overcome the weaknesses of early trilateral cooperation, the 'Agreement on the Protection and Sustainable Development of the Prespa Park Area' was signed in 2010. However, it took seven years to complete ratification by all signatories and the Agreement entered into force only on 29 May 2019. From this date onwards, the Agreement paves the way for a new era of more formal and institutionalised cooperation in the Prespa Park basin. The three states are now legally bound to establish permanent cooperation structures to develop an integrated strategy and to implement jointly agreed measures. The latter include both regulatory and management measures for the protection of the basin's rich natural environment (e.g. conservation of wetlands, forest integrity and connectivity; conservation of water birds and other priority species; environmental monitoring etc.) as well as development measures promoting more sustainable human activities that ensure the livelihood of local communities (e.g. farming, fishing, tourism and infrastructure development). Likewise, the Agreement places priority on the complex issue of water management that is of paramount importance for the trilateral area. This includes plans for integrated management of the transboundary water basin as foreseen by the European Water Framework Directive, and the establishment of the 'Working Group on Water Management' to move forward on protection and sound management of water resources as soon as possible.

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After the entry into force of the Agreement in 2019, however, the three countries only made slow progress in taking action on the joint commitments and establishing the new cooperation framework. It took another two years until the first virtual meeting of the high-level mechanism of cooperation was organised in June 2021 on a Greek initiative. Participants were the three national ministers responsible for the environment as well as the ambassador and head of the EU Delegation to North Macedonia. This inaugural meeting provided political guidance to the joint bodies to initiate their practical work. Participants also discussed future steps due to be taken by the three parties, including a joint hydrobiological study, the introduction of a monitoring system, capacity building and the development of sustainable agriculture and local brands, as well as the promotion of alternative and environmental tourism.

Results

What has changed in terms of service accessibility since introduction?

Despite the evident weakness (see above: 'challenges & obstacles'), the PPCC has made the Prespa Lakes cross-border cooperation process more visible at the international and national levels within the three neighbouring countries. More important is the increased visibility and awareness among regional and local actors in the Prespa Lakes basin, which was facilitated by the direct involvement of NGOs and local communities. The PPCC thus served as a catalysing impulse for bottom-up field work, mainly carried out by NGOs and scientific organisations and often also directly involving local communities from the Prespa Lakes basin. Examples for important strategic projects and actions implemented with external funding from different sources include:

- 'Preparation of a Strategic Action Plan for Sustainable Development in Prespa Park' (2001-2002). This plan informed the countries on priority issues to protect the important ecosystem of the Prespa Lakes Basin.
- 'Support for institutional collaboration between the states of Greece, Albania and FYROM in the context of the Prespa Park' (2003). This project ensured the operation of the Prespa Park institutional bodies (i.e. the Coordination Committee and the Secretariat) and strengthened cross-border cooperation between local governments and fire authorities in the three countries.
- 'Study of the interactions between Lake Mikri Prespa and Devolli River (Greece – Albania)', carried out between 2005-2006;
- 'Development of a Transboundary Environmental Monitoring System' (2007-2011), which closed knowledge gaps on environmental parameters that are essential for the protection of Prespa Park.
- The UNDEP/GEF project 'Integrated Ecosystem Management in the Prespa Basin in Albania, FYROM and Greece' (2006-2011), for which the PPCC acted as Steering Committee;
- 'Prespa Lakes Basin Strategic Action Programme' of 2012. The Action Programme updates the 2002 Strategic Action Plan, formulates a vision for the Prespa Lakes Basin, and establishes a framework on agreed management actions to be implemented under the coordination of the PPMC.

In addition, cross-border expert teams have also developed action plans on different habitats and species (between 2011 and 2012).

Other less tangible but equally important results are the gradual building of working relations and a code of understanding between the stakeholders, which were totally absent at the outset. This can be clearly noted in the development of

Trilateral cross-border cooperation on nature conservation in the Prespa Lakes basin

	collaboration between municipalities in the basin that also increased mutual understanding and promoted trust among all actors involved.
Satisfaction & demand met	Considering the wide and complex range of topics covered by trilateral cooperation, it is extremely difficult to show the full picture for the Prespa Lakes basin. For nature conservation, a comprehensive and long-term review of accomplishments was carried out in the 2017 report that also identified future challenges to be addressed (see below 'references'). Nevertheless, the current environmental situation of Prespa Lakes is alarming and the main causes for concern are adverse impacts of climate change, strong anthropogenic pressure as well as threats from agriculture and invasive species.
CPS highlights	<p>Trilateral cross-border cooperation in the Prespa Lakes basin shows that by joining forces and utilising the strengths of NGOs, national governments and local communities can agree on goals for nature conservation and integrated socio-economic development and find funding that enable field work to the benefit of all concerned. However, weaknesses of the early Prespa Park cooperation (2000-2010) as well as the slow progress in implementing the binding agreement of 2010 and its institutional cooperation framework (2011-2021) show that especially national government actors still have to establish the formal prerequisites for more effective nature conservation.</p> <p>The trilateral Prespa Park shows that joint management of transboundary natural resources requires time, well-organised cross-sector cooperation as well as binding decisions on joint actions that are subsequently implemented. Cooperation has to involve all public institutions and non-governmental organisations relevant for nature conservation as well as the local communities (i.e. inhabitants of the targeted areas). An indispensable basis for informed decisions is also the existence (or production) of comprehensive and integrated data on natural assets and biodiversity, their complex interrelations as well as on the local socio-economic context. This enables a shared vision on nature conservation and sustainable local development, which can be put into practice through actions agreed within the cooperation framework.</p>

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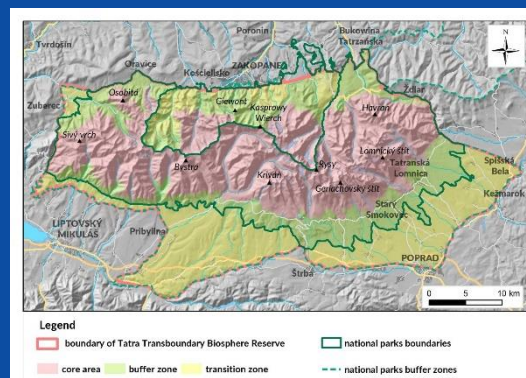
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3.7.2. Tatra Transboundary Biosphere Reserve (#21)

Tatra Transboundary Biosphere Reserve	
Overview	
Countries and regions covered	Poland (Regional Park Tatra), Slovakia (National Park Sprava)
Year of implementation	1992: establishment of the Tatra Transboundary Biosphere Reserve.
Function and policy field	Environmental protection, natural resources management and climate change action, with a focus on ecosystem protection and management
Description of the service	<p>The Tatra Mountains are the highest point in the Carpathian Mountain chain, which stretches from Slovakia to Romania, and covers parts of Ukraine, Hungary and Poland. The transboundary protected area is also a United Nations Educational, Scientific and Cultural Organization (UNESCO) biosphere reserve.</p> <p>The Tatra Transboundary Biosphere Reserve (TTBR) was created in 1992. The Polish part of the reserve is wholly within the borders of the Tatra national park. In the Slovak part, the biosphere reserve is in the Sprava TANAP (Tatra National Park) and Statne Lesy TANAP together with a large area of the national park buffer zone in the south and east. The TTBR covers 134,448 hectares and is divided into three zones: core, buffer and transitional. The main function of the core zone is the protection of natural processes in the environment and minimising human intervention in the ecosystems. The buffer zone enhances the protection and restores the original state of the environment. The transition area has a relatively numerous and concentrated population and the main function is to coordinate the relationship between protection, production and traditional land use in a sustainable way.</p> <p>The main strategic goals of the Tatra Transboundary Biosphere Reserve:</p> <ul style="list-style-type: none"> • to conserve natural and cultural diversity, particularly in the Tatra TBR core area • as a model of land management and approaches to sustainable development • promotion, research, monitoring, education, training and building a regional identity.
Service provider	In Poland management is undertaken by the Tatra National Park, Ministry of Nature Protection, Natural Resources and Forestry, and in Slovakia the area is managed by the Tatra National Park Administration, which reports to the Ministry of the Environment through the Headquarters of the State Nature Conservancy.



Source: <https://tpn.pl/poznaj/mab/mab-en>

Tatra Transboundary Biosphere Reserve	
Further information	https://tpn.pl/poznaj/mab/mab-en
Context information	
Service area	<p>The area includes the national parks of Tatra (Poland) and Sprava (Slovakia). The two neighbouring national parks were established in 1949 and 1954, in Czechoslovakia and Poland respectively. Already after World War I, Polish and Czechoslovak natural scientists promoted the establishment of several transboundary parks to appease unresolved border disputes. However, the Tatra National Park which was the centrepiece of the ambitious plan was stalled due to conflicting activities in the area (e.g. booming tourism and intensive sheep grazing). The outbreak of World War II prevented further development of the park. After the war, both Czechoslovakia and Poland established national parks along the restored inter-war border.</p> <p>According to the 2020 cross-border cooperation survey (DG REGIO), cross-border obstacles are legal and administrative (a problem for 40% of respondents).</p>
Demand	<p>The demand for services of the transboundary park derives from its natural features that imply needs for the area (see section below) and attract visitors.</p> <p><u>Biodiversity</u></p> <p>The area includes important karst limestone and dolomite scenery, temperate forest, alpine meadows, lakes and rocky peaks. On the Polish side, vegetation changes from mixed beech forest to spruce-fir, a dwarf pine zone and into alpine vegetation. In Slovakia there are various zones of coniferous forest rising to snow fields. Spruce was planted after the fir and beech were felled, so the vegetation of the area has undergone a number of changes. There are many endemic or relict species including Tatra subspecies of chamois deer and marmot and important populations of bears and lynx. The area is an important refuge for high concentrations of rare relict fauna and flora from the Tertiary or Quaternary glacial period and several unique species of glacial relict fish in mountain lakes.</p> <p><u>Economic development</u></p> <p>Tourism is the most important economic activity for the area, although forest management is also important in the buffer zones. In Poland there are over 3 million visitors a year, each paying an entrance fee, and roughly 5 million people a year visit the larger Slovak part of the biosphere reserve. Walking and winter skiing are important activities with clusters of tourist resorts and hotels in the lower areas on both sides of the border. There are over 600 km of hiking trails in the Slovak side of the area.</p>
Framework for cooperation	<p>There is a tradition of cooperation between the border regions of the two countries, which the Transboundary Biosphere Reserve builds on with its legal and administrative framework (see below).</p> <p>In 1994, the Euroregion Tatry was established between towns and municipalities in the Polish-Slovak Tatra border area. The Euroregion implements microprojects co-financed by the Interreg Poland-Slovakia programme for natural and cultural heritage and joint vocational training.</p> <p>The Interreg cross-border cooperation programme Poland-Slovakia has been active since the 2007-2013 programming period. A current programme (2014-2020) focus is on increasing the attractiveness of the</p>

Tatra Transboundary Biosphere Reserve	
	common natural and cultural heritage, taking into account environmental protection and climate change.
CPS provision	
Needs addressed by the CPS	The ecosystems on the Polish-Slovak border share common features and similarities. In terms of biotopes and ecosystems, the state border is an artificial line, hence the challenge involving the need for coordination and cross-border cooperation for monitoring and pro-environmental activities, particularly within the protected areas. Only joint, simultaneous implementation of projects on both sides of the border enables effective protection of valuable landscapes.
Legal and administrative framework of the service	<p>The Reserve's functioning is regulated by the 'Functioning of the Tatra Transboundary Biosphere Reserve – common action plan'.</p> <p>The Tatra Transboundary Biosphere Reserve administrative bodies are the Tatra National Park for the Polish side and Sprava TANAP for the Slovak side.</p> <p>An advisory function is performed by TTBR Steering Committee, which includes directors of national parks, representatives of local governments within or bordering the reserve, representatives of the scientific world, NGOs as well as institutions and associations which conduct activities in the area of TTBR.</p>
Financing	The cross-border Biosphere Reserve is managed by national bodies responsible for environmental protection and nature conservation and, thus, is financed by national resources. On the Polish side, an entrance fee of PLN 4 (EUR 0.85) per person is requested to access hiking trails.
Target group	Nature protection in the Tatra transboundary biosphere reserve is mostly for the benefit of the environment itself, as well as tourists.
Access design	There are no limitations on access to the biosphere reserve, apart from the PLN 4 entrance fee for the Tatra Park hiking trails on the Polish side. No fee seems to be requested on the Slovak side of the park.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>The area has been extensively altered through centuries of development and in some areas development pressures continue today. High mountain forests have been cleared to make way for pastures, timber and charcoal burning. There are heavy tourism pressures, particularly in Poland but impacting Slovakia as well, and in the past, these have been largely uncontrolled leading to development, trampling and erosion. The area suffers from high levels of air pollution and acid rain, although some of the impacts are buffered by the high limestone content of soils and water. A key challenge for the future is how to balance the needs of local inhabitants, tourism and nature conservation in one of the most heavily visited places in Central Europe.</p> <p>The parks, and the cross-border dimension of the area's needs, were not sufficiently recognised and could not legally act jointly to tackle common challenges. This was a key point for applying to become a Transboundary Biosphere Reserve.</p>

Tatra Transboundary Biosphere Reserve	
Solutions for overcoming obstacles	To reduce these challenges, a joint effort across the border was needed. Being recognised by UNESCO the reserve supports national and regional authorities to coordinate their domestic efforts in environmental protection. TBR is a management tool that obliges members to ensure common management of a shared ecosystem. The tool at intergovernmental level ensures commitment of the authorities and obliges them to apply the Seville strategy for biosphere reserves and its objectives.
Results	
What has changed in terms of service accessibility since introduction?	Recognition of the biosphere reserve helped improve coordination and cooperation in environmental protection between the two sides of the Tatra mountain area. The increased integration and then EU accession of the two countries (2004) further spurred these efforts and facilitated accessibility.
Satisfaction & demand met	Increasing economic interest in the Tatra TBR was observed on both sides, with high tourist flows in summer and winter. This proves how recognition and joint environmental protection efforts in the reserve have produced positive knock-on effects for economic development. However, this has been controversial because of the risks and threats to the environment that economic interests can generate, e.g. increasing infrastructure and urban development in the protected areas. This has been investigated and brought to light by the Interreg Danube Save GREEN project.
CPS highlights	This experience shows how recognition of a certain status of a reserve can be relevant to its conservation and use for economic development. At the same time, increased economic interest in areas needing environmental protection can pose risks.

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3.7.3. Waste collection and treatment (#22)

Waste collection and treatment	
Overview	
Countries and regions covered	Spain – Navarra; France – Nouvelle Aquitaine
Year of implementation	1990
Function and policy field	Environmental protection with cross-border public services for solid waste
Description of the service	The objective of the service is to ensure cross-border waste collection and treatment in the area. The service is provided by French organisations: the Basque agglomeration of municipalities (Communauté d'agglomération Pays Basque) for waste collection and Bil Ta Garbi for waste treatment.
Service provider	Waste collection – Basque agglomeration of municipalities Waste treatment – Bil Ta Garbi
Further information	https://www.communaute-paysbasque.fr/
Context information	
Service area	<p>The service area is mountainous and sparsely populated on both sides of the border. It encompasses 2 Spanish and 158 French municipalities. The 2 Spanish municipalities are Urdax and Zugarramurdi. These belong to the Spanish Navarre community and are 3-4 kilometres from the French border, whereas the next Spanish settlements are much further away. The next service on the Spanish side is in Pamplona, about 75 km from the two municipalities.</p> <p>The French municipalities belong to the Basque agglomeration of municipalities (Communauté d'agglomération Pays Basque) and are in the French Region of New Aquitaine, at the crossroads of the Atlantic and Pyrenean axes.</p>
Demand	The Basque agglomeration of municipalities has 312,218 inhabitants, the second largest population in the French Region of New Aquitaine. The total inhabitants of the two Spanish municipalities are about 600. At cross-border level, the waste service covers a large area on the Spanish side of the border, which adds to the demand for waste collection and treatment by the cross-border service in terms of volume and types of waste.
Framework for cooperation	<p>The framework for cooperation has evolved since 1990 and builds on a previous domestic service.</p> <p>In 1990, the French waste collection service of the multi-purpose intermunicipal syndicate (association) of the upper valley of the Nivelle (SIVOM - syndicat intercommunal à vocation multiple de la Haute Vallée) became a cross-border service. Indeed, the service was extended to two additional Spanish municipalities on the border with France: Zugarramurdi</p>

Waste collection and treatment

	<p>and Urdax. Waste treatment used the Zaluaga Technical Landfill facility (Centre d'Enfouissement Technique).</p> <p>In 2004, the Bizi Garbia Syndicate, a public association of municipalities established in 1975, approved a convention with Zugarramurdi and Urdax. This replaced the previous agreement established in 1990 defining waste collection and treatment procedures at cross-border level.</p> <p>In 2005, the Bizi Garbia Syndicate replaced SIVOM for waste collection. The Zaluaga technical centre remained for waste treatment. Still in 2005, the Zaluaga Technical Landfill facility was replaced by a new facility (Centre de Stockage des Déchets Ultimes), called Zaluaga BI. This was directly managed by the Bizi Garbia Syndicate.</p> <p>In 2016 the legal and administrative framework of the service changed again (see the section). Since 2017, the Basque agglomeration of municipalities took on the role of the waste collection, while Bil Ta Garbi took on waste treatment. Bil Ta Garbi is a Syndicate with two members: the Basque agglomeration of municipalities and the Community of municipalities of Béarn des Gaves. These communities are responsible for collecting waste and delegate this to Bil Ta Garbi.</p> <p>In 2017, the Bizi Garbia Syndicate was closed as a consequence of the establishment of the Basque agglomeration of municipalities.</p> <p>In the same territory, some of the municipalities covered by the CPS have developed cooperation initiatives in other sectors such as tourism and territorial promotion. These municipalities in the valley of Xareta are Zugarramurdi and Urdax in Navarra (Spain), and Sare and Ainhoa in the French New Aquitaine region.</p>
CPS provision	
Needs addressed by the CPS	<p>The cross-border service addresses the needs of the two small Spanish municipalities for waste collection and nearby treatment service with bearable costs.</p> <p>The CPS has so far been the best solution for waste collection and treatment in the two Spanish municipalities because it is provided by an entity which already operated close-by (on the other side of the border) and can ensure lower costs compared to other options.</p>
Legal and administrative framework of the service	<p>The convention approved in 2004 defines the cooperation modalities for waste collection and treatment. It describes the types of waste (what can and cannot be collected), the service area, tools, frequency and provisions. The service is fixed at one year, renewable by tacit agreement. In 2022, the legal and administrative framework and tariffs of the service will be discussed.</p> <p>Article L2224-13 of the General Code of Territorial Communities and the prefectural decree of 13 July 2016 established the Basque agglomeration of municipalities. Based on this new legal and administrative framework, the agglomeration acquired the competence for household and similar waste collection and treatment, landfilling of final waste as well as transport, sorting or related storage. In 2017, the Basque agglomeration of municipalities started to directly provide the waste collection service. The competence in waste treatment is ensured by the adhesion of the Basque agglomeration to the Syndicat Mixte Bil Ta Garbi.</p>
Financing	<p>In Spain, each municipality pays a fee to the Basque agglomeration of municipalities, while in France the service is funded by a waste collection tax.</p>

Waste collection and treatment	
Target group	Households and businesses in the cross-border territories.
Access design	No access restrictions beyond the payments and the waste collection tax.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>Before the CPS implementation, a lack of administrative agreement made waste collection and treatment in the two Spanish municipalities less efficient and more complicated.</p> <p>During the CPS implementation, a challenge to access the service was the lack of clear information for users from the Basque Spanish municipalities.</p>
Solutions for overcoming obstacles	<p>The agreement in 1990 allowed for more efficient waste management and treatment in the two Spanish municipalities.</p> <p>An ad hoc guidance document (e.g. leaflet) was drafted to support implementation of the service and communication of waste collection procedures. This was drafted to facilitate understanding for people in the Basque Spanish municipalities.</p>
Results	
What has changed in terms of service accessibility since introduction?	Before introducing the service, waste collection was available but more costly in the two Spanish municipalities. Since introduction of the cross-border waste management service, accessibility has not significantly changed. However, the organisation and the frequency of service as well as the mobile equipment have been revised with evolution of the service.
Satisfaction & demand met	The service is appreciated as it is still used.
CPS highlights	Clear definition of the legal and administrative framework, responsibilities and service provisions represents are an ingredient for the success of the cross-border public service.

Map of the service area of BiITaGarbi



Source: own elaborations based on BiITaGarbi website. Please note that the CPS regards the two Spanish municipalities Zugarramurdi and Urdax and the Communauté d'agglomération Pays-Basque. However, BiITaGarbi collects waste in the Communauté de communes du Béarn des Gaves.

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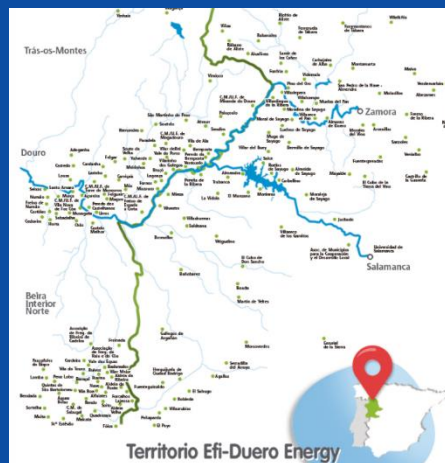
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Interview (March, 9, 2022) with two officers of European and Cross-Border Unity - Department of Europe and Cross-Border of the Basque Agglomeration of municipalities

3.7.4. Efi-Duero Energy Cooperative (#23)

Efi-Duero Energy Cooperative	
Overview	
Countries and regions covered	Spain and Portugal, border territory along the Duero/Douro river: Provinces of Salamanca and Zamora in Spain and the areas of Tras Os Montes, Douro and Beira Interior Norte in Portugal.
Year of implementation	2016-2017 – preparation of the energy cooperative 2017 – foundation of efi-duero Energy cooperative and start of CPS (electricity trading)
Function and policy field	Energy generation and commercialisation
Description of the service	In 2017, the Duero-Douro EGTC and 26 public entities (mostly villages) in the territory created the first European energy cooperative: Efi-Duero Energy. It has mainly of public capital and is not for profit. Efi-Duero Energy is a new business model based on efficient management and not-for-profit commercialisation of electricity that guarantees supply at comparatively low prices. Moreover, they also started to promote solar energy and help municipalities to auto-generate photovoltaic energy. Photovoltaic installations on municipal infrastructures generate electrical energy that is incorporated into the distribution network through shared self-consumption. Both local councils and companies or individuals with an electricity supply contract can benefit.
Service provider	Efi-Duero Energy, SCE
Further information	www.efidueno.com
Context information	
Service area	<p>The Duero-Douro border territory covers more than 9,000 km², on the border of Portugal and Spain, in the provinces of Salamanca and Zamora, and the areas of Tras Os Montes, Douro and Beira Interior Norte. It integrates 233 municipalities in Spain and Portugal with more than 125,000 inhabitants.</p> <p>In this border territory, the Duero River is an important resource for regional development. The region is well known for its wine and is increasingly a destination for rural and active tourism. The relatively high number of sunny hours (e.g. Salamanca has 3,262 sun hours per year) in the region offers very favourable conditions for photovoltaic power plants.</p>
Demand	The Duero-Douro border territory is a rural area with low population density and high natural resources for renewable energy (photovoltaic). The demand for energy is comparatively low due to the lack of large industry and can be covered by solar energy and other renewable sources.



Source: www.efidueno.com

Efi-Duero Energy Cooperative	
Framework for cooperation	The Duero-Douro EGTC was created in 2009 and includes 233 public entities from Spain and Portugal that use the Efi-Duero service. The EGTC initiative provided the first steps to create Efi-Duero and is officially the promoter of the cooperative.
CPS provision	
Needs addressed by the CPS	Energy was provided also before Efi-Duero, but at a high cost (strong increase in 2021 in Spain) and without using endogenous energy resources. The CPS helps to exploit the high number of sunny hours to produce renewable energy at a price which is 92% below the market price offered by large energy companies. Decentralised and renewable energy production avoids dependence on large companies. It also helps to reduce CO2 emissions. The measure is also seen as a contribution to retain businesses and population in the rural towns which already suffer from population decrease and out-migration.
Legal and administrative framework of the service	European Cooperative Society (SCE) initiated by the EGTC Duero-Douro and including the EGTC, 25 municipalities, 1 public school and 1 natural person (the president of the EGTC and director of Efi-Duero). The Society was founded under European Council Regulation (EC) No 1435/2003. The society's contract provides the framework for functioning of the cooperative.
Financing	The minimum capital of the SCE was EUR 30,000. Members need to make a minimum contribution of 50 EUR. The cooperative buys electricity from the wholesale market in the same place all the electricity companies buy it and then supplies it to members of the cooperative at cost. At the same time, the cooperative helps municipalities to install solar panels and generate photovoltaic energy and sells it on the wholesale energy market. Investments for installations (around EUR 15,000) are paid by the end-user and the cooperative assists with trading energy that exceeds self-consumption. Savings help to pay off installation costs in a few years.
Target group	Local councils, companies and citizens in the Duero-Douro EGTC territory
Access design	The cooperative is open to all public entities and persons. Members can have one or more contracts with Efi-Duero as the electricity company. The benefits of participating in this cooperative project accrue exclusively to public entities and private persons in the localities that are part of the EGTC. Self-consumption via solar panels addresses only local public entities.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	A liberalised energy market, high increase of electricity prices in the last years and high dependence on large energy companies due to inertia of the market have challenged energy consumption in this area. The manager of the cooperative confirms that the cooperative did not experience major legal difficulties due to its cross-border vocation, although he denounces the fact that the permission process was complex and lengthy and that regulatory bodies in Spain and Portugal wanted to have double processes, bonds and guarantees.

Efi-Duero Energy Cooperative	
Solutions for overcoming obstacles	Efi-Duero Energy managed to overcome all the administrative hurdles and is now operating. Many municipalities, first mainly in Spain, but to the end of 2021 also in Portugal, have been convinced to produce solar energy with modules on public buildings.
Results	
What has changed in terms of service accessibility since introduction?	<p>Efi-Duero managed more than 300 contracts in 2021, saving up to 30% on the electricity bills of its users, which makes it the cheapest in Spain, according to its President, José Luis Pascual.</p> <p>As part of the solar energy production project, three pilot stations were installed in Manzanal de Arriba, Sagallos and Codesal. These three municipalities in the Culebra mountain range tested the effectiveness of solar energy generation on the roofs of public buildings. More stations were then installed in municipalities in Zamora and Salamanca. In March 2022, 217 municipalities in the EGTC Duero territory had installed or were in the process of installing solar panels for energy self-generation.</p>
Satisfaction & demand met	<p>For now, energy bills are some 20% lower for the new solar energy producers.</p> <p>The project for the two hundred installations will cost around EUR 3.5 million and will produce around 5,000 megawatt hours per year, which puts the annual savings at some EUR 1.2 million.</p> <p>From the environmental point of view, the results are also positive. Green energy will reduce CO2 emissions by 4,537 tonnes per year once the 200 planned production facilities have been installed.</p>
CPS highlights	José Luis Pascual, the President of EGTC Duero-Douro stressed that this project will allow the municipalities to approach 'energy independence' and this model can be exported to other territories.

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3.7.5. Cross-border heat transport 'Calorie Kehl-Strasbourg' (#24)

Cross-border heat transport company 'Calorie Kehl-Strasbourg' (CKS)	
Overview	
Countries and regions covered	France, Grand Est Region and Germany, Federal State of Baden-Württemberg
Year of implementation	<p>2014 – First idea of recovering and using waste heat from the steel mill 'Badische Stahlwerke' (BSW) to heat buildings in the cross-border region.</p> <p>2019 / 2021 – Negotiation to establish a joint heat transport company and finalise service contracts.</p> <p>End of 2021 – Foundation of the joint heat transport company 'Calorie Kehl-Strasbourg' (CKS).</p> <p>Mid 2022 – Beginning of pipeline construction (planned commissioning of cross-border heat provision: summer 2025).</p>
Function and policy field	Environmental protection, natural resources management and climate change action with services for the production / distribution of energy from renewable sources
Description of the service	The project 'Heat Alliance Kehl-Strasbourg' will enable cross-border use of industrial waste heat from a German steel plant (Badische Stahlwerke, BSW) that benefits households on the French side through distribution via the district heating network of Strasbourg. For this, the joint heat transport company 'Calorie Kehl-Strasbourg' (CKS) was created to guarantee public governance and balance German and French shareholders.
Service provider	'Calorie Kehl-Strasbourg' is a mixed economic company based on French national law and 85% owned by public authorities from both sides of the border.
Further information	<p>Deutsch-Französische Energieplattform / Plateforme énergétique franco-allemande: https://www.d-f-plattform.de/unsere-projekte/waermebuendnis-kehl-strasbourg/</p> <p>https://www.d-f-plattform.de/fr/projets/alliance-chaaleur-kehl-strasbourg/</p>
Context information	
Service area	<p>The cross-border energy provision service operates at the German-French border in the Upper Rhine Area, more precisely between the cities of Strasbourg (FR) and Kehl (DE) that are opposite each other but separated by the River Rhine. This is a semi-permeable border since the River Rhine is a major natural obstacle that can only be crossed via bridges or ferries.</p> <p>The city of Strasbourg is part of the 'Eurométropole de Strasbourg', which is a French federation of municipalities with the legal form of a 'métropole' that today includes 33 municipalities. The Eurométropole covers a total area</p>



Source:

Deutsch-Französische Energieplattform,
Plateforme énergétique franco-allemande

<https://www.d-f-plattform.de/fr/themes/efficacite-energetique-dans-lindustrie/>

Cross-border heat transport company 'Calorie Kehl-Strasbourg' (CKS)	
	<p>of around 400 km² and accounts for a little more than half a million inhabitants. The Eurométropole's responsibilities include promotion of the energy transition and the elaboration of a territorial climate-energy plan. The much smaller city of Kehl (around 37,000 inhabitants) just across the River Rhine has recently seen intense transport and urban integration with the neighbouring city of Strasbourg (e.g. joint development of the harbour areas; a new cross-border tram line). Moreover, both cities are members of the cross-border 'Eurodistrict Strasbourg-Ortenau' that was established in October 2005.</p> <p>Despite the close ties between the two sides, linguistic, cultural, legal and institutional differences are still considerable obstacles to cross-border cooperation.</p>
Demand	<p>Energy intensive industrial sites usually produce a lot of excess heat that they cannot use for themselves or only to a very limited extent. This industrial 'waste heat' has great potential for use in local district heating systems. The waste heat quantities ($\geq 95^\circ \text{C}$) are less than 10km from existing district heating networks of 8 TWh (terawatt hour) in Germany and 3.6 TWh in France. Each network can cover district heating by 7% in Germany and 14% in France.</p> <p>There is considerable waste heat also along the French-German border on the River Rhine, where a 'Badische Stahlwerke GmbH' (BSW) steel plant is operating in Kehl harbour. This plant produces approximately 2.2 million tonnes of steel for the construction industry, consuming scrap metal and electricity. At present, only a small part of the industrial heat emissions can be recovered by the steel plant itself. On the other side of the River Rhine, however, Eurométropole Strasbourg has set itself the goal of being supplied solely with renewable and recovered energy by 2050. To achieve this, the Energy Master Plan of Eurométropole Strasbourg also sees the recovery of unused heat produced by industry as important in the local energy mix.</p> <p>Heat demand in Kehl is largely met by the integration of two smaller local networks that already contribute to more sustainable heat provision in Kehl. Nevertheless, the new pipe may also provide heat to the harbour area in Kehl in the medium term.</p>
Framework for cooperation	<p>The idea of recovering and using waste heat from 'Badische Stahlwerke' (BSW) to heat buildings in the cross-border region was born in 2014. After being suspended for economic reasons, it was revived following a political initiative in December 2017. An initial feasibility study commissioned by the Baden-Württemberg Ministry of the Environment showed at the beginning of 2019 that this joint initiative was technically feasible and economically viable, also thanks to public co-funding through various support programmes. However, the cross-border energy provision project 'Heat Alliance Kehl-Strasbourg' is not autonomous but requires intense cooperation among different actors on both sides of the border as well as substantial external support. Therefore, twelve organisations work together on the development and implementation of this project. These are private or public companies, municipalities, ministries, regions and national energy agencies.</p>
CPS provision	
Needs addressed by the CPS	<p>To exploit the untapped waste heat potential of BSW, Eurométropole Strasbourg is cooperating with the city of Kehl to use this industrial waste heat in the Strasbourg district heating system (project phase 1).</p>

Cross-border heat transport company 'Calorie Kehl-Strasbourg' (CKS)	
	<p>As soon as the technical and economic feasibility studies were completed, efforts concentrated on setting-up and launching the Franco-German company charged with constructing and operating the cross-border heat transport pipeline (i.e. 'Calorie Kehl-Strasbourg'). This pipeline will be about 4.5 kilometres long and run under the River Rhine. At the end of project phase 1, the BSW steel plant will be connected to the existing district heating network in the centre of Strasbourg and transport water at 150 degrees Celsius. A second phase will see the supply of heat to the city of Kehl (companies and households) and additional households in Strasbourg.</p>
<p>Legal and administrative framework of the service</p>	<p>The legal and administrative framework of the project 'Heat Alliance Kehl-Strasbourg' is primarily conditioned by the need to construct and operate a cross-border heat pipeline that will connect the BSW steel plant to consumers on both sides of the River Rhine. This is because the project stakeholders adopted a new method for constructing and operating this pipeline. No single energy operator will design, build and operate the heat transport, but the local authorities themselves with support from their respective regions. This direct involvement also involves several challenges (see also below 'challenges & obstacles') since existing infrastructure has to be expanded or transformed and new infrastructure built.</p> <p>The precise technical, financial and organisational implementation of the cross-border project has been validated in an in-depth feasibility study commissioned by Eurométropole Strasbourg (February 2019). This was followed by signature of a 'Memorandum of Understanding' between the parties (May 2019). After this, an appropriate legal form had to be found for the Franco-German heat transport company. Once the legal solution was found (November 2019), efforts concentrated on establishing the joint company 'Calorie Kehl-Strasbourg' (end of 2021).</p>
<p>Financing</p>	<p>The cross-border project 'Heat Alliance Kehl-Strasbourg' involves an investment of around EUR 37 million, most of which is for planning and implementing heat recovery measures and pipeline infrastructure. Different partners and funding programmes contribute to the cost:</p> <ul style="list-style-type: none"> • for heat extraction and modifications at 'Badische Stahlwerke GmbH' (BSW) of EUR 11.5 million, co-funded by a German federal support programme that provides public subsidies for energy efficiency in the economy (at 30%). • for the 2.7 km long pipeline on the German side (including a connection to the private service providing company 'BK Bioenergie') of EUR 13 million, also co-funded by a German federal support programme that provides public subsidies for energy efficiency in the economy (at 30%). • for the 400 metre long segment passing underneath the River Rhine of EUR 3.5 million and co-funded by the Interreg V-A Upper Rhine programme (2014-2020) at 50% or a maximum of EUR 2 million. • for the 1 km long connecting pipeline on the French side of EUR 6.5 million co-funded by French national heat funds (Fonds Chaleur), with an upper limit of EUR 945 per meter of pipeline.
<p>Target group</p>	<p>The main target group of this cross-border public service is the general public. In the first phase, the aim is to provide sustainable heat for around 4,500 households in Strasbourg (supply area: 'Esplanade-Elsau'). In a second phase, the project foresees a supply of heat to companies or households in the city of Kehl (supply area: 'Zollhof') as well as to additional households in Strasbourg.</p>

Cross-border heat transport company 'Calorie Kehl-Strasbourg' (CKS)

Access design	<p>There are in principle no access limitations to this new cross-border energy provision service. However, only households or companies in the two supply areas of Strasbourg ('Esplanade-Elsau', after project phase 1) and Kehl ('Zollhof', after project phase 2) will directly benefit from cross-border energy.</p>
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>The project 'Heat Alliance Kehl-Strasbourg' faced various challenges that made the CPS implementation and its development time-consuming and complicated:</p> <p>The project faced a legal-organisational obstacle to setting up the joint heat transport company in charge of constructing and operating the cross-border connecting pipeline. Setting up this company with a participation of German and French local authorities had difficulties in finding an adequate binational legal form. Since there were doubts on the usability of the EGTC legal instrument, the French legal structure of a mixed economic company (Société d'économie mixte, SEM) was chosen. This allows for the participation of foreign local authorities and the inclusion of private partners while ensuring majority public ownership.</p> <p>Several financial and commercial factors made project implementation difficult. First, the project involves a high initial investment of around EUR 37 million (especially for construction of the cross-border connecting pipeline) and requires public subsidies to ensure economic viability. Second, the long-term character of this project has to cope with short-term and high financial return requirements of the private industrial companies. Third, the use of industrial waste heat in the existing district heating network of Strasbourg has to compete with heat generated by other sources, gas fired power stations (this is changing with increasing gas prices) and waste incineration.</p> <p>The entire project requires a long lead time for the initial development, operational and technical planning as well as for approvals. Related aspects involve funding applications, bilateral agreements or contracts (e.g. on cooperation and energy provision), building plans and administrative authorisations. Throughout this process, intense cooperation and communication between many actors from both sides of the border is required. This is also associated with high staff cost.</p>
Solutions for overcoming obstacles	<p>The legal-organisational obstacle for cross-border use of waste heat from 'Badische Stahlwerke GmbH' (BSW) was addressed by establishing the joint public-private heat transport company 'Calorie Kehl-Strasbourg' (CKS) at the end of 2021. The capital of CKS is EUR 4.16 million and held by the Eurométropole Strasbourg (46.75%, public), the Banque des Territoires / Caisse des dépôts (15%, private entity with mostly public ownership), the Federal State of Baden-Württemberg (12.75%, public), the Grand Est Region (12.75%, public) and the city of Kehl (12.75%, public). The purpose of this French law company is the planning, financing, construction, operation and maintenance of the cross-border heat transport pipeline, including the acquisition and resale of waste heat from BSW.</p> <p>To address commercial challenges linked to cross-border energy provision, a complex contractual arrangement on supply relationships was established. (1) 'Calorie Kehl-Strasbourg' and Badische Stahlwerke GmbH are linked to each other by a heat supply contract over 20 years. It foresees CO₂ free heat averaging 21 MW and 150° C up to 135 gigawatt hours (GWh) / annum unsecured, according to ability and assets. (2) 'Calorie Kehl-Strasbourg' has also concluded energy supply contracts with the operator</p>

Cross-border heat transport company 'Calorie Kehl-Strasbourg' (CKS)

	<p>of the district heating network in Strasbourg (61 GWh, medium term 66 GWh), the Kehl heating company (4 GWh) and the private service providing company 'BK Bioenergie' in Kehl (15 GWh, to be negotiated).</p> <p>To address the financial challenges of the cross-border energy provision project, the Franco-German Energy Platform has identified various possibilities for financing these investments and developed a strategy of combining public grants from German, French and European funding sources. Between 30 and 50% of the cost for infrastructure investments can be made available through public grants (see above: 'finance'). The project partners then discussed with their respective national support organisations and received funding from the Interreg V-A Upper Rhine programme that covers approximately half the development and planning cost for the cross-border infrastructure segment. Just over EUR 1 million were made available from ERDF to finance establishment of the joint heat transport company and planning of the heat network.</p>
Results	
What has changed in terms of service accessibility since introduction?	<p>Although the project 'Heat Alliance Kehl-Strasbourg' is still being implemented (especially construction of the cross-border pipeline), the expected benefits are considerable. As soon as the new heat pipeline infrastructure is commissioned (expected for summer 2025), it will supply up to 70 gigawatt hours to Strasbourg's district heating network. At the end of phase 1, this will reduce CO2 emissions by up to 15,000 tonnes per year.</p>
Satisfaction & demand met	<p>Since the waste heat recovered at the end of project phase 1 is only a little more than half the potential generated by BSW (i.e. 135 GWh per year), the Eurométropole Strasbourg and the city of Kehl are already planning an increased use of climate-neutral heat from BSW in their district heating networks (project phase 2). In the long term, this could reduce CO2 emissions by up to 25,000 tonnes per year.</p> <p>Due to the ongoing implementation, information about the target group's satisfaction with this new cross-border service is not yet available.</p>
CPS highlights	<p>The main lesson learnt from the 'Heat Alliance Kehl-Strasbourg' project is that cross-border use of industrial waste heat is complex and costly. The cross-border partnership was confronted with major challenges, legal-organisational as well as financial and economic aspects. However, the joint effort invested in addressing these challenges and implementing the project is a very good example of how substantial and long-lasting benefits can be created for both the local population and climate mitigation in the cross-border area.</p>

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3.7.6. Geopark Karawanken (#25)

Geopark Karawanken	
Overview	
Countries and regions covered	Austria (9 Carinthian border municipalities) and Slovenia (5 border municipalities)
Year of implementation	Initiated in 2010, established in 2013, approved as UNESCO Global Geopark in 2015 and converted into an EGTC in 2019
Function and policy field	Cross-border public services for environmental protection and natural resource management with complementary services for tourism and education
Description of the service	The Geopark provides services aiming at conservation of geological and natural resources as well as cultural and natural heritage in the 14 member municipalities. This includes services for sustainable tourism, general cross-border cooperation, local political coordination as well as educational and information services about the Geopark.
Service provider	EGTC Geopark Karwanken/Karavanke m.b.H. / z.o.o.
Further information	Home – Geopark Karawanken (geopark-karawanken.at) , https://www.geopark.si/ , office@geopark-karawanken.at
Context information	
Service area	<p>The Geopark covers an area of 1,067 km² with a population of 53,000 and is located in the Karawanks mountain range that connects and divides the 14 municipalities. Cross-border public transport permeability²⁸ is low. This is linked to the rural and mountainous character of the area and only one cross-border railway link between Maribor and Bleiburg.</p> <p>Socio-economic disparities are not decisive for the services, but Geopark services rely on various environmental and cultural commonalities and heritage. The UNESCO Global Geopark membership acknowledges the cross-border region with outstanding geological heritage and shared nature and culture. These form the basis for the cross-border services. The Geopark offers a rich variety of environmental and cultural sites.</p> <p>Principally, the border is a language divide between German and Slovenian. Historically, the area has been closely intertwined and is still ethnically mixed. Many Slovenians in the border area speak German and there is a recognised Slovenian-speaking minority in Carinthia.</p>



Source: © Geopark Karawanken, www.geopark-karawanken.at

²⁸ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

Geopark Karawanken	
Demand	<p>The demand for services provided by the Geopark is closely linked to the mountainous character and the Geopark's objectives including preservation of environmental resources, and economic valorisation of the Geopark area.</p> <p>Services address tourists and children/schools offering educational services related to the environment and geology of the Geopark.</p>
Framework for cooperation	<p>A cross-border working group was founded including the 14 municipalities and two associated members to provide the basis for further steps. The working group was an interim solution, since it could not implement all the anticipated tasks. To overcome this, the Geopark was transferred into an EGTC. This follows up the working group with a legal personality necessary to facilitate the tasks and services of the Geopark.</p> <p>Other cooperation organisations are the two associated members of the working group, i.e. Podzemlje Pece d.o.o., a Slovenian company aiming to preserve the region's heritage and Obir-Tropfsteinhöhlen GmbH, the Austrian operator of the Obir stalactite caverns. Finally, with the recognition as a UNESCO Global Geopark it is embedded in this worldwide and the corresponding European network of parks.</p>
CPS provision	
Needs addressed by the CPS	<p>The Geopark services address previously untapped potential related to valorisation of the area, cross-border cooperation and regional development. The services contribute to awareness raising and education about the Geopark border area.</p>
Legal and administrative framework of the service	<p>EGTC Regulation EU 1302/2013 provides the legal framework under which the Geopark was transferred into an EGTC. This built on preparatory work which included the development of a strategy to formalise the cooperation and identify development perspectives for the Geopark.</p> <p>Fourteen municipalities are members of the EGTC, which is organised with several bodies. Assembly members have one vote each. An executive board is responsible for management and usually consists of an equal number of Austrian and Slovenian representatives. The chairman is the highest representative and the director is responsible for daily management and support of all other bodies. Action groups and an expert group facilitate the tasks and services and should have equal shares of Austrian and Slovenian members. Associated members do not have voting rights.</p>
Financing	<p>In 2020, the budget of the EGTC was EUR 90,000. The budget is subject to membership fees, financial contributions or contributions in kind by associated partners, project funds, other contributions, income from projects and services (e.g. user contributions) and asset income.</p> <p>Annual membership fees are fixed in the statutes and convention. They range from EUR 3,500 to EUR 6,000 per municipality based on the municipality's contribution to regional development in terms of inhabitants, area, population density, GDP and project involvement.</p> <p>Development of the Geopark and thus its service provision has benefitted from various EU projects, particularly from Interreg Slovenia-Austria programmes, such as:</p> <ul style="list-style-type: none"> • KARAWAT – a project to develop and implement sustainable cross-border water management in the Geopark area

Geopark Karawanken	
	<ul style="list-style-type: none"> • CROSSBORDER ACTIVE 2020 – developed a tourism strategy aiming at developing new services for the Geopark • NATUREGAME – a project to further develop the cross-border adventure area Petzen-Mountain as one element of many sites for services of the Geopark. • NAKULT – a project enhancing valorisation of so-called geo-points that enhance further services such as group offers for schools.
Target group	Main target groups are tourists and visitors as well as schools and children.
Access design	Service provision is mainly in German and Slovenian. User contributions may be requested depending on the service (e.g. guided tours, camps). No further limitations other than sometimes age limitations, e.g. offers for school children.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>As described above (Framework for cooperation), service provision required (at least partly) a legal personality going beyond a formal working group agreement.</p> <p>The main challenge was the transition from a cross-border working group to an EGTC to obtain a legal personality and be able to provide Geopark services on its own account. The challenge was in developing a convention and statutes integrating the different regional and national views on using the EGTC instrument and addressing the different perspectives and needs.</p>
Solutions for overcoming obstacles	Establishment of an EGTC with limited liability
Results	
What has changed in terms of service accessibility since introduction?	<p>For 'green tourism' the Geopark has contributed to integrate and upgrade initiatives and offers. Complementary products on both sides of the border got bundled and professionalised.</p> <p>Educational services enable schools to combine theory with practical experience.</p> <p>The Geopark is an umbrella for marketing and implementing cross-border services also beyond tourism and education, including cultural networks, awareness raising and civil protection. It enhances cross-border integration and functional links between municipalities on both sides of the border.</p>
Satisfaction & demand met	<p>The variety of programmes and activities has increased over the years. Recurring participation confirms satisfaction with the services as does the high demand for programmes and events for schools. For instance, programmes for the general public are usually fully booked during peak season in July and August.</p> <p>Events have been designed for schools in the 14 municipalities but reputation and experience has led to demand by schools outside the Geopark area. This has in turn initiated new processes for improving service quality and enhancing activities for pupils, which contributes to the need for additional staff.</p>

Geopark Karawanken

CPS highlights

The approach of the Geopark that combines different cross-border services under the responsibility of the EGTC members is an example of regional self-responsibility. The EGTC foundation is also an example for integrating crucial aspects of environmental and cultural heritage protection, valorisation of the area, child education and highlighting the area's potential for territorial development and cross-border cooperation. The municipalities have achieved more self-awareness and influence through the EGTC and the CPS provision. This has contributed to visibility of the EGTC's work.

This combination of increasing self-awareness and provision of cross-border public services has initiated further activities and contributes to the cross-border area's integration:

- The EGTC is the sole structure in the region that offers an integrated perspective and approach on the cross-border territory since other structures are limited to either side of the border and lack 'thinking beyond the border'.
- The original intention of the Geopark and its member municipalities was to enhance tourism in the cross-border area. This has been widened not only with respect to cross-border public services as described above. It now relates to more topics, including transport. A working group deals with connectivity of member municipalities with large-scale infrastructure projects in the wider territory.

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3.8. Civil protection and disaster management

3.8.1. Cooperation between fire fighters and sharing of equipment (#26)

Cooperation between fire fighters and sharing of equipment	
Overview	
Countries and regions covered	Tui (Spain) and Valença (Portugal) in Galicia and North Portugal regions
Year of implementation	Historical (since 1919 without formal agreement)
Function and policy field	Civil protection, prevention and fighting fires
Description of the service	<p>The border city of Valença do Minho (Portugal) has had a semi-professional firefighting brigade since 1919. In case of major fire emergencies, this brigade assists the neighbouring city of Tui (Spain) with manpower, equipment and vehicles. The last major emergency where the fire brigade helped Tui was in 2018.</p> <p>Cooperation with the fire brigade also covers a wide range of annual cultural, social and sports events that are celebrated in Tui and Valença where fire fighters offer exhibitions, participate in sports competitions and represent the cultural history of both cities.</p>
Service provider	Humanitarian Association of Voluntary Firefighters of Valença do Minho (Associação Humanitaria dos Bombeiros Voluntários de Valença do Minho), founded in 1919
Further information	https://www.cm-valenca.pt/eurocidade
Context information	
Service area	<p>Tui and Valença do Minho (together approx. 35,000 inhabitants) are situated on both sides of the River Minho, connected since 1895 by a bridge. Despite being of similar size, the firefighting infrastructure of the cities differs (see below 'demand'). Both cities have strong cross-border cooperation in many areas of culture, education and sports for many decades already.</p> <p>This cooperation is further deepened and describes the close links between the two cities. In 2012, they agreed on stable political cooperation under the name of EUROCCITY, covering a joint cultural and social agenda and the joint use of services, such as libraries and a municipal swimming pool. In 2022, they signed a protocol to start the process of creating an EGTC.</p>



Source:
https://www.lavozdegalicia.es/noticia/vigo/tui/2019/11/24/tui-entrega-mejor-corbata-bomberos-valenca/0003_201911V24C6991.htm

Cooperation between fire fighters and sharing of equipment	
Demand	The firefighting infrastructure differs between the two cities. Tui has a population of around 18,000 inhabitants. Normally, they have only small incidents and emergencies such as car accidents, labour accidents, lost animals, lost persons or health emergencies. The Tui voluntary civil protection service can also handle small fires but depends for larger emergencies on the Spanish professional firefighting brigade 15 km away. The Valença fire fighters with professional equipment and vehicles are closer and can help much faster.
Framework for cooperation	Tui and Valença do Minho have a long tradition of mutual assistance and cooperation in emergencies but also in cultural and social events. Their EUROCITY agreement signed in 2012 provides the framework for all cooperation activities. Only separated by a river, but with a connecting bridge since the 19 th century, both municipalities feel like one urban space. Cross-border assistance in emergencies is informal.
CPS provision	
Needs addressed by the CPS	Tui does not have a firefighting brigade; the next service in Spain is around 15 km away. The city has only a voluntary civil protection service for basic emergencies but without professional firefighting equipment or vehicles or extensive experience in using this equipment.
Legal and administrative framework of the service	There is no legal or administrative framework for the emergency service of Portuguese fire fighters in Spain. Cooperation is informal and based on traditional informal agreements.
Financing	The Voluntary Firefighters are a non-profit association. The municipality of Valença supports the Voluntary Firemen of Valença with some EUR 1,000 per month. Tui supports them with EUR 6,000 each year, that are for 'fuel and repair costs of vehicles used during interventions in Tui (emergencies but also joint training, exhibitions or participation in cultural events)'. ¹
Target group	Inhabitants of Valença do Minho (home country service) and Tui (cross-border service).
Access design	No access limitation. All people and buildings or other infrastructure in the urban area of Tui that suffer a fire emergency can benefit from the service. As there is no formal agreement on the service, there are also no rights associated with it.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	The lack of a legal or administrative framework for the emergency service of Portuguese fire fighters in Spain challenges the service. For emergency services, there are two national legislative frameworks, with no rules for cross-border services. For example, it is not possible for young people from Tui to join the Voluntary firefighter brigade in Valença, which at the same time has problems recruiting new volunteers. A legal protocol would help to define rights and obligations, financing for the joint service or define responsibilities and liabilities.

Cooperation between fire fighters and sharing of equipment

Solutions for overcoming obstacles	Tui and Valença do Minho have a long tradition of cooperation and a 10-year-old EUROACITY but without a solid legal basis for cooperation in public and civil services. For this reason, in January 2022, the two cities agreed to create an EGTC. The foundation process is supported by EGTC Galicia-Norte Portugal. Through the then joint legal entity, it is expected that this will not only smooth cooperation between the two cities in many sectors but may also help to create legal protocols for cross-border services such as fire-fighting, enhancing and simplifying joint service provision.
Results	
What has changed in terms of service accessibility since introduction?	The cooperation has existed already for a long time since the Voluntary Firefighters of Valença were founded in 1919, so no change can be observed.
Satisfaction & demand met	The Voluntary Firefighters of Valença are seen as vital and extremely relevant, as guarantors of safety in Valença and also in Tui. Both communities are aware of the needs of its firefighters. According to a press article, 'the prestige and solidarity of the community with the Firefighters of Valença extends as far as the city of Tui, in Spain. It is chilling to see the affection with which they are applauded when they parade in the procession of the feast of San Telmo (Tui). This says a lot about their work', stressed Manuel Lopes, Mayor of Valença.
CPS highlights	In 2019, to honour the 100 th anniversary of the Associação Humanitaria dos Bombeiros Voluntários de Valença do Minho, the City Council of Tui granted a special distinction to them. The mayor presented the group with the tie of honour with the Tui flag, a badge with which their work, disposition and collaboration throughout its history are recognised. This tribute is added to the list of distinctions that the Tui municipality has given to the volunteers who have always ensured the security of the city. The first tribute took place in 1934, while in 1990 they were named Tui's adoptive sons and received the gold medal from the City Council.

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Interview with Enrique Cabaleiro, Mayor of Tui (15th February 2022)

3.8.2. Strömstad-Halden cross-border emergency services (#27)

Strömstad-Halden cross-border emergency services	
Overview	
Countries and regions covered	Svinesund area, municipalities of Strömstad (Sweden) and Halden (Norway)
Year of implementation	November 1992: signing of first local agreement January 2004: new local agreement replacing the old one
Function and policy field	Civil protection and disaster management, large-scale incidents and major disasters
Description of the service	<p>This service regulates the cooperation of rescue forces for hazard prevention, large-scale incidents and rescue operations in the Svinesund area, in particular for:</p> <ul style="list-style-type: none"> • forest and other large fires; • hazardous goods accidents on roads and railways; • road and rail accidents with personal injury; • other rescue operations.
Service provider	Rescue services of Strömstad Kommune and Halden Kommune
Further information	https://www.nordred.org/sv/granskommunala-avtal/#2
Context information	
Service area	<p>Svinesund is a sound separating the Swedish municipality of Strömstad in Bohuslän province, Västra Götaland county from the Norwegian municipality of Halden in the county of Viken.</p> <p>The area is heavily forested and hilly with natural landmarks worthy of protection, and the slopes of Svinesund are sometimes steep and difficult to access. The immediate border area is rural with small settlements. There are only two road bridges across the sound, one of which is the E6 motorway connecting the Gothenburg metropolitan area in Sweden with the Norwegians capital Oslo. Almost all road transport from southern Sweden to Oslo (and from there to Bergen, Stavanger and Trondheim) and vice versa runs via the E6, which also includes hazardous goods transport as well as large numbers of tourist buses. If heavy trucks or tourist buses have an accident (for example on one of the Svinesund bridges), many rescue forces must be mobilised in a very short time.</p>
Demand	In view of the difficult topographical and natural conditions as well as the limited resources of the rescue forces, there is a need for cross-border operations and coordination. Depending on the accident / disaster location and situation, rescue forces from the other side of the border may be on

Strömstad-Halden cross-border emergency services	
	<p>the scene faster than their own. Moreover, some parts of Svinesund can best be reached by boats from the other side, i.e. the other country.</p>
Framework for cooperation	<p>Each municipality maintains its own emergency services. A joint operations control centre in Strömstad means that cross-border operations are coordinated from there. In the event of major accidents in the Svinesund area, the Strömstad operations centre also alerts rescue services from Halden and coordinates all activities. Alarms are via the SOS-OP system.</p> <p>Under this service, the partners make public resources mutually available to each other, including</p> <ul style="list-style-type: none"> • public employees within the country's own emergency preparedness plan in the areas: fire / rescue, sanitation / ambulances, order and intelligence. • rescue / fire protection equipment, vehicles and everything else publicly available in the country / district. <p>One coordination meeting of all partners is held once a year.</p> <p>At least every 4 years, partners must arrange a joint exercise where all collaborating authorities/organisations should take part, including the health services of Västra Götaland region and Østfold HF Hospital, policy authorities and the administrative boards of Värmland and Västra Götaland.</p>
CPS provision	
Needs addressed by the CPS	<p>This cross-border rescue service is intended to address various needs:</p> <ul style="list-style-type: none"> • minimum response times of the emergency services and quick accessibility at accident sites; • reinforcements in the event of major accidents with personnel, technology and logistics; • mutual support for severe accidents (such as dangerous goods, forest fires, etc.) with knowledge, technology and personnel.
Legal and administrative framework of the service	<p>The Nordic interstate agreement on rescue services (NORDRED) concerning cooperation across state borders to prevent or limit damage to persons or property or to the environment in the case of accidents (1992) (NORDRED-Agreement) provides the regulatory framework for cross-border emergency responses in the Nordic countries.</p> <p>Through the NORDRED-Agreement, the Nordic countries undertake to assist as much as possible in the event of an accident or imminent threat of an accident under the provisions of the agreement. This agreement regulates several conditions related to cross-border aid payments, such as administrative tasks, removal of import and export barriers, authorisation to use rescue equipment, etc., keeping costs and liability low.</p> <p>Agreements at local and regional level specify the NORDRED framework agreement. The inter-municipal agreement between Strömstad Kommune, Sweden, and Halden Kommune, Norway, and the relevant emergency services for joint emergency response and joint rescue operations (1992, revised 2004) is one example and details the responsibilities and tasks for the two municipalities.</p>

Strömstad-Halden cross-border emergency services	
Financing	<p>Both municipalities bear their own costs for their rescue forces under national regulations (in Sweden some services such as mountain rescue or air and sea rescue are the responsibility of the state).</p> <p>The costs incurred by the assistance are covered in accordance with Article 4 of the NORDRED Framework Agreement ('The assisting State shall be entitled to compensation from the requesting State for the costs of its measures insofar as these are attributable to the assistance provided.'). Damage is covered by the same agreement Article 5 ('The State requesting assistance shall be liable for damage caused by assistance provided in its territory in accordance with this Agreement.').</p> <p>The requester is responsible for catering to the requisitioned personnel. The duration of the effort is crucial for implementation of catering measures.</p>
Target group	<p>The direct target group of this service are the rescue and disaster management services such as fire brigades, ambulances, emergency care, and police forces.</p> <p>Indirectly, however, the general public also benefits from a quick and direct response as well as mutual support among rescue forces in the event of accidents and disasters.</p>
Access design	<p>Cross-border operations are coordinated by the control centre in Strömstad, i.e. rescue forces are only ordered to the neighbouring country in case of need.</p>
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>Developing and implementing common routines and procedures for coordinating the rescue operations, including assignment of responsibilities and setting (technical) standards (for instance, for vehicles and equipment, operating times and reaction times).</p> <p>While calling rescue forces from the control centre is technically straightforward, communication to the Swedish and Norwegian rescue forces in the field was challenging since both countries used different communication systems (Sweden: RAKEL, Norway: Nødnett).</p>
Solutions for overcoming obstacles	<p>The service could build on the interstate framework agreement, which identified the elements to be coordinated and laid the corresponding foundations.</p> <p>The service can also rely on similar principles in place for crisis management in Norway and Sweden covering responsibility, proximity and equivalence. In other words, where rescue forces from the other side of the border arrive first at a scene, (with some exceptions) they can follow their well-known home procedures as these largely comply in both countries.</p> <p>In 2016, the Strömstad Operations Centre participated in field trials to introduce Inter System Interface technology, which enables RAKEL and Nødnett systems to communicate seamlessly with each other. The ISI technology was intended to be introduced by all rescue forces along the Norwegian-Swedish border by 2020. In this sense, Strömstad served as a pilot project for the entire border area.</p> <p>Regular exercises train the rescue forces in cross-border cooperation contributing to practising the common routines and procedures developed in the agreement.</p>

Strömstad-Halden cross-border emergency services

Results

What has changed in terms of service accessibility since introduction?	<p>The service allows for cross-border deployment of emergency services. Police, fire brigades or ambulances no longer have to stop at the border but can also carry out operations across the border to achieve the most effective emergency support.</p> <p>The operations are coordinated by the control centre in such a way that the forces closest to the scene are ordered there. This also includes the forces arriving first at an accident scene taking command, even if they come from the neighbouring country.</p>
Satisfaction & demand met	Introduction of the service minimised response times, clarified responsibilities and streamlined procedures and processes. More rescue forces are available in case of serious accidents and disasters.
CPS highlights	<p>The interstate framework agreement with its general provisions provides the basis for implementation at local level. It provides legal security to the small municipalities and thus helps them in defining supplementary agreements at local level, as in the case study.</p> <p>Regular meetings and exercises deepen and intensify cooperation, build mutual trust and help to identify ambiguities in the processes or (technical) problems at an early stage.</p>

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NORDRED (2022): <https://www.nordred.org/>

3.8.3. Civil protection cooperation between Latvia and Lithuania (#28)

Civil protection cooperation between Latvia and Lithuania	
Overview	
Countries and regions covered	The whole territory of Latvia and Lithuania
Year of implementation	<p>In 2001, the first intergovernmental agreement was signed between the Republic of Latvia (LV) and the Republic of Lithuania (LT) on mutual assistance in the event of natural disasters and other large-scale accidents.</p> <p>In 2006, the Operational Cooperation Agreement (COA) between the State Fire and Rescue Service (SFRS) of LV and the Fire and Rescue Department (FRD) of the Ministry of the Interior of LT.</p> <p>In 2021, a trilateral cooperation agreement between SFRS, the Estonian Rescue Board and FRD was signed replacing the two agreements above.</p>
Function and policy field	Civil protection and disaster management for firefighting and assistance in accidents and for managing large-scale incidents and major disasters.
Description of the service	Mutual assistance is provided either within the framework of the above-mentioned trilateral agreement after a direct request of the other country or within the framework of the EU Civil Protection Mechanism following a request via the Common Emergency Communication and Information System of the EC (CECIS). The service is provided on demand for large-scale events. For example, in July 2021, based on a CECIS notification LT received assistance to manage the refugee crisis at the Lithuania-Belarus border. The way to request assistance depends on the scale of disaster. So far, the mutual assistance is used a few times per year.
Service provider	In LV – the State Fire and Rescue Service (SFRS) In LT - the Fire and Rescue Department at the Ministry of the Interior (FRD)
Further information	https://www.vugd.gov.lv/en https://pagd.lrv.lt/en/
Context information	
Service area	There is no specific area designated within each of the two countries which would limit the services. This is not least due to the small size of the territories and their settlement structure. The areas are sparsely populated,



Source: <http://www.lltast.eu/team/>

Civil protection cooperation between Latvia and Lithuania

	<p>compared to most EU countries. There are 1.9 million inhabitants in LV and 2.8 million in LT. The population is mainly in a few development centres.</p> <p>For economic development, Lithuania has on average a 24% superiority over Latvia in terms of GDP and income per capita. Hence, according to the interviewees this superiority is very visible in the spending their LT colleagues have for technical support. Nevertheless, this does not cause any obstacles to the CPS.</p> <p>Latvian and Lithuanian are two closely related languages. They share a great deal of vocabulary and grammar but are not close enough to make conversation simple. There are also a lot of cultural similarities that make contacts easier.</p>
Demand	<p>These two nation states that are covered by the trilateral cooperation agreement have a lot of similarities. They are relatively flat and are not subject to major natural disasters. Forest fires and flooding in spring are among the two most common events requiring civil protection cooperation. Other events requiring cooperation tend to be related to the low population density and number of inhabitants. This was illustrated by the support request for the 2021 refugee crisis, which required more resources than domestically available.</p>
Framework for cooperation	<p>Apart from the legal framework (see below) there are no special CPS governance structures. However, in practical terms to build and maintain the human resource capacities two civil defence cooperation modules have been established. The Latvian - Lithuanian Technical Assistance and Support Team (TAST) was established in 2014, co-financed by the EC. It includes voluntary representatives of the SFRS and FRD. The unit provides technical support to European civil protection experts on coordination or reconnaissance (assessment) missions. They can also be used for mutual assistance within Latvia and Lithuania.</p>
CPS provision	
Needs addressed by the CPS	<p>The CPS enables additional assistance for bigger natural or man-made disasters when they exceed the resources one country. Thus, it fills a gap for capacity to deal with large-scale events, that would otherwise require more resources in each country.</p>
Legal and administrative framework of the service	<p>The trilateral cooperation agreement signed in 2021 is the main legal framework for cooperation. The Operational Cooperation Agreement (COA) between the SFRS of LV and the FRD of LT signed in 2006 ceased to have effect upon the entry into force of the trilateral agreement even though the new agreement is less detailed. The new agreement establishes and develops practical cooperation for disaster prevention, preparedness, response, early warning and assistance.</p> <p>Every year a trilateral meeting between the Directors-General of the State Fire and Rescue Service of LV, the Estonian Rescue Board and the Fire and Rescue Department of the Ministry of the Interior of LT takes place in which the topical issues are discussed.</p>
Financing	<p>There are no separate provisions for financing the CPS. Services provided to the neighbouring country are covered from national budgets of the sending country. No compensation is required from the recipient country.</p>
Target group	<p>Inhabitants and national assets of the two countries</p>

Civil protection cooperation between Latvia and Lithuania

Access design	No major access limitations could be identified. There is no significant language barrier. As a rule, one foreign language is usually common between the people on both sides of the border. Previously it was Russian, while in recent decades it is English. The latter is to a large extent also due to EU funded projects and activities which involved both the service providers. In the 2014-2020 programming period there were at least six mutual cross-border cooperation (CBC) projects. These projects strengthen the abilities of the service providers to cooperate and 'speak the same language'.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	<p>No major obstacles have been identified. A slight impediment is that the Operational Cooperation Agreement between SFRS and FRD signed in 2006 ceased to have effect with the trilateral agreement of 2021. The new agreement now defines the mutual assistance of three countries in less detail for the operational aspects. Due to existing LT legislation FRD response to the LV request now needs a lengthier internal coordination. So far, in practice, this has never been a problem.</p> <p>Another minor obstacle relates to communication including the language barrier. Personnel at the LT-LV border do not always speak sufficient English or Russian which sometimes can be problematic. But this is seen as a minor obstacle as at the end of the day an understanding is reached.</p>
Solutions for overcoming obstacles	The first obstacle requires changes in LT legislation which can only be enabled by LT partners. The topic is included in the LV-LT Intergovernmental Commission for Cross-Border Cooperation.
Results	
What has changed in terms of service accessibility since introduction?	Overall, the service has become more accessible and more capable due to the pooled resources of three instead of two countries. This also relates to technical equipment which is now more available, and its acquisition and maintenance is more efficient as there is no need to double up on certain equipment. The joint CBC projects enable joint capacity and team building.
Satisfaction & demand met	So far, there are one or two cases of assistance each year, which could always be met and the target groups are satisfied.
CPS highlights	There are differences in how civil defence and rescue services are organised all over Europe. In some countries they are the responsibility of regional and local governments, while in some smaller or less populated countries like Latvia and Lithuania they are managed centrally and have regional affiliations. This CPS shows how a cross-border public service can be effectively implemented in the latter case. This setup can potentially serve as a model for other EU and/or IPA countries where these services are also governed at the national level and where domestic resources are relatively scarce for the domestic, on demand rescue force.

References

Interview with the representative of the State Fire and Rescue Service of the Republic of Latvia – Mr Rūdolfs Āzens, Head of Development and International Cooperation and Mrs Ramona Lamberte, Senior Expert at the European Affairs and International Cooperation Unit held on 24 February 2022.

<https://www.vugd.gov.lv/lv/projekts/interreg-latvija-lietuva-programma>

3.8.4. Croatian-Slovenian cooperation in civil protection (#29)

Croatian-Slovenian cooperation in civil protection	
Overview	
Countries and regions covered	The entire Croatia and Slovenia border area
Year of implementation	1997: bilateral agreement between Croatia and Slovenia on Cooperation in Protection against Natural and Civil Disasters signed in Ljubljana.
Function and policy field	Civil protection for joint services in the case of disasters
Description of the service	<p>Slovenia and Croatia have well established collaboration for civil protection following the bilateral agreement on co-operation in protection against natural and man-made disasters concluded in 1997 and managed by national civil protection administrations. The agreement is implemented through a permanent bilateral commission for disaster management.</p> <p>The bilateral agreement entails:</p> <ul style="list-style-type: none"> • the exchange of data on scientific and technical achievements and experiences for disaster forecasting and prevention and for effective protection and rescue • receiving and providing assistance in case of emergency (whole country) • field exercises (border area) • harmonised protection and rescue plans in the area along state borders, especially protection and rescue plans for floods, earthquakes, fires, pollution, shipping accidents and radiation hazards • mutual cooperation in education and training of protection and rescue personnel by exchanging lecturers, instructors and other experts, as well as literature and other teaching tools and experiences in protection and rescue, disaster reporting, care and assistance to evacuees.
Service provider	<p>Ministry of the Interior of the Republic of Croatia, Directorate for Civil Protection.</p> <p>Ministry of Defence of the Republic of Slovenia, Administration of the Republic of Slovenia for Protection and Rescue.</p> <p>Ministry of the Environment of the Republic of Slovenia, Nuclear Safety Administration.</p>
Further information	No website for the CPS
Context information	
Service area	Influenced by climate change and impacts of human activities, the area faces frequent and intense natural disasters, the most common being floods, forest fires, earthquakes, heavy precipitation, thunderstorms and drought. The cross-border area has an elevated risk of flooding in transboundary river basins.

Croatian-Slovenian cooperation in civil protection	
	<p>The population density in the cross-border region (Interreg Slovenia-Croatia programme area) is 120.7 inhabitants/km². Apart from the City of Zagreb (HR) and the Osrednjeslovenska region (SI), the programme area is sparsely populated.</p> <p>However, there is no specific area designated within each of the two countries where services would be limited, cooperation in civil protection being regulated by a bilateral agreement at state level.</p> <p>Croats and Slovenes have cultural commonalities due to shared history, but the two languages are mutually understandable only to a limited extent.</p>
Demand	The demand for civil protection is closely linked to the territorial features in terms of the population in the two countries (Croatia 4 million and Slovenia 2 million), demographics in the border area, climate change risks and high vulnerability to disasters due to the geography and topography (as outlined above).
Framework for cooperation	<p>Apart from the bilateral agreement, Interreg IPA (2010-2014) and cross-border (2014-2020) programmes have financed specific activities and supported continued cooperation between the two countries for civil protection in the Interreg Slovenia-Croatia cross-border programme area.</p> <p>One 2014-2020 Interreg Slovenia-Croatia programme priority focuses on integrated flood risk management in transboundary river basins.</p>
CPS provision	
Needs addressed by the CPS	Croatia and Slovenia decided to formally regulate cooperation in order to prevent or mitigate the consequences of natural and civil disasters, respecting the existing international agreements in this area.
Legal and administrative framework of the service	<p>The bilateral agreement on co-operation in protection against natural and man-made disasters (1997) provides the legal framework.</p> <p>Administratively, the agreement is governed and implemented by the two national civil protection administrations through a permanent bilateral commission for disaster management and by sub-commissions on specific topics (e.g. prevention, training, 112 system).</p>
Financing	<p>Each state finances its activities in a bilateral framework or hosts the other party through ad hoc agreements.</p> <p>In the cross-border area, however, specific activities have been financed through 2010-2014 IPA projects and the 2014-2020 Interreg Slovenia-Croatia programme.</p> <p>For instance, the four 2014-2020 FRISCO projects (cross-Border Harmonised Slovenian-Croatian Flood Risk Reduction – Non-Structural Measures) have an aggregated budget of over EUR 10 million. They are strategic projects aimed at reducing flood risk in the river basins of the Dragonja, Kolpa, Sotla, Bregana and parts of the Drava and Mura river basins and has the Slovenian Ministry of Environment as a partner, i.e. one of the bodies responsible for the bilateral agreement on civil protection.</p>
Target group	Local residents of cross-border area and rescue services.
Access design	No accessibility limitations reported.

Croatian-Slovenian cooperation in civil protection

Challenges & obstacles

Challenges & obstacles (before the CPS implementation)	No specific challenges or obstacles were identified, except for the need to strengthen coordination between civil protection services in the two countries, which encompasses actions identified in the Interreg Slovenia-Croatia programme: a need to improve coordination and cross-border communication, standardisation and modernisation of technical equipment and access to detailed GIS maps covering the cross-border area, familiarisation with rescue plans of neighbouring country, improved self-help of local population in emergency situations, joint training and exercises of cross-border rescue services, etc.
Solutions for overcoming obstacles	The establishment of a long-lasting formal cooperation in a wide range of areas of civil protection strengthened the capacity of civil protection services in both countries, including the coordination of joint activities and interventions as well as joint training increasing the knowledge and expertise of staff at all levels. Among others, cross-border Interreg projects improve coordination and overcome the previously noted challenges.

Results

What has changed in terms of service accessibility since introduction?	With amendments to the agreement, the bilateral cooperation has gradually included additional activities also in firefighting and mountain rescue.
Satisfaction & demand met	The bilateral cooperation and cooperation within IPA projects (Cooperation in the field of civil protection for EU candidate and potential candidate countries 2010-2014) and projects funded by the EU Civil Protection Mechanism have strengthened the capacity of civil protection services in both countries.
CPS highlights	CPS experience shows key factors for success are joint participation in projects, receiving and providing emergency assistance, constant exchange of experiences and good contacts at all levels for civil protection.

References

Written input provided by the Croatian Ministry of Interior, Directorate for Civil Protection, Unit for Civil Protection, International Relations and Projects Department.

Interreg V-A Slovenia-Croatia, Cooperation Programme 2014-2020

3.9. Citizenship, justice and public security

3.9.1. Cross-border legal support point St-Julien-en-Genevois (#30)

Cross-border legal support point (St-Julien-en-Genevois)	
Overview	
Countries and regions covered	France – Auvergne-Rhone-Alpes, Switzerland
Year of implementation	2011
Function and policy field	Citizenship, justice and public security with services on cross-border public advice and support for citizens
Description of the service	<p>The service provides information on legal issues for both French and Swiss citizens. The Maison Transfrontière de Justice et du Droit (Transfrontier House of Justice and Law) provides information, conciliation and prevention services and hosts an information point. The CPS is a judicial institution under the authority of the President and the Public Prosecutor of the Tribunal de Grande Instance of Thonon Les Bains (France).</p> <p>The service is mainly oriented towards French law. For Swiss law, the CPS provides information exclusively for the labour market. For other Swiss legal fields, the CPS refers to partners able to provide information (organisations in Switzerland mainly in Geneva and the European cross-border group in Annemasse for questions relating in particular to tax or medical law insurance / social security). This European cross-border group is a French association established in 1963 to inform French and Swiss workers and defend their rights.</p> <p>The service is organised with a reception, access point to law, consultations with notaries, assistance to victims, civil conciliation, defender of rights, alternatives to prosecution (adults and minors), SPIP (penitentiary service for integration and probation) and quick surveys.</p> <p>A legal service for foreigner's rights has been set up in partnership with another association. The foreigners' rights office has been operational since January 2021 in partnership with an association specialising in this field, ASSFAM. A specialist lawyer provided by the association provides legal support and information to foreigners.</p>
Service provider	Transfrontier House of Justice and Law (Maison transfrontiere de justice et du droit)
Further information	https://www.cc-genevois.fr/fr/vie-pratique-et-services/vos-droits/les-services-de-la-mtjd



Source: <https://www.cc-genevois.fr/fr/vie-pratique-et-services/vos-droits/les-services-de-la-mtjd>

Cross-border legal support point (St-Julien-en-Genevois)

Context information

Service area	<p>The service area encompasses the jurisdiction of the Judicial Court of Thonon-les-Bains, the 17 municipalities of the French Community of municipalities of Geneva (Communauté de Communes du Genevois – CCG), Swiss people (mainly from the Geneva metropolitan area), the French Annemasse agglomeration, the Community of municipalities of Pays de Cruseilles, the Community of municipalities of Usse and Rhône and municipalities such as Allonzier la Caille. There are around 44,000 inhabitants of the French Community of 17 municipalities of Geneva. The metropolitan area of Geneva has more than 600,000 inhabitants, while Annemasse agglomeration has some 90,000. Allonzier-la-Caille is a small municipality with around 2,000 inhabitants. The Community of municipalities of Usse and Rhône has about 20,000 inhabitants, while the Community of municipalities of Pays de Cruseilles around 16,000.</p> <p>Different income levels across borders are the most relevant socio-economic disparity, while language is not a major obstacle to cross-border activities as confirmed by the EU Cross-border cooperation survey (2020). This survey also highlights the relevance of perceived legal / administrative differences. For the administrative and legal framework, the Schengen area established in 2008 still has customs controls. An advantage is a shared language, French. There are two currencies, since Switzerland is not part of the Euro zone and uses the Swiss Franc.</p> <p>According to the European Commission study on Cross-border Public Transport updated in 2021, the cross-border public transport permeability²⁹ is medium-high.</p>
Demand	<p>The 2020 activity report indicates that in 2018 there were 5,188 users (phone calls and visits), 5,348 in 2019 and a decrease of 25% to 4,032 in 2020, when the COVID-19 pandemic affected commuting, visits to the centre and some services were closed or accessible exclusively online. In 2020, more than 75% of users were from the CCG, plus 3% from the rest of Switzerland and the remainder from other French localities. The service is also of interest for cross-border commuters, French cross-border workers and Swiss citizens who live in France while continuing to work in their country.</p>
Framework for cooperation	<p>The Maison Transfrontière de Justice et du Droit is a French judicial establishment with a mission to ensure free and easy access to French law and a specific focus on Swiss labour market legislation. Considering its proximity to the Swiss border, the CPS can provide specific support about labour law, which is important for the cross-border workers in the territory.</p> <p>While being a one-sided service, it is embedded in other cooperation structures in the area: the Greater Geneva metropolitan area, the Franco-Geneva Regional Committee (established in 1973) and the Conseil du Léman / Lake Geneva Council, which was established in 1987 between the cantons of Geneva, Vaud and Valais as well as the French departments of Ain and Haute-Savoie, with the aim of cross-border consultation for the Lake Geneva area.</p>

²⁹ Permeability describes the relationship of cross-border public transport services (buses, trains, trams and ferries) to the population density and development.

Cross-border legal support point (St-Julien-en-Genevois)	
CPS provision	
Needs addressed by the CPS	Being close to the French-Swiss border, the service provider addresses many needs in recent years including the influx of new workers and supporting victims of the criminal justice system. At least once a month, there is a specialised service for foreigners (e.g. migrants, students, workers). Listening, help, legal information and support is provided at all stages of the procedure, whether before, during or after a complaint is filed and during any eventual trial. People are accompanied in their dealings with the courts, and are referred to lawyers, health professionals, social services and shelters, as well as other partners who can best meet their needs. Since 2017, conciliation is also available enabling people in conflict to reach amicable settlements with the help of a third party.
Legal and administrative framework of the service	The CPS operates on behalf of the French Ministry of Justice. Since the service is provided by one side and financed by the French authorities, it does not require additional legal or administrative frameworks with authorities across the border.
Financing	There is no financial cooperation with Switzerland. The CPS is financed mostly by the CCG and partly by the French Ministry of Justice. For 2020, expenses were EUR 138,056, of which personnel counted for about EUR 110,300 and operating costs some EUR 22,000. The CPS is mainly financed by the CCG, while the French Ministry of Justice bears the costs of telecommunications, office supplies, 3 computer stations out of 7, the copier and the expenses of the prosecutor's delegates and conciliators, which was less than EUR 10,000. Expenses for the premises and their operation (furniture, repairs, 4 computer stations out of 7, electricity, cleaning, signage, communication, co-ownership expenses) and the permanent staff expenses are financed by the CCG.
Target group	French and Swiss commuters
Access design	The service is in French but access is not limited to the place of residents, the status of a cross-border commuter or similar. Most people that benefitted from the service were between 30 and 65. During the pandemic restrictions the number of visits fell while appointments were handled over the phone. The service is completely free and therefore available to people independently of their income. During the pandemic lock-downs, phone and email contacts remained active and could be used to access the CPS.
Challenges & obstacles	
Challenges & obstacles (before the CPS implementation)	The most relevant challenge before the service was set up was to find lawyers trained in French and Swiss law. Lawyers trained in Swiss law will naturally work in Switzerland for the attractive salary.
Solutions for overcoming obstacles	To solve this challenge, ad hoc activities have trained the lawyers in Swiss labour law, with specific reference to regulations for the canton of Geneva, where the target group comes from. This is an imperfect solution because these lawyers can go to work elsewhere.

Cross-border legal support point (St-Julien-en-Genevois)

Results

What has changed in terms of service accessibility since introduction?	<p>The changes since service introduction are mainly visible in the continuous demand and satisfaction. It provides access to legal advice on (mainly) French law that was more difficult to obtain without this cross-border legal support point. Potential clients would have had to search for lawyers and pay for their services, which may also limit the ability of cross-border workers and other potential clients to seek legal advice.</p> <p>As with many services, the COVID-19 pandemic affected the service implementation and use. From 2018 to 2019 there was an increase in phone calls and visits, especially for the reception, the legal access point, victim support and alternatives to prosecution.</p> <p>However, COVID led to a decrease of 25% in phone calls and visits in 2020, namely for consultations with notaries and civil conciliation (see table below).</p> <p>For the legal access point most requests came via phone, while the number of visits decreased by more than half. Most of the questions still relate to French law and only a few to Swiss law.</p>
Satisfaction & demand met	<p>The increase in the number of users in the pre-COVID 19 period shows the increasing demand and satisfaction. A highly appreciated characteristic is that the service provides clients with information on their rights and duties thanks to a wide network of lawyers.</p>
CPS highlights	<p>The main highlights of this CPS service are that it allows citizens from both sides of the border to request legal aid concerning the French legal system and some aspects of the Swiss legal system. The wide array of updated services offered ranges from a first legal access point to consultation with notaries, victim support, civil conciliation and alternatives to prosecution for adults and minors.</p>

The following table details the type of service users, divided by French and Swiss law.

French law users

Nature of the request	2019		2020	
Family law	452	28%	306	23%
Social law	341	21%	265	20%
Civil law	133	8%	94	7%
Housing law	152	9%	175	13%
Consumer law	71	4%	70	5%
Procedures/enforcement measures	51	3%	53	4%
Criminal law	79	5%	62	5%
Legal assistance	30	2%	18	1%
Public law	59	4%	30	2%
Neighbourhood issues	20	1%	35	3%
Inheritance law and liberalities	19	1%	21	2%
Foreigner's law	17	1%	6	0%
Domestic violence	13	1%	10	1%
Victim support	37	2%	26	2%
Commercial law	25	2%	53	4%
SUB-TOTAL	1525		1224	

Swiss law users

Nature of the request	2019		2020	
Labour law	101	6%	103	8%
Family law	11	1%	12	1%
Civil law	6	0%	2	0%
Criminal law	7	0%	3	0%
SUB-TOTAL	125		120	
TOTAL	1650	100%	1344	100%

Source: Activity Report 2020 of the CPS

References

Activity Report 2020: https://www.cc-genevois.fr/sites/default/files/rapport_activite_mtjd_2020_versionfinale_2.pdf

EU Cross-border cooperation survey (2020): https://ec.europa.eu/regional_policy/en/policy/cooperation/european-territorial/survey-2020/

https://ec.europa.eu/futurium/en/system/files/ged/opportunities_of_crossborder_cooperation_between_small_and_medium_cities_in_europe.pdf

Interview with the Coordinator of the Maison transfrontière de justice et de droit (March, 15 2022)

4. Conclusions

These case studies offer insights into the variety of CPS across Europe. Without claiming to be representative they illustrate several features of this variety:

- **CPS can be an important means to improve service accessibility in border regions for many sectors.** The case studies illustrate this for nine policy areas with many sub-areas or fields of intervention that affect daily life in border regions. Some of these policy areas deal with better living conditions in these areas and citizens may not notice them daily, though they are usually self-evident in the domestic context. Cross-border regions may require additional efforts and the services are important for emergencies or disasters (e.g. civil protection) or simply to prepare for other services needed by citizens (e.g. spatial planning).
- **Many CPS have a specific task and function.** Their objective, target groups and area of service provision can be clearly defined. Case study examples cover ferries, waste collection and treatment and the EuregioFamilyPass. For other CPS one or more of these characteristics are less specific. In some cases the targeted area may be fuzzy (e.g. the cross-border legal support point) or the variety of tasks may cover more than one field of intervention (e.g. some labour market related case studies). Some develop different kinds of CPS (e.g. the Joint Body and BGTC Baarle) or have a wide target group (e.g. environmental protection services).
- **CPS may have different starting points.** Some arise from a domestic service that becomes a CPS by extending service provision across the border (e.g. the Prosenjakovci bilingual elementary school). Frequently however, CPS are newly developed services that either address a border specific gap (e.g. labour related advice), a joint challenge (e.g. the Tatra transboundary biosphere reserve) or seek a joint solution for more effective and/or efficient service in the cross-border area (e.g. cross-border emergency services, Valga hospital).
- **The geographic coverage mirrors geographic clusters and gaps.** While not every type of CPS is equally suitable along all borders, the geographic imbalance in the case studies is even more visible in the full CPS inventory. This can be justified not least by the different history of cooperation at different European borders. It also hints at the potential of CPS, where they are lacking or where the variety of services is still very low. CPS are not an end in themselves but should always improve living conditions in border regions.
- **The case studies show that CPS matter for all types of territories.** No matter whether a border region is on a river, in a mountainous area, includes twin cities or is sparsely or densely populated, CPS can benefit many people. The type of territory partially affects sectors where CPS can be usefully developed, and above all, it creates different types of demand and needs. Cross-border tertiary education programmes (e.g. Nordic Mining School and the Bulgarian-Romanian Interuniversity Europe Centre) usually depend on existing educational infrastructure. A cross-border kindergarten, as in the twin-city Frankfurt/Oder-Słubice, can be relevant where the settlements on either side of the border are close. Other CPS build on specific economic structures (e.g. 'Calorie Kehl-Strasbourg') or benefit from large natural areas (e.g. Efi-Duero Energy or the Trilateral protected area of Prespa Lakes). Sparsely populated areas may benefit from more efficient use of resources by combining civil protection (e.g. fire fighters cooperation in Tui and Valença do Minho and the Strömstad-Halder emergency services) or creating a critical level of demand (e.g. Nordic Mining School).

- **Similarly there is a big variety of governance structures for CPS provision.** Apart from different administrative levels (e.g. the EuregioFamilyPass which combines levels), and depending on the division of responsibilities CPS are provided with different arrangements, often linked to the history of the service or simply a feasible arrangement to address particular obstacles. Sometimes, CPS provision is one-sided with actors from across the border involved to very different extents (e.g. Healthcare Community of Menton-Ventimiglia or waste collection). In other cases CPS provision is through a network of actors (e.g. EURES-TriRegio or the employment portal 'Emploi sans frontières'). This is also often the case for CPS that are provided on demand e.g. for disasters or emergency, which involve many actors (e.g. emergency care, mountain rescue and patient transfer services at the German-Czech border). Yet other CPS are provided either through a joint body (e.g. Geopark Karawanken) or a joint delegation and contracting process (e.g. the Mária Veléria Bike Community Rental System).
- **CPS frequently have to overcome challenges and obstacles specific to their field and border area.** These may stem from border discontinuities (i.e. legal and administrative, socio-economic, environmental or cultural conditions). It is not always necessary or possible to solve all obstacles prior to setting up a CPS, practical solutions or workarounds may suffice for a start. Furthermore, CPS may also face obstacles after implementation due to changing conditions (e.g. Eurokita).
- **Cross-border structures play very different roles.** In some cases they are initiators or moderators (e.g. the Mária Veléria Bike Community Rental System), in others they underlie the CPS (e.g. Geopark Karawanken or BGTC Baarle). In this context, EGTCs and specific structures seem to play a growing role in setting up the CPS.
- **Interreg contributed in more than half the case studies.** This illustrates how Interreg (mainly cross-border programmes) can produce sustainable outputs beyond the lifetime of projects. For CPS, the case studies illustrate different uses of Interreg. Existing services use Interreg funding to improve service provision, enhancing viability or demand for the service (e.g. ferries on the River Rhine). Interreg may be used to develop a CPS and thereby elaborate the framework and system (e.g. EuregioFamilyPass). Interreg funding may also help elaborate solutions for cooperation obstacles (e.g. Croatian-Slovenian cooperation in civil protection) or develop and construct 'hardware' and infrastructure for a service (e.g. Healthcare Community of Menton-Ventimiglia).

In addition, several case studies illustrate **how CPS evolve over time**. They may improve service quality (e.g. River Rhine ferries), services may be extended (e.g. Czech-German emergency care, mountain rescue and patient transfer services or cross-border legal support point 'St.-Julien-en-Genevois'). They may move from implicit to more formal provision (e.g. the Joint Body and BGTC Baarle) which offers more certainty for the target group. They may also complement other CPS in the region (e.g. healthcare in Melk and Znaim). All these examples offer food for thought on how CPS may evolve and illustrate there is no need for a single solution from the very beginning.

Some case study examples illustrate very **innovative approaches to CPS**. While they are unique or very rare so far, they may offer inspiration to other territories, not least for challenges related to climate change. Examples include transport (e.g. Carpooling and Community Bike Rental), environmental protection and climate change action. Especially for the latter include examples of cross-border energy provision (i.e. the Efi-Duero Energy Cooperative and 'Calorie Kehl-Strasbourg'). The case studies do not include examples of

long-term care or social inclusion, as none could be identified so far.³⁰ Not least in view of ageing this may indicate a gap and potential for future CPS. Added to this, case studies covering health care highlight how important tailored approaches are to overcome sector specific obstacles.

Finally, the case studies **highlight interest and lessons** for other stakeholders and regions across Europe that go beyond the frequently cited benefits of cooperation in terms of mutual trust.

- Notwithstanding the need for tailored solutions, CPS development may also benefit from **experience in other regions** (e.g. health care provision in Melk and Znaim) or can create **spill-overs** that inspire similar services in other regions (e.g. Franco-German job placement services in the Upper Rhine area).
- Some examples indicate how the benefits from a CPS may increase after **integration with other services**, domestic or cross-border (e.g. River Rhine ferries).
- Case studies illustrate **changes that can be achieved** with CPS. This can refer to better accessibility of services (e.g. cross-border hospitals), more environmentally friendly transport solutions (e.g. Carpooling in the Jura Arc), better coordination of policies across the border (e.g. EuregioFamilyPass harmonising similar but separate approaches to family policy) or continuous integration adding new CPS over time (e.g. Tornio-Haparanda school cooperation).
- While **joint entities** may not be absolutely necessary to implement a CPS, experience shows that establishing cross-border joint entities to deliver a CPS can help ease provision as well as contribute to sustainability and legitimacy (e.g. Joint Body and BGTC Baarle).
- **Recognition of a status** (e.g. transboundary biosphere reserve) or the use of a European legal form like the EGTC (e.g. efi-Duero Energy and Geopark Karawanken) raise awareness at different levels, which in turn may help achieve CPS objectives and meet demand.
- **Involving the ‘right’ actors** is central, and in a cross-border context may imply a large network (e.g. Employment portal ‘Emploi sans frontières’ and Trilateral cooperation in the Prespa Lakes). This may need additional efforts and cost but is essential to realising the expected benefits and ensuring continued political and administrative support.
- Last but not least, if the **national level** recognises the cooperation needs of border regions it can help overcome obstacles and may contribute to simplifying CPS implementation at local level (e.g. Strömstad-Halden emergency services).

³⁰ The sole long-term care CPS identified so far, was already described by the ESPON CPS study in 2018 (<https://www.espon.eu/sites/default/files/attachments/ESPON%20CPS%2013%20Scientific%20Report%20Annex%20X%20Scheldemond.pdf>).

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