

Expertising Governance for Transfrontier Conurbations

Baseline Study

September 2008



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FIRST PART



INTRODUCTION OF THE BASELINE STUDY

1. FOREWORD

This Baseline study was realised between July and August 2008. This document is the result of an important work achieved during the phase 1 of the «EGTC» URBACT project and constitutes a basis for the phase 2 of this project.

This work has been realised by the Lead Partner : Mission Opérationnelle Transfrontalière (MOT) (Olivier DENERT, Jean RUBIO and Ludivine SALAMBO) in partnership with the Lead Expert of the Project : Christian LAMOUR, Geographer CEPS INSTEAD, *International Network for Studies in Technology, Environment, Alternatives, Development*, a Luxembourgish Public Research Centre).

This document has been achieved thanks to an extensive bibliography, good knowledge of the MOT of most of sites involved in the «EGTC» URBACT project, a detailed analysis based on strategic documents, detailed answers to the questionnaires systematically sent by MOT and meetings organized between the Lead Partner (with the support of the Lead Expert) and local actors (technicians and politicians) during site visits (Strasbourg-Ortenau, Chaves-Verin, Slubice-Frankfurt (Oder), Esztergom- Štúrovo)

This Baseline study is divided into three main parts:

- Introductory overview of the European construction and the EGTC project
- Analysis of the 7 partners involved in the project
- Synthesis.

2. EUROPEAN OVERVIEW

2.1 General introduction: key drivers and trends in EU

The construction of Europe was initiated to leave behind the conflicts that marked the first half of the 20th century. Borders were named “the scars of history” by Schuman, one of the founding fathers of the European Union. Consequently, cross-border co-operation has been considered as a mean of eliminating these scars making the border regions spaces for building sustainable peace and prosperity in Europe. EU programmes facilitating cross-border co-operation have become more and more crucial with the successive enlargements of the Union and the consecutive multiplication of border regions within the European spatial ensemble and at the limit of it.

But it also remains just as topical for the “old” borders of the European Union, either because they are still areas of tension or because they divide linguistic or cultural communities which the construction of Europe can now bring together peacefully without disputing state borders. More generally, the most peaceful border regions are still often the least favoured areas within their states; at local level, the living territory is still partially truncated, economically and socially deprived of the “360° outlook” that European integration should render possible.

Since the Treaty of Rome was signed 50 years ago, the Schengen Agreement, the single market, the creation of the Euro and cohesion policies have all contributed to the integration of cross-border territories.

These territories are the first affected by the European construction. They are everyday “lived and functional territories” in which people live and work, generate important flows of border-crossing workers and consumers.

The ever-increasing opening of borders for these areas is:

- a source of imbalance: national political, administrative, legal, tax-frameworks do not fit the cross-border reality,,
- an opportunity: new ‘agglomeration economies’ resulting from the opening of the borders; potential in terms of linguistic and cultural diversity.

While all the European territories (regions, metropolitan areas, towns, rural districts, natural spaces) are invited to participate in the Lisbon strategy, this holds particularly true for the cross-border territories:

- in terms of economy, these territories can be wealth creators, through the development of border-located SMEs with mastery of several languages and cultures, capable of operating in several markets; and via the development of centres of competitiveness, clusters, and cross-border networks for research/innovation;
- In terms of social development, these territories can become cross-border employment catchment areas attracting a mobile, multicultural and dynamic labour force.

Opening up the territory to those on the other side of the border, for workers as for companies, is an apprenticeship in diversity and mobility, a factor in innovation and competitiveness, not just at the level of the cross-border territory, but also at those of Europe and the globalised economy, thereby contributing to building lasting competitiveness both for the border territories and for Europe as a whole. For these border territories, it is one of the key aspects of their response to the Lisbon objectives.

The internal organisation of the member states of the European Union and the Council of Europe is the responsibility of each state, in application of the subsidiarity principle. Nevertheless, European institutions promote the management of territorial development by local authorities, as close as possible to the needs of the inhabitants of the territories and subject to control by the inhabitants within the framework of the local democratic process.

The formation of local authorities and their strengthening as part of decentralisation processes are encouraged by Europe by institutions like the Congress of Local and Regional Authorities of the Council of Europe, the Committee of the Regions of the European Union, and by the cohesion policy, for which the states are asked to implement a partnership, a “multi-level governance” associating the local, regional, national and European territorial levels.

If the “internal” urban territories of the states are supposed to be the primary drivers of their own development, the same must be true for the cross-border urban territories. Population areas, employment areas, functional urban areas or metropolitan areas, rural districts: these “lived territories” cut across political-administrative boundaries. European integration has already favoured the emergence of such “lived territories” in a local cross-border context, and this process can only accelerate. As part of the debate about the future of the Union, the issue today is to determine what kind of cross-border territories we want to build for tomorrow. Are we moving towards mere trade areas (free circulation of persons, goods, services and capital) or rather towards genuine project-based territories formed with defined boundaries, sponsored politically and managed technically by cross-border governance?

The cross-border cooperation programmes of the 2007-2013 cohesion policy have been launched, and the challenge now is to place these programmes at the service of cross-border territories, and their contribution to the Lisbon agenda.

Among the different stakeholders, local authorities and their cross-border groupings are the first concerned by the development of these cross-border territories.

Taking these elements into account, MOT and the 6 cross-border conurbations have submitted a project within the URBACT II framework so as to enable stakeholders of urban development in cross-border conurbations to exchange on governance methods regarding any kind of projects and strategies, so as to improve cross-border cooperation and governance partnership.

2.2. Contribution to Lisbon and Gothenburg agendas

Border territories can play an emblematic role to implement the Lisbon and Gothenburg objectives.

The aim of the EGTC URBACT Project is to promote a cross-border governance contributing to the implementation the Lisbon and Gothenburg objectives. Furthermore, in terms of environment, the cross-border territories should be joint spaces of responsibility for preserving natural resources, for risk management, etc. Urban spaces should be the subject of an integrated territorial approach, and even become model territories for sustainable development. In this way, they also work towards the Gothenburg objectives.

All European territories - regions, metropolises, towns, rural areas, nature reserves - are called on to take part in the Lisbon-Gothenburg strategy but cross-border conurbations even more so.

In order to become model sustainable communities these cross-border urban and rural areas must be the object of an integrated territorial approach. Moreover, they are the best places to learn what European citizenship really means and how it is fed by the diversity of national and regional cultures.

2.3. Consistency of the project with EU horizontal policies

2.3.1 Consistency of the project's theme

The project objectives are to be pursued in the framework of sustainable development, and expected to contribute to the protection and improvement of the environment by managing an integrated and sustainable development project for cross-border conurbations.

According to the European agenda, sustainable development aims at improving quality of life and welfare for present and future generations. Therefore it implies a dynamic economy, full employment, a high level of qualification, protection of the health, social and territorial cohesion and protection of the environment in a world of peace and security where cultural diversity is favoured. As explained before, cross border territories are particularly relevant in regard to these aims.

2.3.2 Consistency of the project's implementation

Equality of opportunities, social and urban integration, reinforcement of the social position of the local population in cross-border conurbations will be promoted in the various stages of the implementation of the project and of the supported activities.

Another aspect of sustainability is the long term duration of projects. Indeed this project intends to create a sustainable partnership and obtain concrete results in favour of the sustainable development of cross-border territories.

2.4 Consistency of the «EGTC» URBACT project with the European regulation on the European grouping of Territorial Cooperation (EGTC)

Furthermore, the European Parliament and the Council of the European Union, adopted in 2006 the regulation (EC) n°1082/2006 on the European Grouping of Territorial Cooperation (EGTC). This initiative is clearly in line with the Madrid Convention adopted by the Council of Europe on cross-border cooperation. This international convention constitutes the legal basis for many agreements concluded on several borders in Europe and enabling local authorities from both sides of the border to set-up governance tools (convention and legal structures) in favour of cross-border territorial strategies and operational projects. The EGTC supplements the already existing “legal toolbox” containing the legal instruments that can be used in national law. This instrument is of particular interest for the local authorities that do not have a long experience in managing borders and decentralisation and have not benefited from a cross-border agreement based on the Madrid convention. Consequently, since 2006, many cross-border conurbations have expressed their wish to establish EGTC. By August 1, 2011, the European Commission must forward to the European Parliament and the Council a report on the application of the regulation introducing the EGTC and proposals for amendments, where appropriate.

The present «EGTC» URBACT project will give the territories interested in structuring their governance, with or without a legal structure including an EGTC, the opportunity to exchange on innovative methods of governance and to assess and deepen the system already in place.

2.5 Other existing European project related to the topic of cross-border governance

In the framework of the ESPON Programme 2007-2013, more precisely on its priority 2 ‘Targeted analysis based on user demand: European perspective on development of different types of territories’, the Federal Office for Spatial Development in Switzerland, together with partners from Belgium, France, Luxembourg, and Germany, expressed their interest for this targeted analysis, focused on polycentric cross-border regions. This project, called METROBORDER - aims to identify criteria, potentialities and governance practices for polycentric cross-border metropolitan regions in Europe and to propose options for development strategies towards a multilevel approach for two case study regions: Upper Rhine Region and the Greater Region.

Even if the targeted cross-border spaces are much larger than the sites analysed in the «EGTC» URBACT project, several cross-border conurbations involved the «EGTC» URBACT project are overlapped also by cross-border polycentric region : for instance, both Strasbourg-Ortenau and Trinational Eurodistrict Basel belong to the Upper Rhine Region.

It is up to the two Lead Partners to coordinate these projects and exchange on productions and results as far as the themes are close and involved sites are partly the same.

3. THE “EGTC” URBACT PROJECT

3.1 Partnership

In order to bring together cross-border conurbations that face similar challenges, the Lead Partner identified several criteria to be fulfilled by potential partners:

- Cross-border conurbations, functional urban areas, geographical proximity of cities at both sides of border
- Development of a common urban development strategy for the cross-border conurbation
- Political will to build an effective cross-border governance, e.g. prospective to set-up a European grouping of territorial cooperation (EGTC)
- The whole partnership must reflect the diversity of border situations in Europe

The 7 Partners of the «EGTC» URBACT project are:

- Mission Opérationnelle Transfrontalière (MOT), Lead Partner (France)
- Lille Metropole Urban Community (France) for the Eurométropole Lille-Kortrijk-Tournai (France/Belgium)
- City of Slubice (Poland) for the Frankfurt (Oder) - Slubice conurbation (Germany/Poland)
- City of Chaves (Portugal) for the Eurocidade Chaves-Verin (Portugal/Spain)
- City of Esztergom (Hungary) for the Ister-Granum EGTC (Hungary/Slovakia)
- Canton of Basel Stadt (Switzerland) for the Trinational Eurodistrict Basel (Switzerland/Germany/France)
- Urban Community of Strasbourg (France) for the Eurodistrict Strasbourg-Ortenau (France/Germany)

3.2 Definition of the theme and sub-themes

The development of cross-border conurbations and the improvement of the quality of life of their inhabitants call for an innovative approach to go beyond national boundaries.

The «EGTC» URBACT project is dedicated to governance systems of cross-border conurbations enabling them to elaborate and implement common urban development strategies and consequently to improve the environment of their cooperation.

The partners will work on the promotion of innovative governance tools in a panel of cross-border conurbations by identifying:

- all relevant stakeholders,
- how common diagnosis, strategies, organisation schemes are developed,
- the added value of public funding and legal tools (e.g. the European Grouping of Territorial Cooperation),
- the initiatives aiming to involve inhabitants and the civil society.

This project will give cross-border conurbations in Europe, and particularly Project Partners, the opportunity to identify concrete results, successes and failures, the causes of such results, and to transfer those good practices into their own territory, so as to improve their governance system (institutionally, legally, financially...).

Whereas some cross-border agglomerations are quite in advance in this process, some others have no experience in this field.

The European grouping of territorial cooperation (EGTC) is today the most elaborate legal tool enabling cross-border multi-level governance. The definition and implementation of policies through the EGTC will be an important topic of the URBACT Project. This project will aim to study:

- How could the EGTC become a European tool of reference to support governance of cross-border conurbations?
- How to organise the mobilisation of all human, political, legal, financial resources at EU, national, regional and local levels in order to achieve a sustainable development of cross-border agglomerations?

The Project Partners will Work on the technical and political aspects related to the daily management of cross-border conurbation governance. We can identify two main strands divided in the following sub-themes:

- The management of the internal governance: partnership, staff and political organisation, articulation between political and technical levels, financial issues, informal or legal structuring of the cooperation (the opportunities of the European Grouping of Territorial Cooperation will be discussed), etc.
- The leadership of the cross-border governance, the interface with external actors: participation of the inhabitants, the civil society, the socio-economic actors, the democratic accountability and the relationship between the coordinators of cross-border projects and upper-level public authorities not involved directly in the internal governance (region, State, European programmes and institutions, etc), communication and medias.

3.3 Main challenges in relation with the governance of cross-border conurbations

By promoting the involvement and cooperation of all relevant stakeholders, governance is essential for the definition and implementation of planning policies aiming to improve living condition, responding to populations' needs and the global sustainability at the conurbation level.

Extending into two or even three countries, the situation of cross-border agglomerations exacerbates the complexity of the problems faced by "national" conurbations. Cultural, political, legal, language... boundaries lead to "border effects": growth of flows; competition between territories; economic and social interdependencies; different institutional, political, legal and cultural systems on either side of borders, etc. However it can also be a source of innovative methods in terms of urban management.

Because of these distortions and opportunities, cross-border cooperation actors have developed joint strategies and policies to ensure the quality of life of populations and more generally a better functioning of cross-border conurbations.

How to organise the dialogue between stakeholders in order to have a coherent approach – from the identification of common problems to the development of common solutions – enabling them to elaborate and implement sustainable policies for the whole cross-border agglomeration?

An efficient management of the negative consequences of border effects and the development of the potentialities is at stake.

Governance tools appear to be an essential component for the implementation of efficient cross-border projects based on a horizontal (local private and public actors concerned at either side of borders) and on a vertical partnership (between European, national, regional and local levels, both political and technical ones).

Which governance tools are available, enabling the stakeholders to build a political leadership, a long-term vision and to have the necessary knowledge of the socioeconomic and cultural realities of the cross-border agglomerations? There is a need for innovation in so far as national legal and institutional environments do not take into account cross-border specificities.

Coordination between national authorities of either side of borders may improve the synergy between urban planning policies, and sectoral policies such as transport, economic development, employment, health, culture and education, research, environment and services to population.

Furthermore, it is important to ensure that the reality of cross-border agglomerations is taken into account in Cohesion policy programmes Objectives 1, 2, and 3 through partnership with urban local authorities in the programming bodies, funding of monitoring and territorial engineering.

3.4 Expected outputs and results

The outputs will be the result of a long-standing work and a strong involvement of all Project Partners supported by the Lead Partner and the Lead Expert, in relation with other cross-border conurbations in Europe when relevant. The discussions will deal with the themes and sub-themes depicted above (see point 3.2).

The contents of the outputs will be defined through the following steps on the basis of the baseline study:

- state of the art of common challenges and respective experiences,
- exchange of ideas, experiences (success and failure)
- assessment of the transferability of good practices
- development of recommendations in order to adapt regional, national and European environments to urban cross-border realities

In details:

The Handbook, aiming to be disseminated at the EU level, will be divided into three parts:

- some good practices, potentially transferable to other urban cross-border realities;
- a common methodology to structure the governance of cross-border conurbations: some guidelines based on the experience of cross-border conurbations;
- some recommendations addressed at the EU level, as an input to raise the awareness of the European institutions and actors on cross-border issues and on their expectations regarding the EGTC tool in the context of a modification procedure of the Regulation in 2011.

Each cross-border conurbation has to develop a Local Action Plans (LAP). It is a strategic plan on governance that will highlight, at the end of the project, the added value of the «EGTC» URBACT project for each cross-border conurbation in relation to the themes and sub-themes depicted above (see point 3.2). In another way, how will each cross-border conurbation integrate the good practices from other CB conurbations into its own governance system? The LAP will not be simply and necessarily the establishment of EGTC or another legal structure but a detailed description of expected actions enabling daily operational governance. This document will also contain recommendations addressed at regional and national levels in order to raise the awareness on specific urban cross-border challenges.

The LAP will vary according to the needs and challenges of each cross-border conurbation.

With respect to its nature, MOT will not elaborate a LAP but a report on the added value of the «EGTC» URBACT project and on the way it will take the results of this project into account in its own strategy (for more information on LAP, see the table in the appendix).

Finally, a on-line bibliography on the «EGTC» URBACT project (inventory of available knowledge on governance in cross-border agglomerations) will be produced.

To develop these outputs, several events will be organised (see point 6 on work programme).

3.5 Approach and methodology

The methodology is based on a web of multi-scale networks to allow for a multi-level dialogue and exchange of ideas and experience.

Each level of network will provide for a platform for exchanges to the relevant actors. An interaction will be guaranteed between these different levels (mainly during the thematic workshops and the final conference).

3.5.1 At local level: stimulating culturally-embedded governance systems

At the cross-border conurbation scale, the method will consist in structuring a strategic plan on governance (Local Action Plan) based on the work of a cross-border network of competences and legitimacies (Local Support Group).

It will require an objective analysis of cross-border achievements and expectations in terms of territorial cohesion. The Local Action Plan will not be simply the establishment of a legal structure, including a European Grouping of Territorial Cooperation (EGTC) but a detailed description of expected actions enabling daily operational governance.

The creation of registered organisations can be an objective, but it is also important to give a lot of emphasis to flexible partnerships to allow some networks reconfigurations.

The contextual framework will be taken into consideration when defining the structural agenda of cross-border governance. Partnerships are culturally embedded and place-related, hence the necessity to integrate local realities when defining the needed constellation of actors and the participatory agenda of cross-border governance. Consequently, in parallel with the Local Action Plan, some work will be achieved in terms of place-related recommendations to stimulate an adaptation of the national/regional contextual and legal environment.

3.5.2 At the European level: reinforcing a European knowledge society and public sphere

At the European scale, the method will consist, firstly, in creating a knowledge network to secure the transfer of empirical good practices between the partners of the URBACT Project and also between the URBACT Project partners and other European cross-border conurbations having carried out innovative partnerships. As information is culturally-led and messages reconfigured through territorially-based identities, the transfer will not be simply a one-sided, but an interactive process enabling to discuss about transferability potential (i.e. capitalization of good practices). The knowledge network will be maintained during the whole duration of the project through events (conferences, Thematic Workshops), interactive communication tool such as the internet website and development of a common publication dedicated to good practices.

Secondly, the EU scale will be also a level of cross-border conurbations partnership to single out the needed recommendations enabling an evolution of the contextual European framework. The recent creation of the EGTC tool by European Institutions with the consent of National States will not resolve all the legal/political/technical problems linked to cross-border spatial cohesion. There is a necessity to determine, at the EU level, recommendations stimulating an adaptation of public policies in favour of cross-border governance. The recommendations will make sense only if they are based on a legitimate

network of national and EU competencies. Consequently, a URBACT European Support Group will be coordinated by the Lead Partner, MOT. That support group will associate European Union representatives and national/regional law-making institutions concerned by the six cross-border conurbations involved in the project.

LEVELS OF NETWORK (with relevant actors)	EXCHANGE AND LEARNING ACTIVITIES	OUTPUTS	FINAL OBJECTIVE
<p>Programme level - Network between the «EGTC» URBACT project and:</p> <ul style="list-style-type: none"> - other URBACT projects taking part to the Thematic Pole 3 or the Thematic Pole 2 on governance, - other from other cross-border conurbations involved in EU programmes such as INTERREG and ESPON. <p><i>Link with other cross-border conurbations in Europe</i></p>	<p>Thematic pole 3 within the URBACT programme</p> <p>Contacts with other projects dealing with governance</p>	<p>The outputs of the Thematic Pole 3 still have to be defined.</p> <p>The MOT will capitalise the recommendations addressed at the EU level presented during the European Conference “cross-border territories; day-to-day Europe” (cf. Manifesto). They will be the basis for the reflection of the Project Partners and the UESG.</p>	<p>To improve the environment at local, national and European levels in order to elaborate and implement cross-border integrated urban strategies (including concrete projects)</p>
<p>Project level - Network between :</p> <ul style="list-style-type: none"> - 7 Partners - UESG <p><i>Link with other cross-border conurbations in Europe</i></p>	<ul style="list-style-type: none"> - Thematic workshops (2) - Technical meetings on LAP (2) - Support from the Lead Expert 	<p>Handbook (case studies + common methodology + recommendations addressed at EU level)</p>	
<p>Cross-border conurbation level – Network between:</p> <ul style="list-style-type: none"> - Politicians and technicians from either side of borders - ULSGs 	<ul style="list-style-type: none"> - Thematic workshops (2) - Technical meetings on LAP (2) - Support from the Lead Expert 	<p>LAP (strategic plan on governance + recommendation at local and regional levels)</p>	

3.6 Work programme

The Kick-off conference, entitled “European governance: From global challenges to cross-border initiatives”, at the European Parliament in Strasbourg (France), November 2008: with a large audience. The objective is to make a presentation of the project, of the territories of the cross-border conurbations involved in the project, and to allow for a debate with the audience. A project visit will be organised.

Thematic Workshop 1, March 2009 in Chaves (Portugal): this Thematic workshop will be dedicated to the “Management of governance for cross-border conurbations in Europe”. The following issues might be covered: staff (recruitment, skills, etc), political organisation, articulation between political and technical levels, financial investments, informal/legal structuring of governance.

Other cross-border conurbations in Europe will be invited to present their own experience, as good practices.

Technical Meeting on LAP 1, March 2009 in Verin (Spain), the border of Chaves: the Project Partners will work on the capitalisation of the results raised from the Thematic Workshop in favour of the outputs of the project (LAPs, Handbook).

Thematic Workshop 2, November 2009 in Lille (France): this Thematic Workshop will be dedicated to “The governance structure, an interface with external actors”. The following issues will be covered: participation of the inhabitants and socio-economic actors, relations with regional, euroregion, national, EU programmes levels and communication and Medias.

Other cross-border conurbations in Europe will be invited to present their own experience.

Technical Meeting on LAP 2, November 2009, Lille (France): see above on the first Technical Meeting on LAP.

Each URBACT Local Support group will meet after the Thematic Workshops on LAP.

The Final conference, entitled “Governance of cross-border conurbations in Europe: progress and recommendations”, in Estztergom (Hungary), May 2010: with a large audience.

The aim is to present the results of the project, to allow each project partner to explain the added value of the project and to call for a response from national and European levels. A project visit will be organised. All the outputs will be distributed to all participants of the final conference.

3.7 Durability of the project results

The durability of the project results may be analysed at two levels:

- At local level: cross-border cooperation requires a long-haul process. The objective of the «EGTC» URBACT project is to develop cross-border strategies on governance but one has to keep in mind that their implementation might take some time according to local, regional, national and European contexts. The involvement of elected representatives is, for this reason, crucial. The result of the «EGTC» URBACT project at cross-border level may correspond either at the enhancement of the governance system or at the establishment of a new governance tool. A good governance system, when operational, could, *in fine*, enable cross-border conurbations to take advantage of all human, natural, economic, social, financial, resources in order to respond to local needs. But such a governance system can only have a long-term settlement insofar as the results of its action are concrete, with the development and implementation of a territorial strategy for the cross-border territory and concrete projects, and visible for the citizens and the Medias.

- At European level: being a network and a platform of exchange between all stakeholders concerned by cross-border cooperation at European and national levels, MOT will intend to insure the durability and the capitalisation of the results of the projects. For instance, consistently with its missions of promoting cross-border cooperation and multi-level dialogue, the URBACT European Support Group could be pursued after the end of the project. Besides, the MOT will integrate the «EGTC» URBACT project's results in its own strategy at national level and European level.

3.8 Budget

The total amount for the whole project is 299 557 € (for the development and implementation phases).

SECOND PART

ANALYSIS OF THE 7 DIFFERENT PARTNERS INVOLVED IN THE “EGTC” URBACT PROJECT

PARTNER 1 : MOT - Mission Opérationnelle Transfrontalière

The principal objective of MOT is to facilitate the emergence and the implementation of structuring cross-border projects at local level, by favouring territorial integration on either side of the borders.

1. HISTORY

A unique structure was created to follow this aim, on the one hand interministerial, on the other hand an association:

1.1 An interministerial structure

MOT started as a national initiative when in April 1997 the French state became aware of the major issues of cross-border cooperation, assessed the needs of project stakeholders in terms of operational assistance and noted the non-optimum utilisation of INTERREG funds.

A tailored response was found to meet these needs and in April 1997 the CIADT (Interministerial Regional Planning and Development Committee) established MOT (cross-border operational organisation).

It took the form of an interministerial structure supervised by the French DIACT (Interministerial Delegation for Regional Planning and Competitiveness, formerly DATAR), associated with five candidate pilot sites for experimentation : Lille Métropole (France-Belgium), Alsace (i.e. Saint-Louis/Basel between France-Germany-Switzerland, Strasbourg/Kehl at the french-german border), the Geneva conurbation (Switzerland-France), Métropole Côte d'Azur, e.g. Menton-Ventimiglia (France-Italia) and the Bayonne-San Sebastian conurbation (France-Spain).

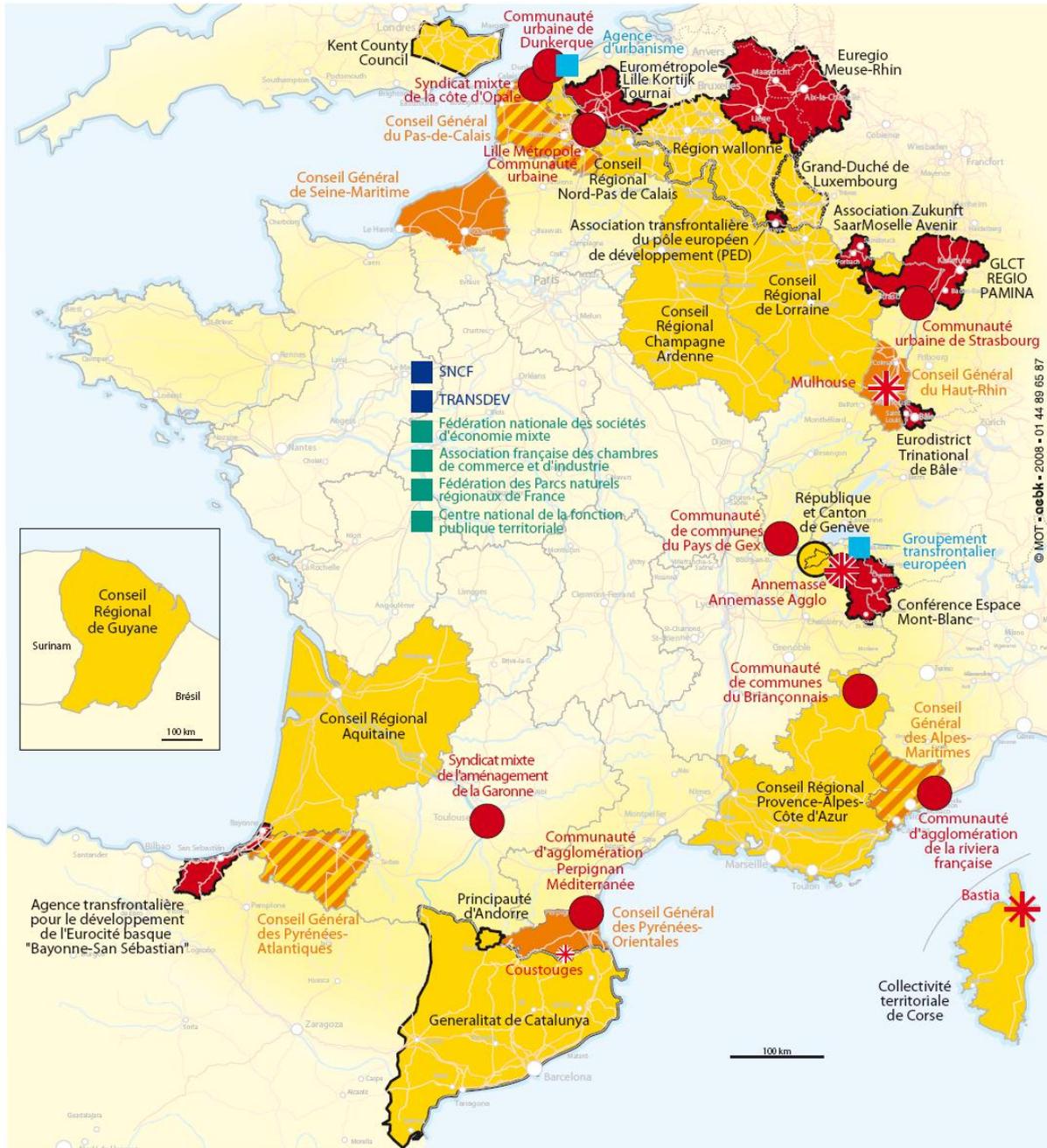
1.2 An association

On January 1998, at the Strasbourg conference on "Cross-border project in the European building-up", MOT became an association in charge of networking cross-border cooperation stakeholders to make the transition from identified sites to a hub for exchanges. The national initiative was from now on relayed by participants in the field.

Since this change, MOT brings together local authorities and their groupings, associations, cross-border entities, major companies, etc., involved in the development of cross-border projects. At the moment the network counts more than 50 members in 10 European countries from which 8 are in the European Union.

Its dual legitimacy and unique structure, interministerial and associative, enables MOT to encourage ongoing dialogue between national and community authorities and local project stakeholders.

Map of MOT's network (May 2008)



expertising governance for transfrontierconurbations

Local authorities France Regions Départements Municipalities Groupings of municipalities and local authorities		Other countries State, Region, County, Canton cross-border Plurinational groupings of municipalities and local authorities		Other institutions Companies Networks Other structures				 Union Européenne
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President:	<ul style="list-style-type: none"> • Michel Delebarre, MP and mayor of Dunkerque, president of the Dunkerque Urban Community and the Syndicat Mixte de la Côte d'Opale, first vice-president of the Committee of the Regions
Vice-presidents:	<ul style="list-style-type: none"> • Alain Lamassoure, MEP • Martine Aubry, mayor of Lille, president of Lille Metropolitan Urban Community • Joël Giraud, MP and mayor of Argentière-la-Bessée, vice-president, Provence Alpes Côte d'Azur Region • Christian Dupessey, mayor of Annemasse, vice-president of Annemasse Agglo • Nawel Rafik-Elmrini, community councillor and deputy mayor of Strasbourg, Strasbourg Urban Community
Secretary:	<ul style="list-style-type: none"> • Christiane Eckert, deputy mayor of Mulhouse
Treasurer:	<ul style="list-style-type: none"> • Jean-Marc Garnier, Caisse des Dépôts
Director general :	<ul style="list-style-type: none"> • Jacques Houbart

2. MISSIONS

MOT exercises its role to facilitate the realization of cross-border projects in three areas: operational assistance, networking and help with the definition of overall strategies.

2.1 Operational assistance

On request from its members, MOT has become active in cross-border engineering. Therefore it:

- helps with the formal definition and structuring of projects;
- guides their processes, from the feasibility study to the operational set-up;
- advises partners and monitors for cross-border balance;
- provides backing for putting together European funding applications.

For each project, MOT matches its expertise with the realities in the field by forming transnational and interdisciplinary working teams. Via these tailor-made teams, MOT ensures that all the participants concerned, and in particular the elected representatives, track the project's progress and organise its acceptance and implementation by the local population.

Its intention is to withdraw when these participants have obtained the political, legal, technical and financial resources to sustain the project.

Example:

MOT has conducted, at the request of the French State, a study on "Governance good practices in cross-border conurbations in Europe", in 2006. The study was intended to provide input data for the discussions on the process of institutional and technical structuring of the Franco-Belgian Lille Eurometropole. It consisted in identifying cross-border conurbations in Europe and determining good governance practices of cross-border territory strategies, among a sample of cross-border territories. One of the 7 Project Partners has been studied in this framework: Trinationnal Eurodistrict Basel (France-Switzerland-Germany).

MOT also gives its technical assistance to local authorities willing to elaborate common diagnosis, identify concrete key cross-border projects (for instance, Espace Catalan Transfrontalier between France-Spain) and structure the governance of the cross-border territory enabling them to develop jointly the common area.

2.2 Capitalising on knowledge by networking

Through the production of information tools (information letters, monthly newsletters, MOT guides, topic-based publications, a web site: <http://www.espaces-transfrontaliers.eu>, etc.) and the organization of research-action seminars (on conurbations, health, economic development, cross-border transport, etc.), MOT encourages the sharing of practices and the dissemination of know-how.

Examples:

MOT organised in 2006 a seminar on the European grouping of territorial cooperation (EGTC), the new instrument for European territorial cooperation, in Metz, which hosted over 200 participants who came from many different European borders and European and national authorities. Its purpose was to present this new legal structure, its interest, the prospects it has to offer for cross-border cooperation and to allow a multi-level dialogue on these issues.

In 2007, MOT organized 12 workshops to prepare the European conference in Lille in November 2007 notably on cross border conurbations and legal instruments of cooperation.

Furthermore, MOT reedited its Cross-Border Cooperation Atlas in 2008. Among the maps that deal with territorial dimension of cross-border cooperation figure those on urban areas. The maps are accompanied by in-depth comments on the issues illustrated and include also zooms on specific territories.

In 2008, MOT edited a Publication on the EGTC with four case studies, including the Eurométropole Lille Kortrijk Tournai, Euroregion Pro-Europa Viadrina (which covers partly the Frankfurt (Oder)-Slubice conurbation).

2.3 Help with the definition of a consistent national policy

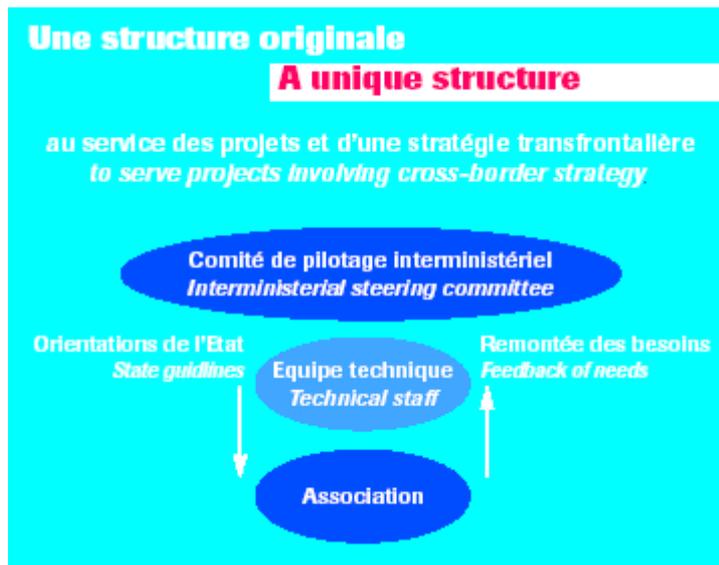
MOT gives also strategic advice and conducts therefore studies on cross-sectorial topics, usually commissioned by the national Government. The result of such work, together with the expression of local needs, helps it to define a consistent overall policy at both national and community level, including proposing legislative and regulatory changes.

This research feeds a resource centre consisting of legal, cartographic and documentary collections available on the web site www.espaces-transfrontaliers.eu

Example:

MOT led a study on land and property issues in cross-border conurbations on the example of Geneva and Basel. The objective of the study was to produce a diagnosis of the land and property characteristics of these two conurbation areas.

MOT led a study "For a better integration of cross-border agglomerations in the urban policies of the EU" in the context of the French presidency of the European Union in 2000, when France wished to impulse a new momentum to the integration of urban issues in the European regional policies.



3. OPENING UP TO EUROPE - ACTIVITIES AT THE EUROPEAN LEVEL

The challenge for MOT, within the framework of the 2007-2013 European programming period, is to promote cross-border cooperation at European level and to extend its networking actions to all Europe partners and more particularly to the new member states.

In 2006, MOT elaborated a practical guide to transfrontier co-operation at the request of the Council of Europe: this guide describes the legal framework for transfrontier co-operation and highlights a number of good practices and methodologies. It is available in French, English, Albanian, Greek, Macedonian, Russian and Serbian (<http://www.coe.int/>).

Furthermore, MOT has been Lead Partner on the project INTERFORM - European network for training and research into cross-border practices - funded by INTERACT for a total budget of 937 500 euros (<http://www.interform-eu.org/>).

In November 2007, at the Lille European conference "Cross-border territories: Day-to-day Europe", MOT delivered the "Manifesto for cross-border cooperation in Europe". This document puts forward concrete recommendations for advancing cross-border cooperation in Europe aiming local, national and European authorities. These recommendations are the result of the twelve thematic workshops which took place during the conference in Lille. These workshops were prepared beforehand by working groups bringing together stakeholders from all Europe, European, national and regional/local institutions and from the civil society.

Moreover, MOT signed a strategic alliance with the Association of European Border regions (AEBR) in order to cooperate closely on the promotion of cross-border cooperation in Europe.

MOT and the European Grouping of Territorial Cooperation (EGTC):

MOT is a core player in the push towards the EGTC:

- MOT has contributed its expertise on the European Community regulation from its adoption stage in 2004, as well as on its incorporation into French law in 2007-2008; it participates in Community initiatives in this area (INTERACT, Group of experts of the Committee of the Regions);
- MOT has disseminated information on this new instrument and organised discussions between European, national, regional and local bodies and EGTC Lead Partners through its seminars and conferences;
- MOT is giving its assistance to the member authorities and institutions of its network in the formation of the first EGTCs. Two cross-border conurbations are for the moment concerned: the Eurodistrict Sarrebrücken-Moselle Est (France-Germany) and the Plateforme Transfrontalière Côte d'Opale-Dunkerque-Flandre occidentale (France-Belgium).

The MOT has written a publication "The guides on EGTC" in May 2008 on the basis of this experience and with the aim of spreading knowledge of this new European instrument.

4. WHY IS MOT LEAD PARTNER OF THE «EGTC» URBACT PROJECT?

As an operational instrument for technical assistance dedicated to cross-border cooperation, MOT facilitates the emergence, methodology and implementation of structuring cross-border projects and strategies.

It encourages also the capitalisation, sharing of practices and the dissemination of know-how, which is based on this expertise.

Because of the disparities of all types that characterise cross-border territories, they have a greater need for multi-level governance, implying a continuous dialogue between the municipalities and their cross-border groupings, programme managing authorities, regional, national and Community authorities. MOT is being representative of local authorities involved in cross-border cooperation, while being recognised and supported by the higher levels: regions, states, European institutions. It aims to be an interface, political and technical, between these levels, at the service of interoperability between local, national and European systems.

Given its main objectives, missions and its increasing opening to Europe, MOT took the opportunity to lead a project dealing with an issue of high relevance for cross-border conurbations but absent from European and national priorities.

By leading this working group, MOT wishes to bring its expertise in the field of governance of cross-border agglomerations at the favour of the Project Partners and other cross-border conurbations in Europe. It aims also to improve its know-how and the sharing of experiences on this topic, and to highlight the needs of cross-border conurbations which are not at the core of European and national main preoccupations.

The "EGTC" URBACT project is clearly complementary to the previous initiatives undertaken by MOT in this perspective, such as the "Manifesto for cross-border cooperation in Europe" presented to European and national institutions during the European conference "Cross-border territories: Day-to-day Europe".

5. PROSPECTIVE: A GENERAL OVERVIEW OF THE “LOCAL ACTION PLAN” AND URBACT European Support Group (UESG).

Considering the nature of its missions, its expectations related to the «EGTC» URBACT project, MOT has planned to elaborate a kind of “Local Action” Plan which will take the form of a report aiming to identify the project’s added value for the whole partnership and also for other cross-border conurbations in Europe. MOT will also indicate to which extent the results of the project will feed its own European strategy and how it will insure a follow-up of the recommendations addressed at the European level.

The development of cross-border agglomerations require horizontal but also vertical cooperation through the support of upper levels such as regional and national, and the support of structures in charge of cross-border programmes of Objective 3 (managing authorities, joint technical secretariats, etc). These upper levels shall be involved in each ULSG. MOT, being itself a multi-level governance tool involving not only local authorities concerned by cross border cooperation, but also regional and national authorities supporting them, proposes to set up an “URBACT European Support Group” (UESG) with authorities concerned by this vertical cooperation, in order to launch a discussion at EU level about these matters.

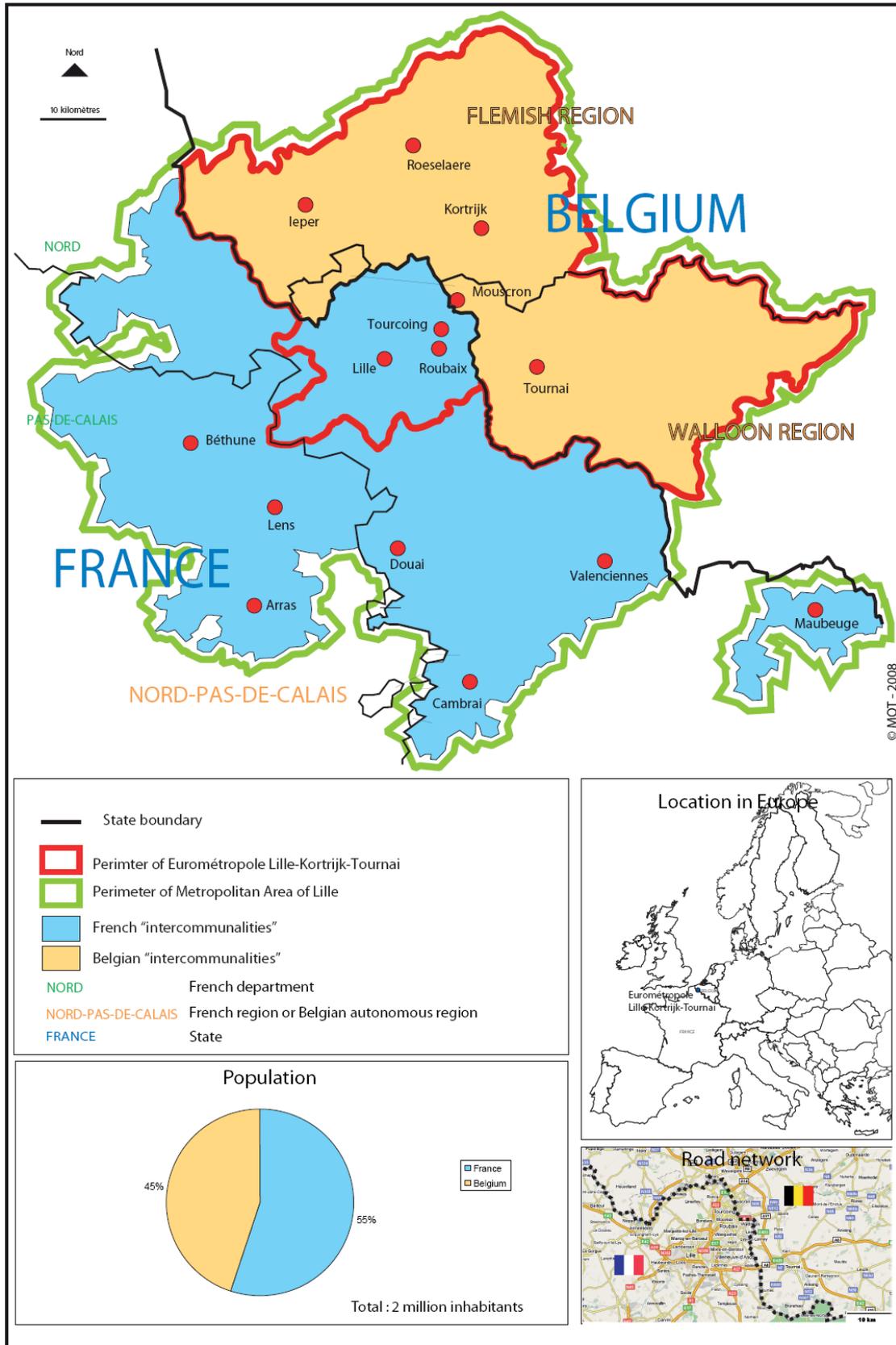
With this aim, MOT will set up a URBACT European Support Group which involves:

- Directorate General in charge of Regional policy (units in charge of territorial cooperation)
- Committee of the Regions
- Relevant national authorities

The URBACT European Support Group will aim:

- to guarantee an impact of the working group activities on European and national policies,
- to provide a platform of exchange of ideas between national and regional levels concerned by the development of cross-border conurbations.

PARTNER 2 : Eurométropole Lille-Kortrijk-Tournai



1. OVERALL SITUATION

The cross-border conurbation of Lille is on the crossroads of France, Walloon region and Belgian Flanders and stretches out a territory of almost two million inhabitants, what makes the first cross-border conurbation in the strict sense in Europe. Besides the size, important equipment works (Euralille, European north TGV crossroads) benefited to the conurbation at the beginning of 1990's and puts it in the centre of a Paris-London-Brussels triangle, reinforcing its rank of European metropolis.

The particularity of this territory is based on its cross-border urban overlapping on a part of its territory and by the strong intensity of proximity flows of all kinds: cross-border workers, scholastic, trade practices, cultural, social and sanitary or simply family.

1.1 Political organisation on both sides of the border

At the local level, the Lille Métropole Urban Community is an intermunicipal public entity gathering the city of Lille and 84 other municipalities. The main tasks of Lille Métropole are urban planning and living environment, public transports, economic development, water and household waste treatment . At the intermediary level, Lille is situated in the department of Nord, which is competent for social, and health action, road maintenance and equipment, education, culture tourism and environment.

On the Belgian side, the *intercommunales* are intermunicipal entities responsible for economic development, tourism, environment, mobility and planning. At the intermediary level, the Belgian provinces involved in the project (West Flanders and Hainaut) are competent for cultural infrastructures, social infrastructures and policies, environment, economy, transport and housing.

At the regional level, Lille Métropole is situated in the Nord-Pas-Calais Region which is responsible for land planning, transport, education, job training programmes and culture, secondary schools construction and maintenance, health and management of European Structural Funds.

On the Belgian side, two of the three Regions (Flanders and Wallonia) are concerned by the cross-border project. They have several competences, among them land development, urban planning, public transport, agriculture, employment policy, environment, international relations, scientific research, energy and foreign trade.

1.2 History of the cross-border co-operation in the area

Since 1991, the Franco-Belgian metropolitan project was covered by the Cross-border Standing Conference of Inter-municipal Organisations (COPIT). This common tool gathered Lille Metropolis Urban Community (1.1 million inhabitants) and four Belgian intermunicipal entities (700 000 inhabitants). In 2001, COPIT was structured into a voluntary association under French Law.

Since 2002, a global reflection had been launched to consider the evolution of COPIT to a cross-border structure of governance. It leaned on the work of a Franco-Belgian parliamentary group, which identified the legal brakes on the cross-border cooperation and produced ideas for solutions. One of the ideas was to eventually create a forum for political debate and for interface between different authorities bringing together all the necessary competence (it wouldn't induce any transfer

of competence). Thus, a concrete proposal for the creation of a Eurodistrict was adopted in June 2006.

In addition, the reality of the cross-border conurbation of Lille is officially recognized by the French State which included in 2005 the entire perimeter of the COPIT in the call for projects to establish metropolitan contracts. In addition to the border city of Lille, the metropolitan area includes the Pas de Calais coalfield (Lens, Douai), Valenciennes and Maubeuge.

At the technical level, COPIT was equipped of an operational structure, the Cross-border Workshop, which has developed the draft GROOTSTAD, cross-border scheme of planning and development, around themes including metropolization of the territory, mobility or put consistency in the local planning. The project led to the publication in 2002 of a *Proposal of Strategy for a cross-border metropolis* to turn the territory into a cross-border integrated metropolitan system with a common development strategy, and facilitate the emergence and the implementation of cross-border projects. In late 2007 it was decided to dissolve the COPIT due to the creation of the Eurométropole.

So far, even if numerous cross-border projects have been developed through bilateral or trilateral cooperations, the establishment of cross-border projects has encountered difficulties, including legal and institutional ones. The establishment in January 2008 of a new governance structure, the Eurométropole Lille-Kortrijk-Tournai EGTC, should allow the outcome of cross-border projects of greater magnitude, in accordance with the strategic objectives set by the different actors.

2. CROSS BORDER TERRITORIAL COHESION POLICIES

2.1 Current cross-border governance in the Eurométropole Lille-Kortrijk-Tournai

The current structure of governance of the Eurométropole Lille-Kortrijk-Tournai was set up in late 2007 and the EGTC was officially created on 21 January 2008, date of the "Arrêté du Préfet de la Région Nord-Pas de Calais". The constitutive meeting of the Assembly took place a few days later, on 28 January 2008. The Eurométropole Lille-Kortrijk-Tournai EGTC is a structure under French Law. The partners of the EGTC are now in the process of setting up the operational services and launching the first activities.

The priority tasks of the Eurometropole EGTC are :

- to ensure consultation, dialogue and to encourage political debate, bringing together all institutions
- to produce cross-border border consistency throughout the whole territory
- to facilitate, carry and realize projects reflecting the development strategy worked out in common
- to facilitate the day-to-day life of inhabitants of the Franco-Belgian metropolis

2.1.1 A short description of the organisation

The Eurométropole Lille-Kortrijk-Tournai EGTC is a formal structure and has its own statutes.

All the institutional levels in France and in Belgium are involved in this cross-border cooperation process. The EGTC joins the 14 stakeholders of the cross-border conurbation gathering all competencies:

- On the French side: the State, the Region Nord-Pas-de-Calais, the Département du Nord and Lille Métropole Communauté Urbaine.
- On the Belgian side: the federal State, the Flemish Region and Community, the Province of Western Flanders, the Leiedal intermunicipal association, the WVI intermunicipal association, the

Walloon Region, the French Community of Belgium, the Province of Hainaut, the IDETA intermunicipal association, the IEG intermunicipal association.

A conference of Mayors and Burgomasters will also bring together all the mayors and burgomasters of the Eurométropole. Its purpose is to inform the Mayors and Burgomasters of the works and projects of the EGTC and enable discussion of them at the communal level.

There is moreover a wish to involve socio-economic actors but the way is not yet decided.

At the political level, the Assembly of Eurométropole elects the Desk, the president, the 3 vice-presidents, votes the annual budget and launches the recruitment of the technical team .

A technical working group, set up on the occasion of the first meeting of the Constitutive Committee of the Eurométropole EGTC and made up of representatives of the 14 partners, is still working and provide the interface with administrations.

The technical work of the Eurométropole will be ensured by a Cross-border agency, which is an administrative and technical tool. The recruitment of its director is still in progress.

A principle of double-parity applies to the functioning and composition of the organs: parity between the French and the Belgian sides, and parity between the Flemish and the Walloon sides for Belgium. French-Dutch bilinguism is also a key-element of the EGTC.

Apart from this institutional cooperation, there are a lot of cross-border projects led by other actors such as universities, chambers of commerce, NGOs, nature parks...

2.1.2 An overview of finance

Eurométropole EGTC is financed by its members (50% French; 50% Belgium).

For the years 2008 to 2010, the budget allowed for its activity is about 4 million euros, among 600.000 euros for different studies.

2.1.3 Cross-border communication

Eurométropole EGTC hasn't already realized any cross-border communication strategy and doesn't have any common logo. But this issue is included in the working programme for late 2008.

2.2 Existing programme in favour of territorial cohesion

2.2.1 Projects

40 projects were identified by Lille Metropolis in its *Cross-border urban area strategy* in 2002. A good few of them have been realised, under way or at the study stage. Among them :

Communication

A cross-border television with 4 bilingual programmes (partners : C9 Télévision, WTV, No Télé, CRRAV, Chamber of Commerce of West-Vlaanderen, Franco-Belgian Chamber of Commerce and Industry)

Public services

- Cooperation for a cross-border public cremation service (partners : IDETA, PSILON)
- Cross-border survey about the mobility of the households living on both sides of the border (partners: Walloon Region, intermunicipal association Leiedal) :
- Cross-border buslines

Culture and language

- Integration of the cross-border and Europe aspects in the Lille Metropole identity and culture through trainings and Dutch courses
- In 2004, Lille was designated "European Capital of Culture". For the first time in the history of this honour, an entire "Euroregion" was lining up behind a key city (60% of Lille 2004 didn't take place in Lille). Other French cities (Lens, Calais...) but also many Belgian towns (Kortrijk, Tournai, ...) were involved in the project.

Employment

- Cross-border employment forum of the Eurometropole (partners : public organisations and employment authorities, chambers of commerce, employers' associations, trade unions and businesses)

Water and environment

- Franco-Belgian effluent treatment plants (partners : Ipalle, Walloon Region, Flemish Region, Aquafin)
- Cross-border campaign for the prevention of waste (Miniwaste) (partners : asbl Espace Environment, IPALLE, Intersud, municipality of Lille)

2.2.2 The global framework

After a long-haul process of coordination, the different partners from both sides of the border, today active members of the cross-border project of governance Eurométropole Lille-Kortrijk-Tournai EGTC, are currently drafting the common 2008-2010 work programme. Their task is to develop concrete projects within the framework of the new EGTC and using the European funding opportunities allowed by the new operational programme Interreg IV 2007-2013.

The first projects would deal with daily issues such as the environment, economy and employment, transport and general public services as well as the development of a Eurométropole identity.

All these projects will be developed through an improved governance system supported by an efficient technical tool, in order to feed the strategic document with concrete actions. For now, the Eurométropole Lille-Kortrijk-Tournai is recruiting the general director who should guarantee the achievement of the objectives previously depicted.

2.3 Added value of the «EGTC» URBACT Project: a general overview of the Local Action Plan and the URBACT Local Support Group (cf table in the appendix)

LMCU expects to discuss the implementation of EGTC regulation with other cross-border conurbations and thus elaborate recommendations for creation of EGTC elsewhere in Europe. After the official creation in January 2008 of the first EGTC in Europe, it's time to set up the operational organisation that will enable effective development of ambitious projects within a multi-level governance framework. It expects to identify how the EGTC structure could liven up the cross-border territory and run concrete projects, in particular by using Structural Funds. Furthermore, the different events/seminars organised in the framework of the «EGTC» URBACT project will give the opportunity of to exchange ideas and experience on key issues for the Eurométropole such as coordination between different scales of cross-border governance, between all relevant actors, public and private ones, involvement of socio-economic actors, technical issues such as recruitment of staff. The involvement of the Eurométropole in the URBACT project is of high relevance insofar as the 14 partners from both sides of the border are currently drafting the common 2008-2010 work programme.

Having experimented a long-haul process of cooperation resulting in the establishment of the first EGTC in Europe, LMCU will share its experience on legal structuring and on the added value of involving all public levels, including national and managing authorities.

The Local Action Plan will deal with the operational framework of the Eurométropole Lille-Kortrijk Tournai EGTC, mainly on the previously mentioned elements (for more details, see table in the appendix).

To elaborate this Local Action Plan, Lille Métropole has decided to involve the technicians from the 14 partners of the Eurométropole – local, regional, national and managing authorities - in its ULSG. Having contributed since 2006 to the whole reflexion on the cross-border cooperation for the Eurométropole, including on the convention and the statutes of the EGTC, the involvement of these structures will guarantee a continuity of the reflexion.

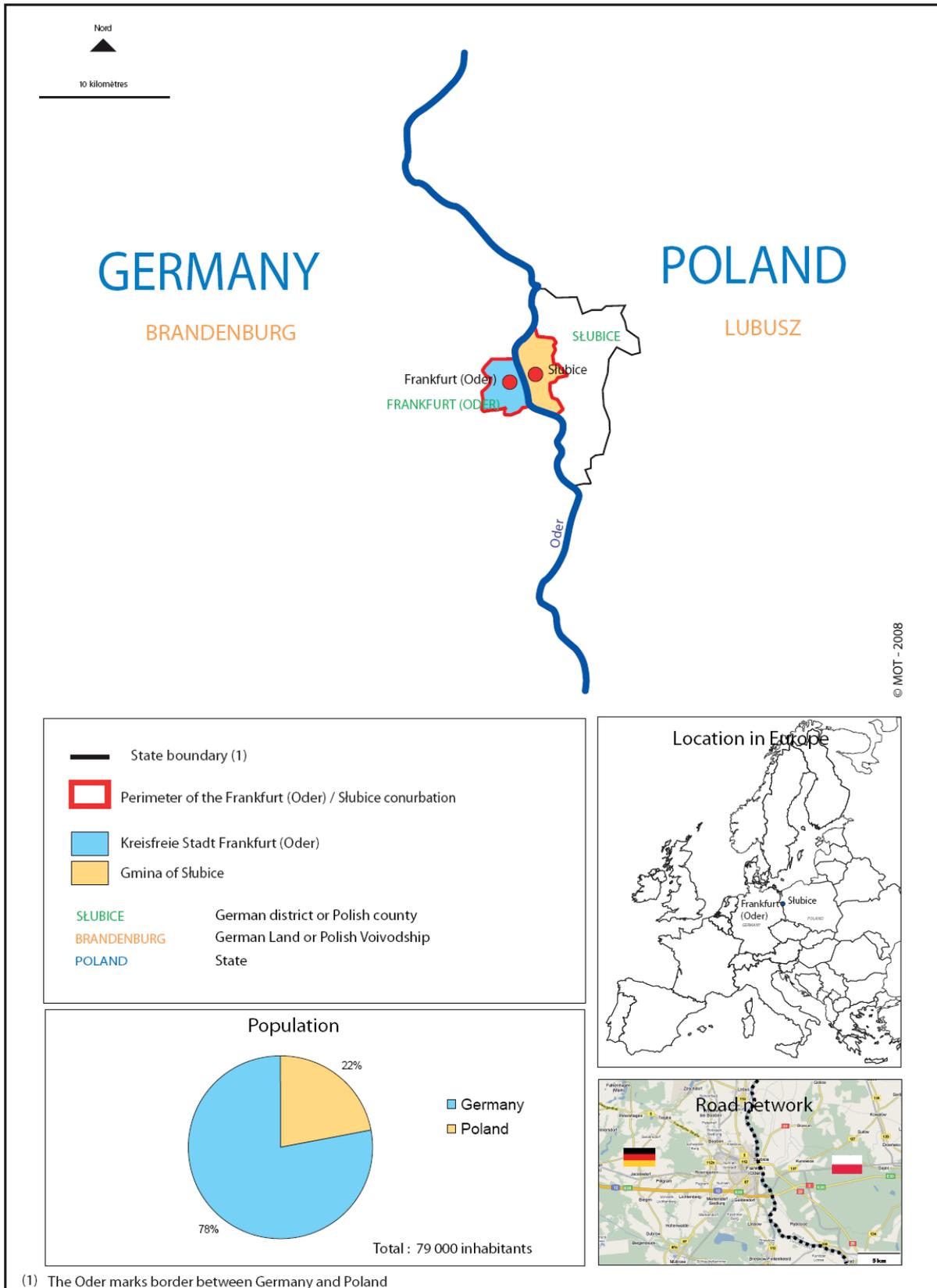
CONCLUSION

After the official creation of the EGTC in January 2008, the 14 partners are in the process of defining its action plan and setting up the operational organisation that will enable effective development of ambitious projects within a multi-level governance framework. In terms of activities, the first priority is indeed to implement structuring projects for the Eurométropole, e.g. with the coordination or merging of equipments and services, and to involve the population in these projects. Communication activities will also be essential in 2008 and 2009 to make the EGTC known by the population, the media, other European metropolitan border areas and the European institutions.

Thus, the participation of Lille Metropolis to the «EGTC» URBACT project is a totally complementary of its work programme for the years 2008-2010. On one hand, because of its long-term experience in the structuring of cross-border governance, Lille Metropolis good practices will benefit to all the other

partners of the project. On the other hand, the Eurométropole EGTC needs to achieve its operational organisation through concrete projects. Finally, the Eurométropole Lille-Kortrijk-Tournai, as the first registered EGTC in Europe, wants to be the precursor of cross-border integration in Europe.

PARTNER 3 : The Frankfurt (Oder) – Słubice conurbation



1. OVERALL SITUATION

The cities of Frankfurt (Oder) (61.969 inhabitants) and Słubice (16.986 inhabitants) are located on the German-Polish border, marked by the river Oder. Together, they form a cross-border conurbation of about 81.000 inhabitants.

The town of Frankfurt's first development took place on the western bank of the Oder; later the town was extended to the eastern bank and the suburb of Dammvorstadt. After the World War II, the new German-Polish border ran along the Oder, separating the eastern suburb, renamed Słubice, from the rest of Frankfurt. During the communist era, the relations between the two towns were very weak, notably because both were mostly inhabited by displaced refugees expelled from the lost eastern German and Polish territories taken by Poland or the Soviet Union. However, in the middle of the 1960's, a light opening of the borders allows some factories of Frankfurt to employ about 800 Polish border workers. After 1971, the removal of the visa between Poland and the German Democratic Republic (GDR) has enabled a development of the cross-border area. In 1981, the GDR closes unilaterally the border which will be hermetic till the German reunification (1990).

After the "change", at the beginning of the 1990's, the situation is not prosperous. There is a lack of communication, of language knowledge and of culture competence. Polish citizens are required to have a visa to cross the border, transformed into the external border of the European Union with all the problems related. Therefore, both cities suffer from a bad image by reason of a sinister economic situation, especially on the German side where many industries go bankrupt (at the GDR time, Frankfurt had a big semiconductors factory with 8000 employees). Between 1988 and 2008, Frankfurt loses about 26.000 inhabitants. In the same time, the population on the Polish side lightly increases, Słubice deriving profit from its border location. Thus, several small companies, markets and gas stations settle to attract German consumers causing a kind of dependence of Słubice to the German side.

However, the cross-border flows of proximity increase and the first actions of cooperation appear. In 1996, 13.000 vehicles cross the bridge between Frankfurt and Słubice every day, in addition to the 30.000 vehicles at the close motorway checkpoint Frankfurt-Świecko (situated on the Berlin-Warsaw road, significant for international transit traffic). Because of their saturation by lines of trucks, both towns decided to build new bypass and bridges (financed by Phare and Interreg II) in order to improve the crossing of the conurbation.

During the last 18 years, Frankfurt and Słubice have used every effort to change their image and to derive profit from their strategical situation. Concerning the economy, both towns have created the joint-venture in Frankfurt and a special economic zone in Słubice to attract more international investment. Several microelectronic and technology firms have settled in the area and Frankfurt is now considered as a center of science and research, particularly in the sector of solar energy. Frankfurt renewed also its cultural offer by the creation of several equipments (conference and trade fair center, concert hall, museum,...) and events, most of them in partnership with Słubice. Finally, one of the most significant realizations is the creation in 1991 of the European University Viadrina on both sides of the Oder. This cross-border equipment welcome every year about 5000 students, among them 53% of Germans and 22% of Poles.

Today, Frankfurt and Słubice have overcome a part of their difficulties and seem to be better integrated in a common conurbation, especially after Poland membership in the European Union (2004) and in the Schengen zone (2007).

1.1 Political organisation on both sides of the border

At the **local level**, Slubice is a municipality (*gmina*). In Poland, the competences of the municipalities are public transport, social services, housing, environment, culture, health and primary education. At the intermediary level, Slubice is also the head of the Slubice county (*powiat*) of which competences are road building and maintenance, secondary education, civil protection, environment and employment.

On the German side, Frankfurt (Oder) is an urban district (*Kreisfreie Stadt*) and then has the competences of a municipality (*Stadt*) and of a district (*Kreis*): urban planning, water management, youth and social aid, building and maintenance of schools, construction and maintenance of roads, collecting and managing household refuse.

At the **regional level**, Slubice belongs to the region (*województwo*) of Lubusz. In Poland, the tasks of the regions are economic development, higher education, environment, employment, social policy and regional roads management.

On the German side, Frankfurt (Oder) belongs to the State of Brandenburg, one of the 16 states (*Länder*) of Germany. The competences of the state are culture, education, environment and police.

1.2 History of the cross-border co-operation in the area

The cross-border cooperation between Frankfurt (Oder) and Slubice started in the early 1990's, after the German reunification and the lightening of the border controls. The first initiative was the elaboration of the common document "European city of Frankfurt (O) – Slubice – state of art, tasks and perspectives" about the future actions of the cooperation in the cross-border conurbation. At the same time, Frankfurt and Slubice with other municipalities of both sides of the border, decided to create the Pro Europa Viadrina Euroregion (see the map below) in 1993 when the German part became a region eligible within the framework of the INTERREG II and the Polish by PHARE CBC (Cross Border Cooperation). In 1994, the two towns elaborate a common planning document "Räumliches Strukturkonzept" catching the whole cross-border urban area. During this period, the two municipalities started to organize meetings of both mayors and common town councils (11 since 1993).

Members of the Pro Europa Viadrina Euroregion



2. CROSS BORDER TERRITORIAL COHESION POLICIES

In 2004, Frankfurt and Slubice worked out a programme for common development and cooperation of a European City. During the years 2004-2006, both towns took part in the “City Twins Cooperation Network”, within the framework of Interreg III C, with four other cross-border conurbations (on the borders of Northern and Eastern Europe) as a result the creation of the City Twins Association.

2.1 Actual cross-border governance in the Frankfurt (Oder) – Slubice conurbation

The common agreement on cross-border cooperation signed in 1990 was the first step of a common political will to develop cooperation and go towards an integrated cross-border conurbation. This document has been the basis to set up many common actions in the fields of urban planning, flood prevention, culture, tourism... In spite of this active process to promote a better cross-border governance in the conurbation, Frankfurt (Oder)-Slubice has no common working structure. Its function is played by a Common Committee of both City Councils and the regular mayors’ meetings.

2.1.1 A short description of the organisation

The Frankfurt (Oder) - Slubice conurbation is not a formal cross-border structure. However, on the political level, the cross-border cooperation was managed by both mayors (they meet five of six times a year) and a common city council assembly (meeting once a year).

Concerning the technical work, it was ensured before 2006 by three Common City Council Committees (Economic Development/ European Integration, Ecology and Culture/Sport). Today, it remains only one Common Committee of both City Councils (since March 2007, meetings four times

a year) with five members from each city under common presidency of one Polish and one German member. The Common Committee can require the participation of external experts, according to the subjects.

2.1.2 An overview of finance

The actions are financed on the own budget of both towns. The cross-border projects are mainly financed by the European Interreg funds. On the other hand, federal or national funds concerning cross-border cooperation are very weak.

2.1.3 Cross-border communication

The Frankfurt-Slubice conurbation has yet neither developed a communication strategy nor a common logo. However, it exists many examples of common communication to advertise the cross-border conurbation (example: a parlour game about the history of cross-border cooperation).

2.2 Existing programme in favour of territorial cohesion

2.2.1 Projects

Education

Different levels of education have been the object of cross-border achievements. For the children, a bilingual European kindergarten “Euro Kita” was created in Frankfurt (Oder) in 2000. Concerning the secondary education, a polish branch has been opened in the “Karl-Liebknecht-Gymnasium” in Frankfurt (Oder). Finally, on the highest education level, the European University Viadrina was created in 1991 in collaboration with the Adam Mickiewicz University of Poznan (Poland). All of these different projects were financed by funds of the EU programs Interreg IIIA.

Urban planning

Concerning urban planning, the main achievement is the transformation of an island on the Oder River into a European park with a cross-border dimension (signs in both languages, common events). This project was financed by the programs Interreg IIIA and PHARE.

Tourism

One of the last projects has been the creation of a common web page for common tourism development and marketing (2005-2007).

2.2.2 The global framework

The participation of Frankfurt (Oder) and Slubice to a network of cross-border conurbations through the Interreg IIIC project City Twins Cooperation Network (2004-2006) has been very useful for the structuring of its cross-border governance. The main achievements of the project (and later the City Twins association) has concentrated on developing cooperation between the “city twins” especially in following sectors: cooperation between the city administrations; local industrial development; promotion of labor mobility; social and health issues; border crossing; education and training; culture;

services and citizens; and promotion of interests of the “city twins” in different political levels (national, EU-level).

2.3 Added value of the «EGTC» URBACT Project : a general overview of the Local Action Plan and the URBACT Local Support Group (cf table in the appendix)

The Frankfurt (O) – Slubice conurbation faces the challenge to enhance the coordination of all actors and policies in order to find a common answer to urban challenges, such as the decreasing of the population, unemployment and social tensions, the “energy question” and the lack of identification of the citizens with the cross-border urban area. The municipalities elaborated in 2005 the concept of the “City Councils Commission Frankfurt Oder - Slubice” for a common urban strategy and organised the “Future Conference Frankfurt Oder-Slubice” in 2007. The «EGTC» URBACT project will give the opportunity to deepen these debates. Based on these results, the Frankfurt Oder – Slubice cross-border conurbation is planning to organise a meeting of all local stakeholders in order to conclude the “state of the art” of cooperation in all urban policy fields so as to propose to the city councils to adopt a local measure plan and to control its implementation.

The establishment of a cross-border governance structure might allow for a cross-border dialogue to combat these challenges.

Consequently, participating to the «EGTC» URBACT Project would enable the cross-border conurbation to learn from best practices and experiences of other cross-border urban areas in Europe, on approaches in favour of a common urban development and particularly on how to establish and develop sustainable cross-border structures so as to formalise the cooperation.

Moreover, the Frankfurt (O) – Slubice conurbation will provide to other cross-border urban areas a good practice as the Euroregional level. Indeed, the Euroregion Pro Europa Viadrina, is strongly involved in the reflexion of both cities.

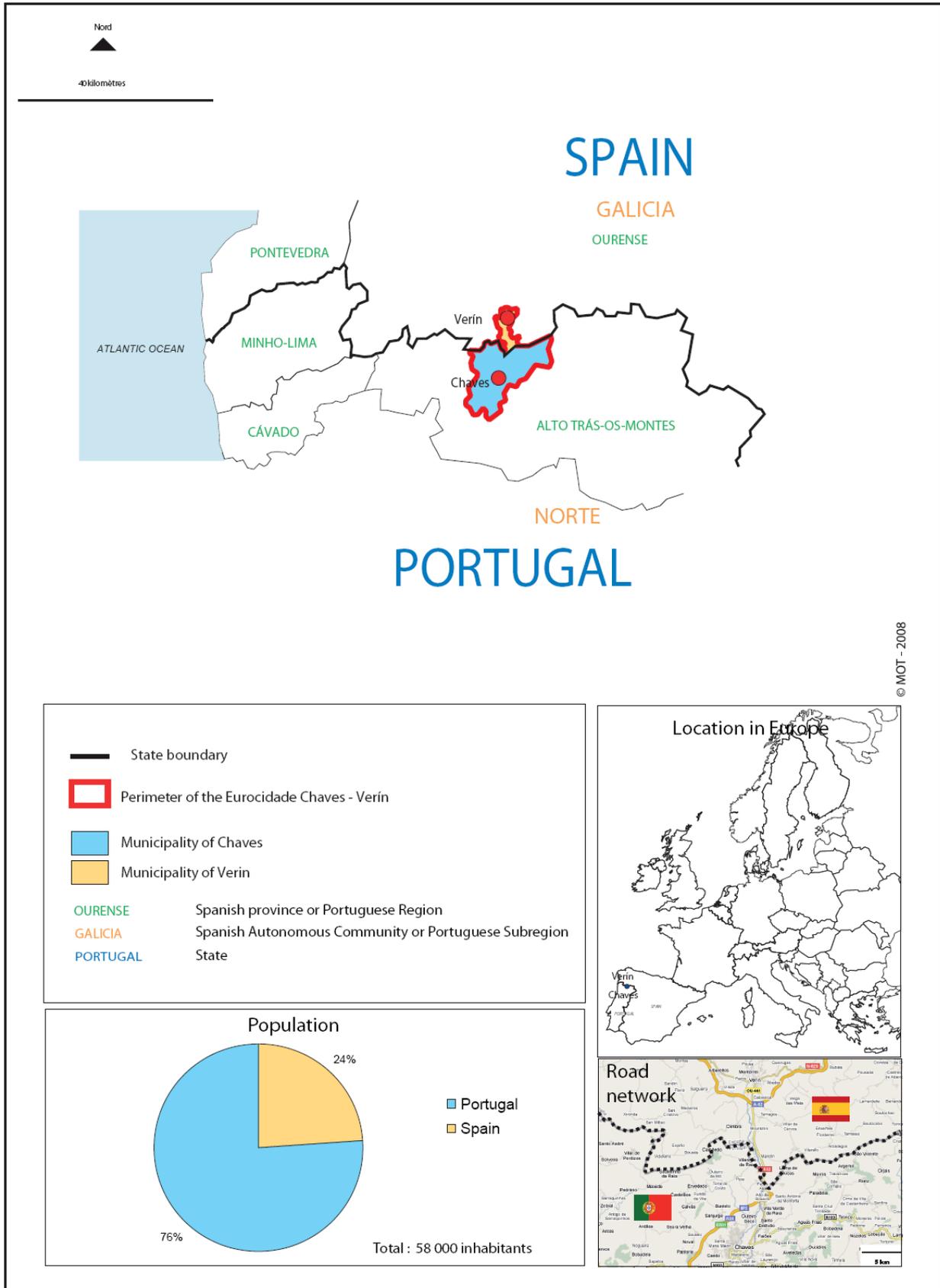
The Local Action Plan of this cross-border conurbation will deal with the establishment of a cross-border legal structure of governance with an efficient operational management (e.g, staff with a strong expertise). The ULSG, which will be strongly involved in the elaboration of the Local Action Plan, will be composed of the Mayors from both cities, the relevant departments of the municipalities, regional levels, the German managing authority of the INTERREG IVA programme, the Euroregion Pro Europa Viadrina and socio-economic actors. The ULSG will be headed by a council committee composed by the Mayors, leading to a clear commitment of the local elected representatives.

CONCLUSION

In spite of nearly 20 years of active cooperation, and the common participation of Frankfurt and Slubice in many actions on the local, regional or European level, the cross-border conurbation lacks a real structure in order to establish long term cooperation. At a larger scale, this kind of structure could be established for the Euroregion Pro Europa Viadrina, in which both towns are involved (the mayor of Frankfurt is for now the president of the Euroregion) and which could adopt a legal form like the EGTC in the next years. For now, Frankfurt and Slubice need to organize their technical work.

The «EGTC» URBACT project should be the occasion for both towns to develop a reflexion about common strategy as a result the formalization of a structure of governance, coordinated to the Euroregion.

PARTNER 4 : The Eurocidade Chaves-Verín



1. OVERALL SITUATION

1.1 Historical and spatial characteristics of the cross-border area

Chaves (44 186 inhabitants) and **Verín** (14 433 inhabitants) are two towns located on the Portuguese-Spanish border, between North Portugal and the Autonomous Community of Galicia. Far from only 15 km from each other (city centres, because the municipalities are really together, only the former customs separate them), they both have a great historical importance, Chaves being the site of an important Roman garrison and later being in the forefront of resistance during the Napoleonic invasions of the early nineteenth century and Verín with its Monterrey Castle which played an important role throughout the Portuguese-Spanish wars, having been strategically built on the frontier for the purpose. Since 2007, they form together the **Eurocidade Chaves-Verín**, a conurbation of 59 000 inhabitants. This common territory is not separated Tâmega River, and form on the contrary a natural corridor between the two cities and countries. Many of the local people, mostly on the Portuguese side, have emigrated to northern Europe, especially France in the 1970's and return visit their villages in summer (population of Chaves doubles in August). Concerning the proximity cross-border flows, there isn't yet any statistics available.

The two border areas share some characteristics.

- In term of **infrastructures**, they were considered as isolated: Chaves has been isolated from the coastal urban centers and had suffered from a lack of convenient road communications till 2007. Recently, a new non-toll highway (A24) was opened to traffic and links Chaves to the rest of Portugal (Vila Real, Porto, Viseu, Lisbon), and in the future will connect to Spain. Verín is linked with Madrid and Ourense/Vigo by the highway A-52 and by the N-525.
- The local **economy** is still based on agriculture (potatoes, corn, rye or milk production on the Portuguese side and wine production on the Spanish side), industry (water bottling and construction, a sector in crisis today) and services (especially health tourism on the Portuguese side, more cultural tourism on the Spanish side with the Monterey Castle). Today, the cross-border area tries to attract more investors drawing profit from its strategic position in the Iberic peninsula.

Moreover, both cities and their surroundings want to develop the cross-border area through exchanges in the field of culture, of students, the development of a public transport network creating a direct daily link between or access to health or the development of joint activities in the field of tourism, research, education and vocational training, sports, logistics/industry and environment.

1.2 Political organization on both sides of the border

At the local level, Chaves is a municipality (*município*) divided in 3 civil parishes (*freguesias*). In Portugal, the municipalities are competent for the management of municipal assets, public works and urbanism, education (the 4 initial levels), culture, environment and streets lighting while the *freguesias* ensure only proximity services (like, for example, water supply or streets cleaning)..

On the Spanish side, Verín is a municipality (*município*) formed by 18 parishes (*parroquias*). In Spain, the competences of every municipality are social services, water supply, street lighting, urban traffic control and urban security, licences for economical activities. The municipalities over 5000 inhabitants have additional competences: public libraries, green areas, proposal of urban planning... Verín belongs to this category because it has more than 5000 inhabitants and less than 20.000 inhabitants.

At the regional level, Chaves belongs to the district of Vila Real and to the Region Norte. The district is mainly competent for coordination of services in the district, for coordination of local authorities activities in regard mainly to civil protection. Portugal (mainland) is divided into five regions, administered by the Commissions for Coordination and Regional Development (Comissões de Cooperação e Desenvolvimento Regional). The commissions are administrative bodies responsible for the development of the regions.

On the Spanish side, Verín belongs to the province of Ourense which is located in the Autonomous Community of Galicia. In Spain, the competences of the province (*provincia*) are coordination of common municipal services, legal, economic and technical aid to municipalities, provision of supra-municipal services, development and administration of the province. The Autonomous Community (Comunidad autónoma) is one of 17 regional authorities of Spain. It has competences of organisation of the institutions, land development, public works, economy, agriculture, culture, social policies, environmental management, development of economical activities, health, education, etc.

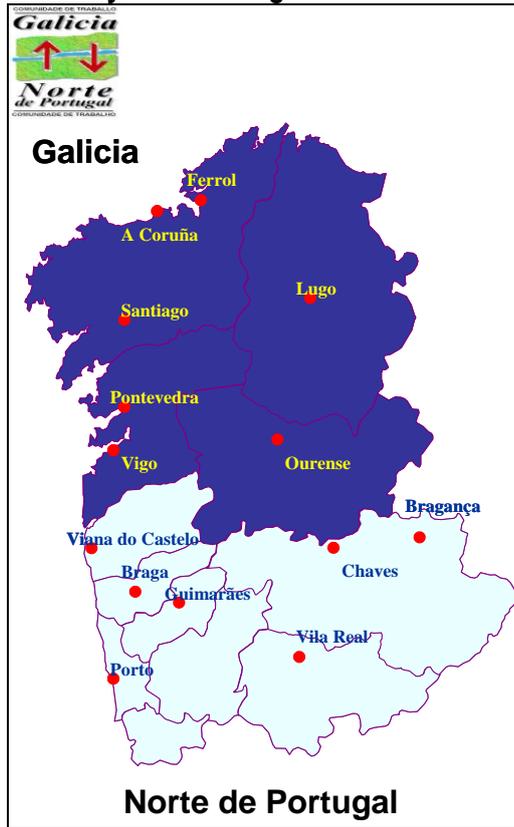
2 CROSS-BORDER TERRITORIAL COHESION POLICIES

2.1 History of cross-border co-operation in the area

The Eurocity is located in 2 regions, Galicia and Northern Portugal which initiated a cross-border co-operation in terms of strategic planning in the 1980's. That wish to co-ordinate spatial policies at the Regional level is due to an increasing integration of both economies in a European context. The first talks started with the entry of Portugal and Spain into the European Union in 1986, a national decision which has led to a strong interlinked economic development at the regional scale. 20 years after that entry, Galicia has become the 4th most important economic partner of Portugal, the Spanish region becoming for Portugal an economic partner more important than the United Kingdom. The volume of trade between Galicia and Northern Portugal has increased tremendously during the past decade. At the moment, it represents more than 7% of all Spanish-Portuguese trade. That integration was made possible because of the free-market policies of the European Union and some infrastructures investments subsidized by the European structural funds (bridges, motorway).

The necessity of a direct public co-ordination at the interregional level led to the creation of a "Working Community" in 1991. That community became the governance tool of the Euroregion "Galicia-Northern Portugal" (see the map below). The executive control of the cross-border governance system is shared by the 2 regional authorities, the president of both public bodies being alternatively president of the working community. The system has also involved other partners through two types of commissions: the thematic commissions (environment – competitiveness/businesses – institutional socio-economical integration) and the territorial ones (4 cross-border valleys and an urban network). Socio-economic representatives and local authorities are associated to the commissions' work, the spatial groups discussing about thematic issues. Two instruments have been created to support the commissions' work: a prospective unit and an interregional spatial observatory. The working community has had no legal statutes but it does prevent the group from having a clear interregional mandate in terms of strategic planning and territorial cohesion. Its objective has consisted, till now, in stimulating a cross-border development framework through a multi-scale/multi-thematic platform.

Working Community and Euroregion Galicia – Norte de Portugal



In 1991, another cross-border governance initiative took place in the area. Contrary to the first one, its executive members are local public authorities, that is to say in the present case, 34 Galician and Portuguese cities and medium size towns working in a registered association called “Eixo Atlântico” (see the map below). The main objective of the association is to stimulate connections between its members in terms of sustainable development in a European context as well as take advantages of common potentialities and grow together in several fields. It has helped its members concerning communitary expertise and territorial marketing at the EU scale. More generally the governance initiated by the association is instrumental in the building-up of a polycentric organisation of the cross-border region. It is a transnational information platform for urban centres working with one another in 8 commissions (sustainable development – planning and transportation – youth and education – public services improvement – culture – tourism – sport) supported by a survey unit.

Members of Eixo Atlântico



Chaves and Verín have been associated to the work of both governance systems as local authorities involved in the same cross-border valley of Tamega (one of the 4 territorial commissions of the interregional Working Community) and as urban centres members of Eixo atlântico. Consequently, the working habits developed between both city councils in the 2 spatial ensembles and the geographical proximity between the 2 urban settlements contributed to the recent creation of the Eurocity, project that has been really driven and encouraged by that Institution.

2.2 Current cross-border governance in the Eurocidade Chaves-Verín

The Eurocity is a relatively new cross-border governance tool as it was officially created in 2007. It is not yet a registered organisation. The system is based on the political co-operation between the Mayors of Verín and Chaves. The Eurocity unites both cities and not the Spanish and Portuguese groupings of municipalities located on both sides of the Tamega valley. The decision was taken by the two mayors to start with a bilateral linkage with a view to extend the co-operation to the surrounding communes in the years to come. It was considered strategically better to search for a local cross-border spatial cohesion at the border point before enlarging the perimeter of actions and decision-making at the local level. The mayors meet each other on a regular basis (once a month). The co-operation is based on a strong political will and a personal good relationship. At the same time, as previously mentioned, the Eurocity is linked with the other policy-makers' networks in the

cross-border area that is to say Eixo Atlantico and the Working Community of Galicia and Northern Portugal.

A working group have been formed in September 2007, with the launch of the project and was formed by representatives from both municipalities, as well as CCDR-N, Xunta da Galicia, Diputación provincial de Ourense, Eixo Altántico and Working community Galicia-North Portugal. Also a joint technical secretariat has been set up, formed by one person per city council at the cabinet level, one of them being also Vice-Mayor (City of Verín). In November, the two members of staff have received the support of a new associate, in concern to take care of the itinerant support cabinet to co-ordinate the work of the Eurocity under their supervision . As for the political level, the group of 3 is connected to the task forces of Eixo Atlantico and the Euroregion Working Community. In terms of finance, no European funding has been used up-to-now to pay the cross-border co-ordination.

The communication of the Eurocity is in the making. A logo has been created. The events and actions co-ordinated by the Eurocity are mentioned in the media (press and radio) at the local, regional and even national levels. Some articles have also been published in the Spanish and Portuguese national press. Visibility has also been assured by the public support that the Portuguese national government and the Galician regional one have given to the project in several occasions

The spoken languages of the cross-border co-operation are Portuguese and Galician/Spanish. As the two idioms share a lot of similarities, each partner speaks its own language and is understood by his counterparts coming from the other side of the border. In terms official activities and written communication, 3 languages are used for instance the common cultural agenda is in Portuguese and Galician, but the activity for children recently developed in order both started learning the other part idiom is in Portuguese and Spanish. This is why at informal level Galician has to be promoted, but the project has to be logical and practical and for children, the Castilian has more future at professional level.

2.3. Existing programme in favour of territorial cohesion in the area

2.3.1 Projects

As the Eurocity is a new project territory, it is too early to have developed a large number of actions at that scale, also due to the transferred competences at local level, but some concrete actions have been already put in place and linked directly to the Eurocidade:

- Visibility Plan, presented by the Portuguese State Secretary for Regional Development and the Galician Economy and European Matters Minister
- Creation of the Support Cabinet with a technical associate.
- Eurocity Stand in popular fairs in Chaves and Verin, in order to raise awareness the population with the project
- Participation in several forums and publication of articles and interviews in diverse media's.
- Worldwide children day celebrated in common.

- Itinerant exposition (in Verin and Chaves) of young talents (painting, sculpture...) from both cities
- creation of a young investigator group (university students) about subjects related with the project.
- Inauguration of the Eixo Atlántico Painting Bienal in the Eurocity
- Dynamization economical seminars for entrepreneurship
- Cultural Common Agenda
- Two Interreg IVA applications presented (Eurocidade and Eurocitivas Aqua Novum) in order to develop the project as a whole in one side and to explore the the potential of the best resource that both municipalities have in common, ie, hot springs.
- Leisure and Learning Summer activity: Living together with languages, consisting in teaching Spanish and Portuguese and making tourism and sports together for children of both municipalities.
- Signature of protocol for citizens of both municipalities have the same conditions in the use of Chaves thermal facilities and pool and sports public installations in Verin
- Elaboration of the strategic agenda for the Eurocity in the next years, and which covers society, eurocitizenship, environment actions, economical development...

Other cross border actions haven't been developed between the 2 cities because of the competences required, the money needed or the territories involved but they are all contributing to the intensification of cross-border spatial integration.

We can distinguish two types of actions:

- The structural ones in terms of transportation and economic development. At the beginning of the decade, it was decided to connect Northern Portugal to Galicia by a motorway. The project which will be finished next year (8 kilometres missing, which will be in place in some months) is of the most importance for the Eurocidade as it will cross it. On the economic side, a large logistic centre including a fish market and a business incubator have been financed with Interreg funding in the commune of Chaves near the motorway. The centre was opened in 2006. It was financed with an Interreg funding through a project associating the Portuguese municipalities' partnership of Chaves (Mancomunidade) and the Spanish one of Mancomunidade of Salnés on the coast.
- The culture/tourism-related ones which enabled to promote ancient path crossing the eurocidade such the cross-border smugglers path and the traditional pilgrimage routes in direction of Santiago de Compostela. A network of museum in the region involving the ones of the eurocity has also been established.

The next generation of projects concerning the two communes will be more centred on the Eurocity because of the recent strategy validated at that level. Still, some other interregional projects could be also very important for the Eurocity such as the high-speed train project which should connect Spain and Portugal in the area or the polycentric actions put forwards by the association Eixo Atlantico.

2.3.2 Global strategy on territorial cohesion

First of all, it is important to say that a global territorial strategy has been validated in 2007 at the Euroregion level for the period 2007-2013. That strategy negotiated with socio-economic representatives and local municipalities has taken into account local structuring initiatives such as the Eurocity one.

The development strategy built-up at the Eurocity level has also been based on a participatory policy (presented last July). 70 people including representatives of the local population, interests groups and experts and policy-makers at different levels have been associated to the drafting of the strategy which has been validated by a group of 20 people. It was a major involvement of the civil society and other cross-border governance networks (Eixo Atlantico – Interregional Working Community) in favour of a strategic cross-border agenda.

The main axes of that strategy established in 2008 are the following ones:

- The development of eurocitizenship
- The sustainability of the Eurocity
- The stimulation of the economy

The increase of a European citizenship at a cross-border level is expected especially through the creation of a social free zone implying an access to both public services by the Spanish and Portuguese local population. Because of the peripheral situation of both cities and the actual policy of scale economies organised in national frameworks, a cross-border access to public services existing locally would be a way to maintain some services; to develop some other ones and consequently to prevent the local population from travelling long distances nationally to get access to the needed services. It is especially the case for health services. Education is also a sector requiring a common agenda at the Eurocity size, especially artistic and university facilities.

In terms of sustainability, the water resources are an essential asset of the cross-border area. River purification in the Valley of Tamega is a major cross-border issue. The protection of traditional rural and urban environment is also considered essential for the sustainability of the area. Finally, the building-up of cross-border technology grids and public transport network is thought to be essential for the physical integration of the conurbation.

The stimulation of the economy is based on three main activities and innovation. Firstly it consists in modernising the water cures activities and to develop a tourism concept around thermal services. Secondly, a strategy linking retailing, catering facilities and public fairs is developed to sustain that traditional sector in the area. Thirdly, logistics as a new economic sector in the Eurocity thanks to a previous interreg project is considered to be an essential activity to be stimulated. Finally, an endogenous and innovative development is fostered such as local business entrepreneurship.

An improved governance system is required to go from strategic policies to structural actions securing a cross-border territorial cohesion.

2.4. Added value of the «EGTC» URBACT Project : a general overview of the Local Action Plan and the URBACT Local Support Group (cf table in the appendix and the conclusion below)

CONCLUSION

The creation of a Eurocity in the Tamega Valley in 2007 is due to a political awareness of a cross-border destiny built-up progressively during the past 20 years. Before the entry of Spain and Portugal in the European Union, connections between the two sides of the border were limited and required no cross-border governance. In our days, flows of goods and people are crossing the area thanks to the European market. A large number of development opportunities exist for territories defining development strategies. The creation of the logistic platform in Chaves is the most vivid example of that spatial regeneration. The European economic integration benefiting to the cities of Chaves and Verín hasn't necessarily implied a global sustainability up to now. The local population is still ageing, most of qualified youngsters trained in external education centres do not come back in the area, traditional economic sectors need to be restructured, public services are in a phase of reorganisation because of the changing population trends and water pollution is a constant problem. Some solutions can only be found in a cross-border framework.

The recent partnership between Chaves and Verín is a public organisation aiming at seizing common opportunities and at resolving common problems. The governance fostered locally is not cut from the rest of cross-border public networks existing at the regional scale. On the contrary, the strategy developed between the two cities has implied a multi-scale partnership and the two cities have been associated to the strategic policies of the other cross-border structures, that is to say the Working Community of Galicia-Northern Portugal and the Eixo Atlantico organisation. The three platforms have a complementary territorial cohesion strategy because of the interlinked dialog. The issue now for them is to implement their strategies. That is to say to co-ordinate structural projects at the cross-border scale.

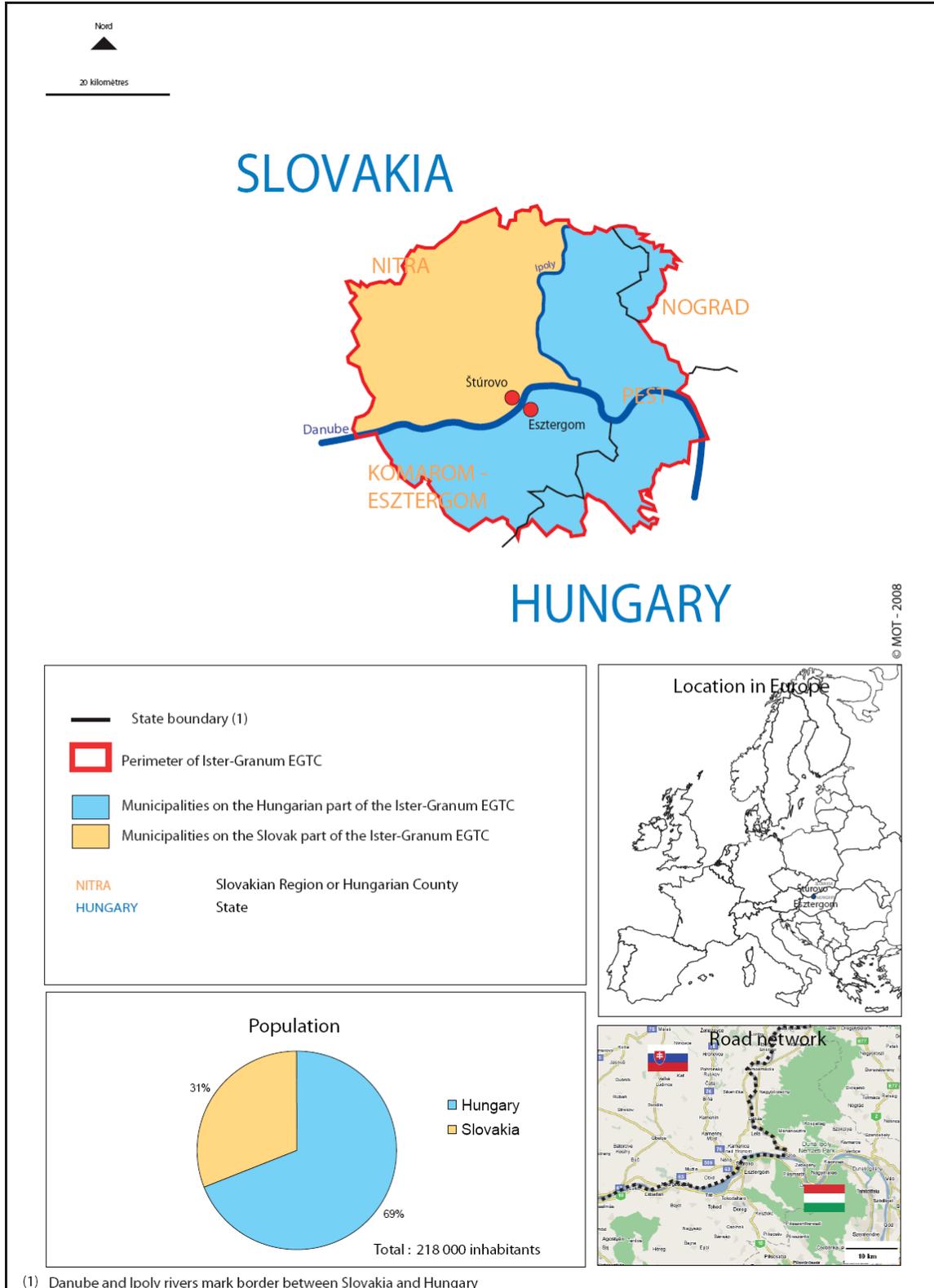
The most decisive structural project expected between Chaves and Verín in the near future is the reorganisation of the water cures activities. The objective is to transform the Eurocity into a water cures destination at the European scale. Many actions are expected to promote that economic sector. Vocational training is, for instance, one of them. The financing of these actions is expected through Interreg funding. The second most important political objective is to foster a cross-border social free zone leading to an integration of local public services. The implementation of the global strategy will require a new governance system at the local scale hence the decision to create an EGTC. The issue is to create a cross-border development tool to improve the citizens' quality of life. A participatory policy is expected through the EGTC. As for the water cures project, an Interreg application has been full-filled to get European funding for the EGTC. The partners of the project are the two cities, but also the Eixo Atlantico association, the Regional Government of Galicia and the Diputacion of Ourense. The governance objectives are the following ones:

- To structure the Eurocity with an operational team, a communication strategy and a prospective agenda associating multi-level and private/public partners
- To create the public window of the cross-border area (located in the symbolic custom offices).
- To foster a European citizenship through a common use of public services, a cross-border office for youth, an education strategy and projects linking the conurbation (e.g.: public transports network, cultural agenda).
- To catalyse the economic development of the eurocity through tourism, retailing activities and the spirit of entrepreneurship
- To contribute to the sustainability of the area especially in terms of river purification

The spectrum of actions expected by the Eurocity is a wide one. A series of governance tools (common staff – communication strategy – office for youth – participatory commissions – strategic surveys) will be used to structure the eurocitizenship and the cross-border area. Because of the cross-border partnerships already promoted locally, the Eurocidade experiences will be beneficial to the other territories involved in the «EGTC» URBACT Project. At the same time, the next two years will be a crucial period for the Eurocidade. It will be a time dedicated to innovative methods of governance that is to say the building-up of a more efficient governance local action plan.

PARTNER 5 : Ister-Granum EGTC

Ister-Granum EGTC



1. OVERALL SITUATION

The cities of Esztergom (30 261 inhabitants) and Štúrovo (11 290 inhabitants) are located on the Hungarian-Slovak border, which is marked by the rivers Danube and Ipoly/Ipel. Together, with other towns (Dorog, Nyergesújfalu, Lábatlan...) they form a conurbation (about 90.000 inhabitants) which is the centre of the cross-border Euroregion Ister-Granum, composed by 102 municipalities, of about 218 000 inhabitants. The Hungarian side, more urbanised and inhabited (69% of the population of Euroregion) contrasts with the Slovakian side, with small villages except from two towns (Štúrovo and Želiezovce).

Esztergom and Štúrovo (Hungarian: Párkány) were twinned towns in the Hungarian Kingdom from the 11th century and after in the Austria-Hungary Empire. The two towns have belonged to two separate states since 1920 following the peace treaties ending World War I (Štúrovo to Czechoslovakia since 1992 and then to Slovakia; Esztergom to Hungary). Nowadays, Hungarians are the largest ethnic minority of Slovakia (9,7% of the population). They are mostly concentrated in the southern part of the country, like in the Slovakian part of the Euroregion of the population.

The rebuilding of the Maria Valeria Bridge in 2001, destroyed during the World War II, is the starting point of the recent integration of the two towns in a cross-border area. Since this date, the number of cross-border flows deeply increased in both ways, especially concerning the workers. Today, about 2500 persons of Štúrovo cross the border everyday to work in Esztergom (mainly in the Suzuki factory).

The economic situation is pretty good and the two parts of the Euroregion are complementary. The Hungarian side of the border, more industrialised and urbanised, concentrates job places and has a light unemployment rate (less than 5% in 2008). With 6000 employees (2300 Slovaks), Magyar Suzuki is the first employer of the euroregion (besides, the Japanese company has organized its own bus network to for the employees devoid of personal vehicles). The Slovak side is a more rural area, with small villages and a higher unemployment rate (10%) but decreasing since 2001. However, the railway station of Štúrovo, which was the second biggest in Slovakia for freight transport in 1988 should benefit of its situation for the use of the local plants, among them Suzuki.

1.1 Political organization on both sides of the border

At the local level, Esztergom is a municipality. In Hungary, Municipalities are the basic units of the system and are organized by settlements, which in Hungary include villages, cities and cities with county rights (Esztergom doesn't have this right). The municipalities benefit today from a considerable degree of autonomy. Municipal governments are no longer subordinated to county governments; notably, a county cannot overrule the decisions of a municipality. Main tasks of the municipalities are local development, urban planning, protection of the environment, housing, public transport, social services, primary schools, maintenance of the roads and public areas, water resources, fire services and culture.

On the Slovak side, Štúrovo is a municipality (*mesto*). In Slovakia, municipalities are legal entities. Their main tasks are public transport, water supply, social assistance, civil status, urbanism, environment, culture and sport, health and primary schools. They may participate at international, cross-border and interior cooperation.

At the regional level, Esztergom belongs to the Komárom-Esztergom County. In Hungary, there are 7 NUTS II regions, 19 counties (*megye*) and the capital city of Budapest (NUTS III) and 173 subregions (*kistérség*) (NUTS IV), which are mainly grouping of municipalities. The main tasks of the county are county road network, social assistance, land development, culture, education and regional development.

However, there are also 7 statistical regions (*régiók*). They not only play a policymaking role in development but also other areas of spending. Esztergom belongs to the Central Transdanubian Region.

Since 2004, there are also 166 NUTS IV micro regions (*mikro-régiók*), comprising groups of municipalities that plan and implement various local activities, mainly with an aim to expand the provision of joint services.

On the Slovak side, Štúrovo belongs to the Nitra Region. Slovakia is subdivided in 8 regions (*kraje*). The main tasks of the regions are regional network, social assistance, land development, culture, education and regional development.

1.2 History of the cross-border co-operation in the area

The contemporary history of cross-border collaboration is relatively recent. The first step of co-operation started with the twinning of the towns of Štúrovo and Esztergom in 1991. The two settlements were already twinned towns in the 11th century when they both belonged to the Hungarian kingdom. Links were strong till the Second World War. The communist era has cut long terms connections. The ending of the cold war and the prospect of entering the European Union has enabled to reconnect both sides of the Danube River. A deepening of the political cross-border network took place as years passed by. In 2000, the two national subregions established a consultative cross-border council which was replaced by the Ister-Granum Euroregion council in 2003. The latest structure had a mayoral parliament and a presidency shared by 14 members of the parliament, the two subregional development agencies supporting the Euroregion in its works.

In terms of concrete actions, the opening of the Maria Valeria Bridge with the financial support of the European Union in 2001 was the most central project contributing to spatial integration. The previous bridge was destroyed during the last world conflict. The reconstruction of it more than 50 years later has enabled cross-border mobility. The end of systematic police control on the bridge due to the entry of Hungary and Slovakia in the Schengen zone in 2007 was also a crucial step in favour of cross-border urban conurbation.

2. CROSS-BORDER TERRITORIAL COHESION POLICIES

2.1 Current cross-border governance in the Ister-Granum Euroregion

The Ister-Granum Region has decided recently to intensify cross-border governance to secure an efficient integration of the conurbation. The local politicians signed the convention officialising the entry of their municipalities into an EGTC in May 2008. It is the first initiative taken in Eastern Europe concerning the new governance tool proposed by the European Institutions. The EGTC has been registered by the Slovak government and the Hungarian authorities will normally recognize the official existence of the structure in the near future.

2.1.1 A short description of the organisation

The statutes of Ister-Granum EGTC show that the executive power is exclusively shared by the local municipalities of the Euroregion. Subregional authorities and national governments are not members of it. The decision-making process in the EGTC is under the responsibility of 3 instruments:

- The *General Assembly* is responsible for the statutes of the EGTC, the budget of the structure, the integration and exclusion of members, the choice of the EGTC director, the choice of an auditor and the election of the Senate's members. The assembly meets at least twice a year.
- The *Senate* is the managing body of the General Assembly and consequently it represents the assembly between meetings. The head of the Senate is the chairman of the General Assembly. The Senate has 8 members chosen among the members of the assembly, an equal number coming from both sides of the border. The Senate prepares the decision of the assembly and it implements them. It is also an instrument making proposals and delivering opinions concerning cross-border projects, especially the ones prepared by the Committees.
- The *permanent professional committees* are expertise networks helping the EGTC in the definition/implementation of its working programme. They are connected with external organisations and they can organise conferences/work-shops on specific issues. 6 different committees have been established: External relations – Human Resources Policy – Economic and Assets Management – Environmental protection – Industry and Transport – Culture and Tourism.

The Region of Ister-Granum has created a tool enabling to officialise connections between its executive instruments and external organisations, that is to say, The *Regional Advisory Council* which is a consultative body. That instrument is used also to connect with the civil society. Its members are the following ones: the chairmen of the 6 professional committees, 3 representatives of the Ister-Granum Regional Civil Parliament, the representatives of the chambers of commerce and industry (3 persons representing the counties Komaron-Esztergom, Pest and Nitra) and 3 representatives of the largest employers of the Region, that is to say a total of 15 people. The group supports the work of the professional committees and expresses external organisations' interests (employers – employees – professional organisations).

The technical management of the EGTC is put under the responsibility of a Director employed by the structure. Still, as the Hungarian authorities haven't approved yet the statutes of the EGTC, the actual director is not yet employed by the EGTC. Finally, the 2 subregional development agencies covering both sides of the Euroregion also support actively the **actions plan** of the conurbation. It is also important to say that the Hungarian language is used locally as the lingua franca of the cross-border co-operation at the political and technical levels because of the importance of the native Hungarian-speaking communities on both sides of the border. Non-Hungarian speakers are few on the Slovak side of the Euroregion and the Slovak-speaking minority living in the Hungarian region of Esztergom is bilingual. The use of Slovak is mainly necessary to connect with external Slovak organisations located at the regional and national scales. An equal use of both languages is above all limited to written communication, especially when official documents are produced.

2.1.2 An overview of finance

In terms of finance, the EGTC works hasn't implied yet any official cost. **A solidarity fund is expected to finance the management of the structure and its working programme.** The management cost of the two subregional development agencies involved in the Euroregion has been paid by local municipalities. European funding have been asked only to support cross-border projects.

2.1.3 Cross-border communication

The EGTC hasn't developed yet a global communication strategy. Communication in the Euroregion has been more project-related through cross-border events and actions mentioned by the local press and the radio stations. The use of Hungarian in the spoken communication is more frequent because of the cultural characteristics of the area. Slovak is used such as Hungarian for the written communication. English translations are available for documents considered important in a wider European framework.

2.2 Existing programme in favour of territorial cohesion

2.2.1 Projects

Since 2003, a series of projects has been carried out by different organisations located in the Euroregion.

The most significant actions have consisted in:

- Connecting civil society located on the both sides of the Danube River
- Defining thematic strategies enabling a future cross-border territorial cohesion
- Implementing some specific short/medium terms projects

These actions have been related mainly to the following themes: economics/tourism, environment, logistics/transportation and the third sector/civil society (NGOs).

- Economics/tourism: a web portal has been developed for the 20.000 businesses located into the Euroregion with a view to give them useful information for their daily life (e.g.: information concerning the registration requirements). Tourism is highlighted on the portal. In parallel to that project, thematic bicycle routes have been created and common touristic maps on the cross-border territory have been published.
- Environment: A fish ladder on the River Ipoly has been built up to enable fish migration and to reduce the environmental damage caused by the regulation of the River Ipoly dating from the mid-1980's.
- Logistics/transportation: a feasibility study has been carried out concerning the development of a cross-border business-related logistics belt leading to 10 different potential projects. Some plans have also been drawn concerning 2 future bridges crossing the Ipoly River and a renewed road network around that infrastructure.
- Third sector/civil society: the strengthening of the regional civil sphere has been considered as a major theme of co-operation; a guide on the NGO's working in the Euroregion has been published in Slovak, Hungarian and English. A bilingual newsletter is also published. Furthermore, a web portal for the NGOs located into the area has been created to initiate interactions between these organisations. Finally, a cross-border study has been carried out to know about the networks created by the NGOs in the Euroregion.

2.2.2 The global framework

The Euroregion has decided to build up a global policy for the Ister-Granum area. A cross-border strategic development plan was approved by the local authorities in 2005 for the 2007-2013 period, that is to say for the following European Structure Funds generation. The strategy has been achieved with the support of the two regional development agencies located on both sides of the Danube. 8 cross-border committees regrouping a total of 150 experts have also been associated to the definition of the strategy.

The objective of the strategy is to intensify the cross-border territorial cohesion in all possible ways. All spatial topics are considered as potential themes of co-operation. The creation of the EGTC, 3 years after the approval of the development plan can be understood as a required evolution of governance in the area. The previous mayoral parliament and its presidency shared by 14 people has played a major role in the setting up of the Euroregion consciousness but the implementation of a development plan has needed a more integrated structure of co-operation. Still, the first EGTC of Eastern Europe is a newly born cross-border public arena. Governance methods within the EGTC must be experienced to achieve concrete results in the coming years.

2.3 Added value of the “EGTC” URBACT Project: a general overview of the Local Action Plan (cf table in the appendix)

CONCLUSION

The end of communism and the entry of Slovakia and Hungary into a liberal European market have permitted a rebirth of a cross-border conurbation linking Esztergom, Štúrovo and their surroundings. The daily migration of Slovak workers to the Hungarian factories is the most evident proof of that integration. The introduction of the euro in Slovakia at the beginning of 2009 could incite Slovak workers to move back in their country to be paid in a stronger currency. That individual strategy which would also interest some Hungarian workers could destabilise some businesses located on the Hungarian side of the Euroregion, another proof that the destiny of both sides of the Danube is interlinked.

The most recent objectives of the Euroregion are ambitious. In terms of mobility and energy, a cross-border sustainable transportation policy is wanted to secure the exportation of goods and to contemplate new logistics activities along the Danube. A new approach of hospital services is also required. The Euroregion would like to be considered as a single catchment area to allow people living on the Slovak side of the territory to go to the hospital of Esztergom instead of going to the nearest Slovak hospital situated 50 km away from the border. The building-up of a common touristic image is also considered to be a central issue to merge the assets of both sides of the border (thermal activities, heritage, eco-tourism...). Finally, an integrated media strategy helping to connect inhabitants living in the Euroregion is another expected theme of territorial cohesion.

The implementation of these expected policies requires innovative systems of co-operation. The EGTC of Ister-Granum is the political framework of the coming governance. Still, the content of that governance needs to be defined in details. Some major ideas of that strategy have been set up: the building-up of cross-border services such as an Ister-Granum Tourism Agency and a news agency creating bilingual programmes ; a stronger connection between the Euroregion and governmental bodies to secure the funding of the EGTC's projects with national instruments existing in the various ministries; a network of cross-border territories all along the Slovak-Hungarian frontier to express common recommendations influencing more efficiently decision-makers at the national level.

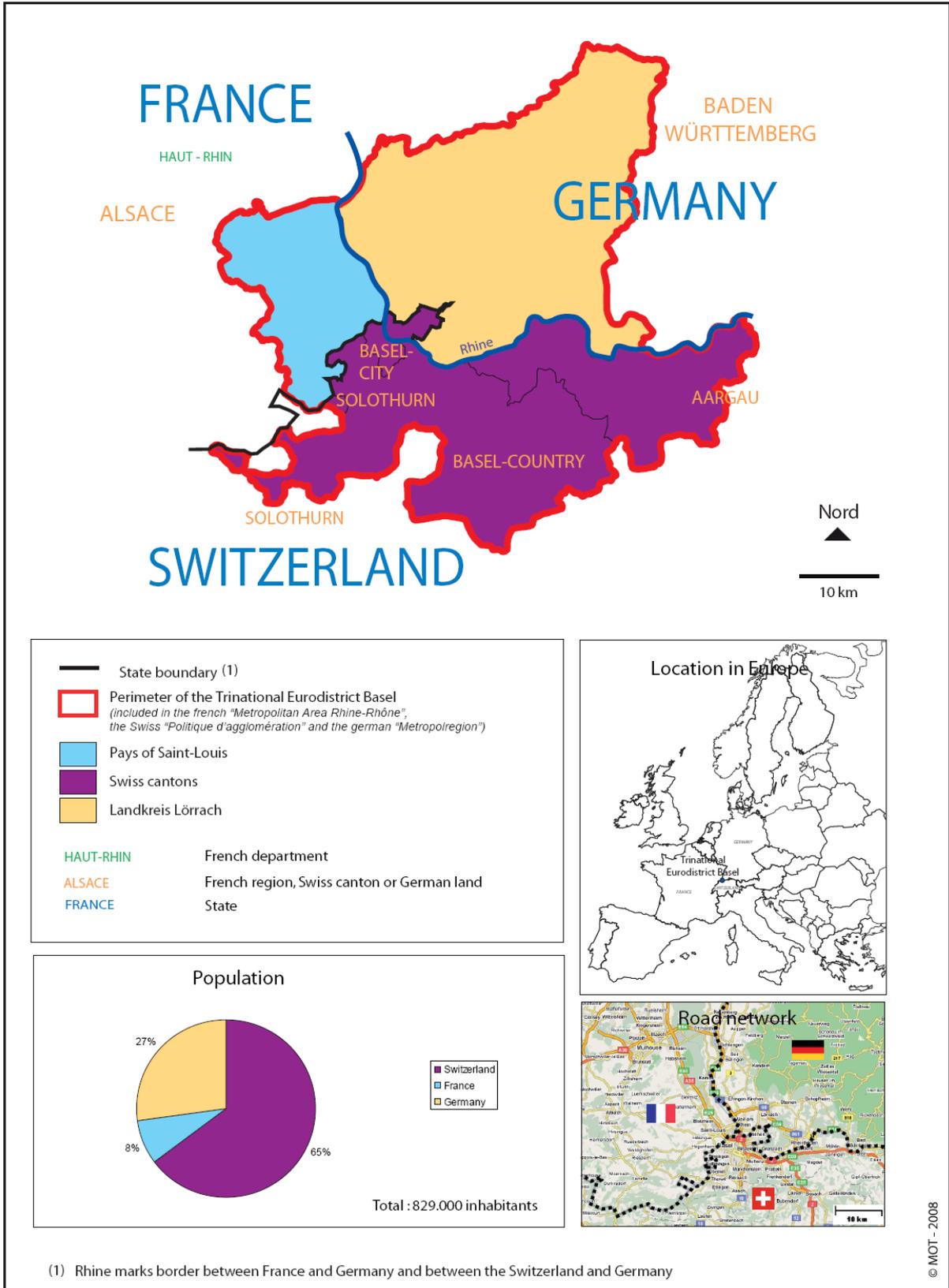
The change of national legislations due to the local needs in border areas is a long and an uncertain process. However a cross-border area having an EGTC could be seen as a spatial laboratory of legislative experimentation. The new governance system expected in the Ister-Granum Euroregion should lead to a certain level of legislative flexibility to test formulas benefiting to both sides of the border. The URBACT EGTC project will help the Ister-Granum area to get experiences from the



other European territories facing the same issues and the dynamics powered in the first EGTC of Eastern Europe will also be a source of ideas for the other territorial partners.



PARTNER 6 : Trinational Eurodistrict Basel



(1) Rhine marks border between France and Germany and between the Switzerland and Germany

1. OVERALL SITUATION

1.1 Historical and spatial characteristics of the cross-border area

The city of Basel is the administrative centre of the Swiss canton of Basel-City. It is located at the centre of an economic space and a coherent cross-border living space. Its conurbation, with approximately 600,000 inhabitants, extends into three countries (Switzerland, France, Germany). The present borders were defined between the Treaties of Westphalia in 1648, by the incorporation of Mulhouse and Illzach into France in 1798 and by the Vienna Congress in 1815.

Since 1996 the French, German and Swiss political authorities have defined two perimeters on the basis of geographical and statistical data and studies: the inner perimeter, that of the conurbation, which is a continuous cross-border urban space around Basel, and the outer economic perimeter. The Trinational Eurodistrict Basel (TEB) reflects its membership, encompasses the conurbation and extends to include the neighbouring territories with which it maintains strong economic and geographical (in terms of travel) links.

The population of the Trinational Eurodistrict Basel exceeds 800,000, divided between Switzerland (65%), Germany (27%) and France (8%). Basel is a front-ranking economic centre: the world capital of pharmaceuticals and a major banking and insurance centre, among other distinctions. The Swiss part of the cross-border conurbation attracts 31,000 border workers from France and 27,500 from Germany every day, while only a few hundred travel between Germany and France to work.

1.2 Political organization on both sides of the border

On the Swiss side, the canton Basel-City is responsible for police, education, research, culture, justice, police, spatial planning, economy, transports, health, energy and environment.

On the German side, the Landkreis of Lörrach has the competences of construction and maintenance of roads, youth and social assistance and collecting and managing household refuse. Besides compulsory competences, there are facultative competences in the sectors of culture, promoting the economy and tourism, building and managing libraries and managing universities.

On the French side, the main partners are the city of Saint Louis, other municipalities, the Département du Haut Rhin, the Région Alsace, and the "Pays of Saint-Louis et des Trois frontières", which is a grouping of inter-municipal entities which assembles together the elected officials and the economic, social, and cultural actors, and their associates, into a deliberative forum to discuss the development policies which should be followed by the community. The main tasks of a *pays* are territorial cohesion and regional development.

2. CROSS-BORDER TERRITORIAL COHESION POLICIES

2.1 History of the cross-border co-operation in the area

Although European cross-border cooperation first emerged in Basel in 1963, when the Regio Basiliensis was established, with an approach focusing essentially on economic development, and has continued to the present day ("Upper Rhine" scheme in 1975), strictly speaking the cross-border

conurbation project dates from 1994, with the launching of the Trinational Conurbation Basel (TAB-ATB) project.

In the same year (1994), following on from a major urban project in Basel, "EUROVILLE" (a large mixed-use property programme around the railway station, including a new tram line, etc.), and the decision by Switzerland not to join the European Economic Area, the regional planning department of the two cantons of Basel (City and Country) floated the idea of preparing a cross-border development concept for the three-border conurbation. This proposal received a particularly warm reception from the neighbouring planners working in Alsace on master plans and in the Baden region on the Regionalplan 2000.

Following a conference in 1995 on cooperation within this trinational conurbation, a joint resolution led to the initiation of a series of studies aimed at better coordination of cross-border planning and development of joint projects, including the establishment of a data bank, the definition of 60 cross-border projects, and travel movement plans and models. Three nested cross-border cooperation study and action perimeters were also defined around the TAB-ATB (Regio perimeter, economic space, inner perimeter).

The TAB-ATB association, formed in 2002, followed cooperation on a conurbation planning project undertaken from 1994, which resulted in the constitution of a policy steering committee and the organisation of a neighbourhood conference, and then a conurbation conference in 2000 to improve cooperation, facilitate information sharing and adopt trinational positions.

In 2006, the political representatives of the conurbation decided to upgrade the structure of the TAB-ATB to allow the formation of the Trinational Eurodistrict Basel (TEB-ETB), a non-profit association governed by Alsace-Moselle law and covering a slightly broader perimeter.

The essential aim of the cross-border conurbation project is to strengthen the role of the central city and of the Trinational Eurodistrict Basel in the network of major European cities while ensuring a genuine quality of life, the principal objectives being expressed in terms of urban development and housing, transport, economic development, environmental protection and a political organisation working to set up an effective cross-border territorial structure.

2.2 Current cross-border governance in the Trinational Eurodistrict Basel

The new cross-border entity TEB incorporates the Infobest information and a consultancy body and the former Conurbation Conference. It cooperates with the infobest information service located in the same building as the TEB Technical Secretariat. The member local authorities within the TEB perimeter are municipalities from four cantons (Basel-City, Basel-Country, Aargau and Solothurn) and a *Planungsverband* (Fricktal Regio) in Switzerland, municipalities and intermunicipal communities in France (Saint-Louis, Communauté de communes des Trois Frontières [Three borders community of municipalities], etc.) and in Germany (Weil am Rhein, Regionalverband Hochrhein-Bodensee, etc.) and a Landkreis (Lörrach) in Germany. In addition, because of their competences, some higher-level French authorities (Haut-Rhin department and Alsace region) are also members of the TEB.

The TEB is at the service of the various French, German and Swiss planning institutions. Its mission is to enhance and coordinate dialogue and carry out joint cross-border projects involving the three

countries, applying the principles of sustainable development, in areas such as spatial planning, public transport and urban development.

The role of the TEB is taken into consideration at different institutional levels. In France, the Haut-Rhin department takes account of it in its spatial development strategy, and the French State through the DIACT has included the TEB within a large Rhine-Rhône metropolitan area within the framework of metropolitan cooperation projects. The cross-border dimension was in fact one of the factors leading to the selection of this area, including Dijon, Besançon, Belfort, Montbéliard and Mulhouse, to be selected in 2005.

The TEB forms the most southern part of the Upper Rhine region which aims at the label of Metropolitan area for itself. In the Upper Rhine region, covered by the Upper Rhine Conference and the Upper Rhine Council, there exist two other Eurodistricts: Region Freiburg – Centre and South Alsace on the one hand and Strasbourg – Ortenau on the other hand. One also has to mention the Regio PAMINA in the North of this region.

In Switzerland, the TEB is taken into account by federal-level planning policies (“Conurbation Policy”; “Model projects”).

Concerning Interreg, the TEB is represented in the technical and policy bodies of INTERREG IV A Upper Rhine.

Moreover, the TEB association maintains informal contacts with the Strasbourg-Ortenau and Lille-Kortrijk-Tournai Eurodistricts. It is also a member of the MOT, which organises regular meetings where discussions with the actors of other cross-border conurbations take place. Regio Basiliensis is an active member of the AEBR.

2.2.1 A short description of the organisation

The TEB is a non-profit association governed by Alsace-Moselle law and has its registered office in France. It has its own budget and personnel. The association functions above all as a forum for discussion and a laboratory of ideas for the decision-makers in the various areas covered by the TEB.

The TEB is in charge of technical staff and the projects (including the INTERREG projects), of preparation of the institutional structures (office, coordination and working groups, plenary sessions), of cooperation with the Consultative Council and other bodies, communication and the geographical information system.

Policy decisions at cross-border level are taken by the TEB Management Committee and by the General Assembly, which brings together a broader range of mayors and other politicians from the three countries.

The association has three political bodies.

- The **Assembly** brings together the representatives of all the members of the association. Each member is represented by a delegate. The Assembly meets in ordinary session once a year. It defines the general priorities, the objectives and the programmes of the association; it deliberates on the agenda items and joint prospects; it votes the policy report, the financial report and the budget.

- The **Management Committee** has eight German members, eight Swiss members and eight French members. The Management Committee members are proposed by the national partners and elected by the Assembly for two-year mandates. The President and the Vice-Presidents, of different

nationalities, are elected for two years in a rotating system which confers the presidency on a representative of each country in turn.

- The **Consultative Council** has 15 German members, 20 Swiss members and 15 French members, all holders of an elected public office. It has a president and various committees.

The association has two technical bodies.

- The **Technical Coordination Committee**, composed of 18 planning specialists from the three countries, advises the Management Committee. It meets every two months.

- The **Technical Secretariat**, with four full-time staff (a director, two project managers and an assistant), is responsible for the administration of the association.

Socioeconomic entities are associated with the work of the TEB through the Regio Basiliensis and Metrobasel, partners in which businesses, public institutions and civil society participate. This aspect involves above all the Swiss sector of the trinational conurbation.

One of the principal overall objectives of the TEB is to strengthen participation by civil society and the population in the work of the Eurodistrict.

2.2.2 An overview of finance

The technical organisation is financed by the annual subscriptions of the members, public aid and grants, donations and any other cofinancing arrangements and contributions.

2.2.3 Cross-border communication

The TEB communicates doesn't have yet any communication strategy by it has a logo and a official name for the cross-border conurbation: the Trinational Eurodistrict Basel. For marketing purposes Basel-Stadt appears as "Basel+" or, together with Basel-Landschaft, as "Basel Area".

2.3 Existing programme in favour of territorial cohesion

The *Overall development concept for the Trinational Conurbation Basel* is joint strategy development project was undertaken in 1997 within the Interreg II framework. Its report, published in 2001, is a summary of all the work done. It gives a joint view of the future planning of the trinational conurbation, approaching the space in its entirety and proposing 32 key projects. This document, not legally binding, has been taken into consideration by the various spatial planning institutions. It has been being updated since January 2005 to take account of new cross-border issues in the spatial planning of the conurbation and to define new key projects.

As part of an Interreg IIIA project, the Trinational Conurbation Basel partners have worked on the definition of a new 2020 strategy for the conurbation. This document will be completed and undergo political validation before the end of 2008.

2.3.1 Projects

The main topics covered in the context of cross-border cooperation are: urban development, research, economic development, employment, social services, health, urban transport, water management, the environment, security, fire-fighting, tourism, culture, training and education.

The projects outlined below cover some of these fields.

- *Installation of a geographical information system (GIS)*

The TEB planning office is responsible for monitoring changes in the trinational territory. The geographical information system currently being prepared enables the office to conduct topic-based analyses covering the whole conurbation and make them available to the local authorities. This monitoring unit will enable all the municipalities to define strategic markers within the conurbation.

- *Saint-Louis railway station West redevelopment*

A group of consultants has been retained by the TEB to study a 50-hectare site near Saint-Louis railway station. The initial idea is to develop the centre of Saint-Louis by building a new business district and to upgrade the station to a multimodal transport hub. The final report was submitted in April 2004. One of the most important results of this study was the observation that these areas could take on central importance and be upgraded on condition that their potential is considered not only at local level but also at the level of the conurbation as a whole.

- *Footbridge between Huningue (France) and Weil am Rhein (Germany)*

The footbridge project emerged from the cross-border cooperation between the towns of Weil am Rhein (D) and Huningue (F), with support from the *Communauté de Communes des Trois Frontières* ("three-borders" community of municipalities). The bridge, for pedestrians and cyclists, was inaugurated on 30 June 2007; it provides a direct link between the twinned towns of Weil am Rhein/Friedlingen (D) and Huningue (F). A group of local authorities, members of the TEB association, acted as client for the project, separately from the coordinated cross-border spatial planning work.

- *Rheinfelden (CH) – Rheinfelden (D) cross-border bus route*

- *IBA Basel 2008 project*

The local authorities of the Trinational Eurodistrict Basel (TEB) will be able to strengthen the effects of their cross-border commitment thanks to the achievement of the project of International exhibition IBA Basel 2020. This exhibition IBA Basel 2020 stimulates the process of cross border functional integration through the achievement of targeted projects in cross border thematic fields. Those ones are representative of the current strengths of the urban trinational region. The IBA projects in the 4 following fields will enable to reveal and develop the strengths of tomorrow.

- Culture, heritage and sustainable development,
- The Rhine river : water and other landscapes
- The urban trinational region in motion
- To live in time of knowledge economy : Life and sciences

- *Tram line linking the Swiss and German parts of the TEB (2012)*

2.3.2 The global framework

A regionally-integrated urban territory

The large number of cross-border cooperation structures on the territory of the Upper Rhine valley is evidence that the issues of this cross-border territory are taken into account at several levels. The TEB shows a strong determination to organise the cross-border urban territory around Basel. However, the pooling of metropolitan infrastructures (for example Basel-Mulhouse-Freiburg international airport) and environmental protection go beyond the strict limits of the trinational conurbation and are issues of regional scope, which is why authorities of the regional institutional level participate.

Institutional structuring of cross-border governance

The implementation of cross-border cooperation at the level of the Trinational Conurbation now enables the French zone and the German zone to assert their position as an integral part of a trinational conurbation. The assimilation of the municipalities of Weil am Rhein and Lörrach as peripheral urban centres of Basel has enabled them to be classified as *Oberzentren* (higher urban centres) in Germany. The concept of the Trinational Conurbation has also finally been accepted in France. The TEB approach benefits from and enhances the projects that have been conceived on the territory, sometimes bilaterally or even independently. In a way the TEB is a structure within which a series of prior initiatives can be made consistent and prioritised.

The prospects for more complete structuring of cross-border governance lead to the Eurodistrict approach undertaken by the TEB in November 2005. The formation of a European grouping of territorial cooperation is technically possible (created by two EU partners and joined by a Swiss partner) but not planned at present.

2.4 Added value of the “EGTC” URBACT project: a general overview of the Local Action Plan (cf. table in the appendix)

The Canton of Basel Stadt expects to exchange with the other Project Partners on the improvement of metropolitan governance. In its case, it includes the articulation with Upper Rhine level of cooperation. As the TEB is on an external border of the European Union, the formation of a European grouping of territorial cooperation is not planned at present.

Socioeconomic entities are associated with the work of the TEB through the Regio Basiliensis and Metrobasel, partners in which businesses, public institutions and civil society participate. This aspect involves above all the Swiss sector of the trinational conurbation.

Moreover, the role of the TEB is taken into consideration at different institutional levels, in France, Germany and Switzerland.

CONCLUSION

The essential aim of the cross-border conurbation project is to strengthen the role of the central city and of the Trinational Eurodistrict Basel in the network of major European cities while ensuring a genuine quality of life, the principal objectives being expressed in terms of urban development and housing, transport, economic development, environmental protection and a political organisation working to set up an effective cross-border territorial structure.

The main prospects of the TEB are:

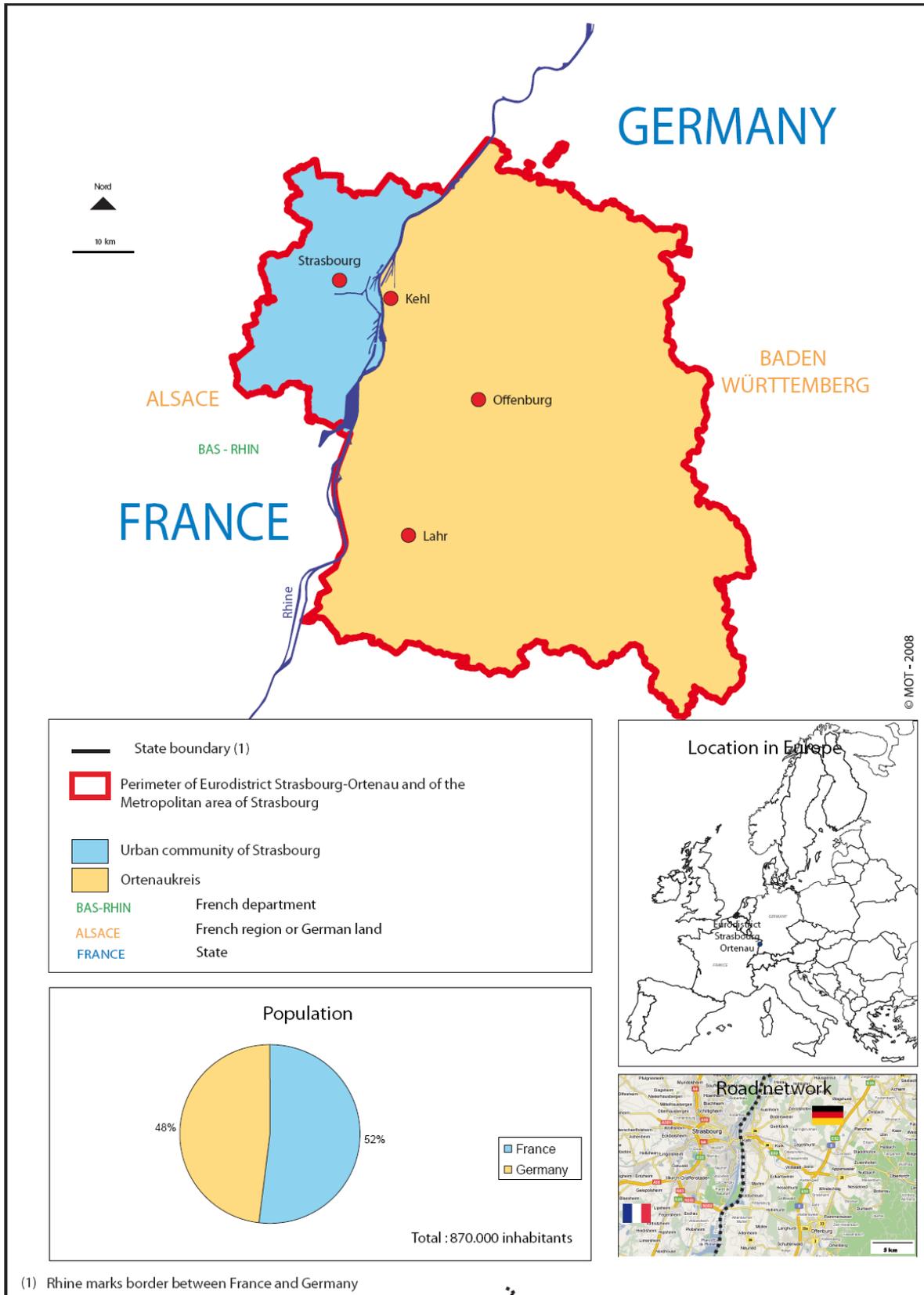
- Improvement of metropolitan governance
- Consideration of civil society in cross-border activities



- Reinforcement and promotion of the TEB territory as a competitive region at European and international scale.

PARTNER 7 : Eurodistrict Strasbourg-Ortenau

Eurodistrict Strasbourg - Ortenau



1. MAIN CHARACTERISTICS OF THE CROSS-BORDER CATCHMENT AREA

1.1 General overview

The conurbation of Strasbourg and the Ortenaukreis stretch out respectively on the West and the East bank of the Rhine river. These territories shape a system of 900.000 inhabitants of which 450.000 (50 %) in the 28 municipalities of the Metropolitan area of Strasbourg. Located on a true European crossroads (navigable waterway of Rhine, north-south and east-west main road corridors, East European TGV), Strasbourg receives more than a hundred of European organizations among which the European Parliament, the Council of Europe or the European Court of Human Rights. The German part is less dense and wider (from Kehl to Offenburg) with several interstitial rural areas.

Even if both banks of Rhine are not yet geographically very integrated (they developed by turning back to the river), proximity ties between Strasbourg and Kehl go back a long way and fluctuating (border did not exist between both banks between 1870 and 1918). Today, this area shows an integration always stronger: cross-border flows of all kinds (work commuting, studies, trade, culture, free time, health), both for the persons and for vehicles and a growing residential interpenetration: Germans come to Strasbourg to use services and nice environment, French go to live in Kehl where real estate is more accessible.

1.2 Political organization on both sides of the border

At the local level, the Urban Community of Strasbourg is an inter-municipal entity gathering the city of Strasbourg and 27 municipalities of its suburbs. Its most important competences are urban planning, public transport, water treatment, economic development, new technologies... At the intermediary level, Strasbourg is situated in the department of Bas-Rhin which is competent for social and health action, urban planning and equipment, education, culture, economic development and environment.

On the German side, the district of Ortenau (Ortenaukreis) consists of 51 cities and municipalities. The administration of the district is competent for governmental task such as environmentalism, health and consumer protection, legal supervision and supervision of schools, road traffic, trade control, forestry, agriculture restructuring, police (for the district) and building permissions. Waste management, youth and social assistance, hospitals, culture, school administration and short distance public transport are autonomous tasks of the local district administration.

On the regional level, Strasbourg is situated in the Alsace region which is responsible for land planning, transport, education, job training programmes and culture, secondary schools construction and maintenance, health and management of European Structural Funds

On the German side, the district of Ortenau belongs to the State of Baden-Württemberg. The competences of the state are culture, education, environment and police.

2. CROSS-BORDER TERRITORIAL COHESION POLICIES

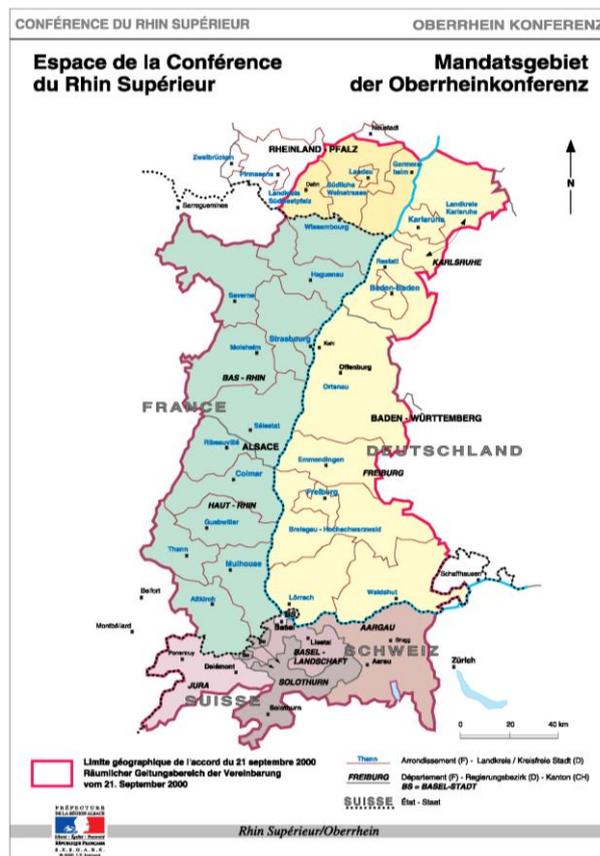
2.1 History of the cross-border co-operation in the area

The beginning of the Interreg programmes in the early 1990's was a major reason for the development of cross-border collaborations in the area of Strasbourg-Ortenau. Many initiatives were

taken by local public authorities because of the opportunity offered by the EU to finance project having a cross-border added-value. In 1999 the Communauté de Travail Centre (CTC)/Arbeitsgemeinschaft CENTRE (AG CENTRE) had been created. The same year, an INTERREG II A Project started with cross border basic studies and cross-border strategic planning became a central objective. After 5 years of an intensive work managed by the French and German local authorities with the support of national public bodies, a white paper on strategic planning was signed by policy-makers. The aim of that strategy was to facilitate a cross-border spatial cohesion. Following the adoption of the white paper in 2004, the French municipalities' partnership in charge of the SCOTERS (French strategic plan at the local scale) and the Regionalverband Südlicher Oberrhein have been responsible for the implementation of that strategy concerning an area slightly larger than the actual Eurodistrict of Strasbourg-Ortenau on the French side of the territory.

It is important to mention that the co-operation taking place in that part of the Rhine Valley is located in a larger cross-border zone called the Upper-Rhine Region. Two main plate-forms of collaboration exist at that level: the Upper-Rhine Conference and the Rhine Council whose objective is to facilitate the organisation of a cross-border catchment area between France, Germany and Switzerland at a regional scale (Cf.: Map "Espace de la Conference du Rhin Supérieur").

Upper-Rhine Conference



The Conference, created in 1975, is mainly a network of experts put under the co-ordination of law-making public bodies (State and Swiss Canton) whereas the Council, existing since 1997, is a political organisation securing the dialogue between the main elected representatives of the area.

Links have been created between the structures in charge of Strasbourg-Ortenau territory and the Upper-Rhine Region. The Strasbourg-Ortenau area is used as a spatial laboratory experimenting solutions proposed at the regional scale (e.g.: a cross-border health-care organisation).

2.2 Current cross-border governance in the Strasbourg-Ortenau area

The white paper on strategic planning mentioned previously was the first political will to get a global co-ordination on spatial use in the area. At the same time, the search for efficient governance enabling the implementation of the strategy became more and more central in the political process.

The white paper was not yet signed by the French and German local authorities when debates on governance started in 2003. After two years of dialogue, the decision was taken to officialise a network of French and German local authorities aiming to secure the territorial cohesion of a conurbation of one million inhabitants. The concept of Eurodistrict was officially created by Chirac and Schröder on the occasion of the French-German summit in Strasbourg in 2003 (40th anniversary of the *Traité de l'Élysée*). Then, a convention was signed by local authorities to establish a Eurodistrict in 2005. The former cooperation CTC/AG CENTRE was dissolved at the end of the year 2006. This agreement which is still in use, can be considered as a pragmatic first step towards a potential and more integrative system. It allows the flexibility of the network and a birth of a spatial laboratory in which concrete actions can be tested.

2.2.1 A short description of the organisation

The Eurodistrict is not a registered structure having its own status but a political label and web of political and technical competences and legitimacies. In terms of political responsibility, the executive body named "*Eurodistrict council*" is opened only to some local public authorities (The Municipalities' Partnership of Strasbourg called the "*Communauté Urbaine de Strasbourg –CUS*" in France, the Ortenau Landrat and the city mayors of Lahr, Kehl, Achern, Offenbourg and Oberkirch and one representative of the German communes having less than 20000 inhabitants in Germany). The head of the executive designated for a one-year period by the Eurodistrict council, is shared by 2 representatives named "*spokesmen*", one per country, chosen nationally among the council's members. The meeting of the council take place at least twice a year. The building-up of an effective cross-border co-operation has required the support of a wider set of public actors, hence a "*committee*" assisting the council in its action plan. We can distinguish 3 types of representatives in the committee:

- Eurodistrict council's representatives
- Local authorities spatially wider than the Eurodistrict on both sides of the border and having some specific legal competences (e.g.: the French Regional council of Alsace responsible for transportation issues and vocational training strategies)
- States' representatives

That committee supports the Eurodistrict in the implementation of its working program. When the projects of the Eurodistrict cannot be implemented due to different national legal systems, the committee is used as a network making proposals to the French and German States in favour of a more harmonized legislative framework.

The technical work of the Eurodistrict has two major tools.

The first one is “a co-ordination group” (german *Geschäftsstelle* and french *secretariat of the Eurodistrict*) in charge of the daily implementation of the cross-border action plan. The Eurodistrict having no legal status, the staff is employed by 2 members of the Eurodistrict council: the “Communauté Urbaine de Strasbourg-CUS” on the French side and the Ortenaukreis Council on the German side. 3.5 full-time equivalents are dedicated to the Eurodistrict’s work program (1.5 on the German side and 2 on the French one). At the same time, it is important to mention that the project can benefit from the wider expertise of the CUS services, especially in terms of logistics. The French and German members of staff meet one another every other week.

The second tool is an ensemble of “*experts groups*” whose objective is to participate in the implementation of specific themes and actions planned in the working program of the Eurodistrict. The Eurodistrict council validates the memberships to the experts groups. The experts can be representatives from the civil society. It is one of the two participative approach developed within the framework of the Eurodistrict. The second one is a direct consultation of civil society representatives by the council when the executive considers it to be appropriate. A participative strategy can also be organized through the actions plan (Cf. following chapter).

The Eurodistrict organizes multilevel partnerships because of its work program and it is also associated to the work of other cross-border networks, among which the Upper Rhine Regional Conference and the Interreg Program Committee.

2.2.2 An overview of finance

In terms of finance, up-to-now, the technical co-ordination has been paid only by the 2 individual members of the Eurodistrict council previously mentioned. No financial support has been asked to non-executive members such as States. At the same time, no Interreg project has been set up to get some FEDER funding for the management of the Eurodistrict. Still, its staff can help partners associated to the work of the Eurodistrict to get Interreg funding for their individual project (e.g.: health project).

2.2.3 Cross-border communication

The Eurodistrict council has adopted an communication plan in 2007 (Kommunikationsplan/ plan de communication) but till now only a few parts has been realised. The Eurodistrict communicates on its actions through the media when results can be displayed or just before the happening of their projects when it requires the participation of the local population (events). An internet site is also dedicated to the cross-border co-operation and leaflets describing the Eurodistrict’s objectives are published. The media’s interest for the work of the Eurodistrict is real. The press tends to mention the cross-border actions put forwards. The catchment area of the press is not the same in the French and the German parts of the territory. It is relatively smaller in Germany (Kreis of Ortenau) than in France (the whole of Alsace). Local radio stations are also giving information about the Eurodistrict’s projects. Radio Ohr in Offenbourg (Germany) has even a program allowing debates on cross-border issues. Partners of the program can express themselves in their native language and a simultaneous translation is made for the German and French listeners.

2.3 Existing program in favour of territorial cohesion

2.3.1 Projects

The working program can be divided in three different types of actions.

The first one is made of events organized for the French and German populations. Most of them existed previously on the French side of territory. They have been extended to the German part of it.

The second set of projects is more linked to the establishment of decision-makers networks whose role is to resolve common problems and to maximize the German and French assets of the territory. It is a medium/long term process which has produced already some concrete results. The Eurodistrict offers an efficient platform of debates and translation services in French and in German for the non-bilingual members of the networks.

Finally, the third category of actions is linked to lobbying. The Eurodistrict supports projects/legislation changes benefiting to the area and which are under the responsibility of external decision-makers.

The objectives of the actions plan are linked to most topics concerning the daily life of the people living in the cross-border catchment zone. The most recent and forthcoming cross-border achievements per topic are the following ones :

Economy/Employment

Employment agencies are working together to facilitate the cross-border mobility of workers. For instance a brochure has been published concerning a common procedure in terms of recruitment. A working group has built up a program of cross-border vocational training sessions starting at the beginning of the 2008-2009 academic year. Finally, a conference on economic issues is planned in autumn 2008.

Education and bilingual communication

A special fund is dedicated to the cross-border mobility of pupils in the Eurodistrict (up to 200 € per trip) and many actions are taken to sustain the use of the neighbours' language (excursion guide targeting schools and covering the whole cross-border territory – grants for the primary and secondary schools exchanges taking place into the Eurodistrict area – funding of cross-border schools events...). Finally, the Eurodistrict supports the opening of a European school in Strasbourg.

Environment

Many specific working groups have been organized. Pollution problems and energy matters are considered as 2 important themes of collaboration. The convention for waste treatment will be signed this year.

Mobility and transportation infrastructure

The Eurodistrict has actively supported the arrival of the TGV in Strasbourg and an atlas displaying public transport services existing in the cross-border territory was published in summer 2008. At the same time, a single pricing of public transport services is a topic of intensive co-operation and it should be implemented by the end of 2008.

Public administrations co-operation

The Eurodistrict sustains a simplification of administrative procedures for some groups crossing the border (e.g.: pupils).

Elderly/Public Health/Security and Justice

Many working groups on senior's issues have been co-ordinated by the Eurodistrict. A conference on new types care homes is planned in the coming months. Germany has some potential to accommodate French pensioners into specific homes as long as the cost of

services could be paid by the French insurance system. In terms of health issues the work begins with a kick-off-meeting, organised in 2006, which has assembled representatives from different health sectors; a brochure about hospital services access in the Eurodistrict has been published and 2 Interreg projects concerning epilepsy are in the making. On the security side, since autumn 2007, German emergency vehicles have a priority access when circulating into the French Department of Bas-Rhin. Computing systems are also shared to manage catastrophes and to co-ordinate the search for bed availability into the Eurodistrict's hospitals. During cross-border events of the Eurodistrict, the coordination between the emergency services of both riversides has been institutionalised (specific schedules have been created and the organisms in charge of security will meet in the run-up of the event).

Postal services and telecommunication/Media

The Eurodistrict is lobbying the Commission in favour of a fairer cost of cross-border telecommunication. At the same time, the Eurodistrict plans to have a more interactive internet site.

Sports and leisure

A calendar of international sports events can be consulted on the homepage of the Eurodistrict as well as an sport-bourse for partnerships. A data base on sport facilities located into the territory is in the making, a set of information put later on the new internet site of the Eurodistrict. The Eurodistrict also plans a cross-border excursion in autumn 2008. Apart from that walk, other events are organized in 2007 and 2008 such a bicycle fair and a solidarity race involving more than 17.000 children over 2 days.

2.3.2 The global framework

In parallel to the thematic actions, a strategic framework has been built-up during the past few years to have a global view of issues and expectations for the cross-border area: The Strasbourg-Ortenau Metropolitan Project. The project initiated by the DIACT, the French national public agency in charge of spatial planning, started in 2005. During the following 2 years, some thematic groups were organized to formulate the content of the Metropolitan strategy. The official white paper on cross-border spatial planning written a few years earlier was used as a basis for a renewed approach of territorial cohesion. The official document fixing the road map for a sustainable and competitive metropolitan area was signed in 2007.

The main axes of that strategy are the following ones:

- To reinforce the European role and communitary services in the Eurodistrict
- To organize a stronger culture-orientated cross-border strategy
- To take actions in favour of high education and research
- To develop a co-operation enabling a more sustainable energetic consumption

The actual actions taking place are contributing to those objectives. However, an intensification of the cross-border territorial cohesion requires an evolution of the governance in the coming years.

2.4 Added value of the "EGTC" URBACT project: a general overview of the Local Action Plan

The important issue now is to facilitate the organization of that metropolitan area and to have structural actions strengthening a sustainable conurbation in a competitive world-wide environment.

An intensification of the cross-border territorial cohesion requires an evolution of the governance in the coming years.

Today, the two national spokesmen leading the Eurodistrict agree on the necessity to explore new methods of governance. The Mayor of Strasbourg has expressed to the French government the local politicians' wish to create an innovative system. The newly born European tool for cross-border governance, the EGTC, is considered as a step to move progressively towards a European local government. Exchanges of innovative methods with the other partners of the «EGTC» URBACT project, will also be a source of new ideas in favour of an efficient Local Action Plan in the Eurodistrict. The challenge is, through his process, to intensify visibility by the inhabitants and to enhance the involvement of civil society.

Benefiting from a long-term cooperation, the Eurodistrict Strasbourg-Ortenau could exchange with other cross-border conurbations on how to elaborate common urban planning and strategic documents and could demonstrate that involving regional and national may enable for the elaboration of innovative solutions.

CONCLUSION

The Eurodistrict of Strasbourg-Ortenau is a meaningful cross-border initiative. Political actions taken locally to structure a cross-border area is a symbol of a changing approach of borders in the Union. The area is a functional territory: French workers commute daily to Germany, more and more French people tends to settle in Baden-Württemberg, the French City of Strasbourg because of its services attracts people from both sides of the border. The important issue now is to facilitate the organization of that metropolitan area and to have structural actions strengthening a sustainable conurbation in a competitive world-wide environment.

During the past 10 years, a cross-border political awareness has enabled the development of public frameworks: 2 strategies (the white paper and the metropolitan project) and one public sphere (the Eurodistrict). Today, the two national spokesmen leading the Eurodistrict agree on the necessity to explore new methods of governance. Since 2007, the idea of a more integrated formula leading to a co-decision process has been promoted locally. The Mayor of Strasbourg has expressed to the French government the local politicians' wish to create an innovative system. A group of French and German law experts has been set up to explore the potential for a more integrated structure than the Eurodistrict. The newly born European tool for cross-border governance, the EGTC, is considered as a step to move progressively towards a European local government.

The creation of such an ambitious project will require long-standing efforts especially in terms of national legislations. It will also require a stronger democratic control of the process. Consequently, local municipalities would like to organize a public consultation of the German and French electorate located into the Eurodistrict to get a popular legitimacy for their integrative strategy. The Local Actions Plan (LAP) on Governance expected in the «EGTC» URBACT project will be powered by the strong political dynamics existing at the moment in the cross-border area. Exchanges of innovative methods with the other partners of the «EGTC» URBACT project will also be a source of new ideas in favour of an efficient LAP in the Eurodistrict.

SYNTHESIS

INTRODUCTION

Spatial organisation is a changing reality influenced by many factors. The main reason for geographical restructuring in today's Europe is economic globalisation. It offers opportunities but it is also a source of threats for local areas. The ability of local decision-makers to grasp the challenges of economic globalisation and to adopt policies securing spatial assets in a competitive environment is essential for the future of territories. It is also important to keep in mind that economic development is based on networks of urban nodes, each pole trying to stabilise or to improve its positioning in the network to get a stronger influence in it. As Manuel Castells says, the importance of each node is linked to its ability to contribute to the network's goals.

At the same time, the complexity of development in a free-market environment has led to a down-scaling of strategic planning. Local areas are becoming the most important level to define efficient policies. That trend has implied the establishment of territorial communities regrouping multi-scale, public/private decision makers. Governance has become a necessary organisation because of the inability of a single government to defend the interest of a territory. The sharing of sovereignty which has been taking place during the past decades in most European countries between EU institutions, Nation States and local authorities to the benefit of locally-based agenda is one of the two most visible evolutions of territorial management. The second most important change in the definition and implementation of development is the participation of non-elected bodies such as privates businesses and the citizens themselves. The white paper on European Governance adopted by the European Commission in 2001 put a lot of emphasis on the participatory agenda. The same trend exists in most EU countries. Economic globalisation and international competition can destabilise traditional spatially-based communities hence the necessity to renew a sense of belonging and to regenerate democratic processes through innovative consultations of citizens. The success of territorial cohesion policies implies a strengthening of democracy and solidarity.

Urban conurbations located in cross-border areas are more concerned than others by the opportunities and threats of globalisation as they are potentially more crossed by international flows than their counterpart internally situated. The flows of goods and people tends to create cross-border urban groupings which are not necessarily functioning well as spatial management is put into the hand of nationally-based authorities.

Territorial cohesion in cross-border conurbation requires innovative governance methods to overcome the problems linked to the overlapping of national competences. The first level of cross-border governance implies the co-ordination of public authority's policies. The second one is the implementation of cross-border strategies through a co-decision process. It means the progressive establishment of a European public sphere including an involvement of the civil society.

The European Grouping of Territorial Co-operation (EGTC) is a governance tool enabling the definition of strategies and the implementation of an action plan. However it will be of the responsibility of each territory to define the contents of the cross-border governance.

The «EGTC» URBACT Project (on governance), whose objective is to contribute to efficient cross-border governance, links territories facing common challenges in spite of different regional and national environments. The current governance system in each of them is

anchored in a recent history and the existing organisation can have led to some strategies and concrete results. At the same time, most of them are to enter in a new governance framework. Consequently the cross-border conurbations' network created by the «EGTC» URBACT Project can become an information and exchange platform stimulating innovative methods in terms of cross-border urban partnership.

The activities and the outputs developed in the framework of the «EGTC» URBACT project are complementary to previous initiatives undertaken by networks of border local authorities such as MOT. The increasing role of this structure, original by its nature (association and interministerial), its positioning in the institutional environment (as a relay on cross-border cooperation between local, national and European institutions) and its missions (operational assistance for structuring cross-border territory projects, help for the definition of national and European strategies, training, information and communication), has demonstrated the need for local stakeholders to benefit from an external support for structuring their projects and strategies. The specific architecture of URBACT projects and especially of the «EGTC» URBACT project - a network of cities, a Lead Expert, a Lead Partner having a strong expertise in the field of governance of cross-border conurbations – might be highly valuable for the involved cross-border conurbations.

1 DIFFERENT TERRITORIAL ENVIRONMENTS BUT A COMMON FUNCTIONAL INTEGRATION

1.1 *Different categories of areas*

The six territories involved in the «EGTC» URBACT project can be classified in different spatial groups.

In one way or another, they are all sharing similarities. For instance, in terms of size, the Eurometropole Lille-Kortrijk-Tournai, the Eurodistrict Strasbourg-Ortenau and the Trinational Eurodistrict of Basel (“TEB”) belong to the same group of large European metropolitan areas with a population ranking between 650.000 and 2.000.000 inhabitants. They are urban poles concentrating high services and competing in the world-wide grid of capital cities. The other 3 conurbations (the Frankfurt (O)/Slubice conurbation, the Eurocidade Chaves-Verin and the Ister-Granum Euroregion¹) are medium-sized ones concentrating between 40.000 and 90.000 inhabitants. They can have assets helping them to position themselves at the European level. For instance, the Ister-Granum conurbation has a strategic car factory for the whole of Europe and employs directly and indirectly 30.000 people in Hungary.

In terms of regional environment, the three large metropolitan areas are located in the central part of Europe concentrating wealth and population. On the contrary, the 3 other areas have a peripheral situation in regional environment facing often a population decrease and an economic restructuring. Still, the global regional differences can hide different realities at the local scale. For instance the Eurometropole Lille-Kortrijk-Tournai has had to face an economic restructuring during the past 30 years due to the decline of traditional industrial units and some efforts are still developed locally to overcome problems inherited from the past such as in the conurbation of Frankfurt (O)/Slubice. At the same time, the more peripheral Ister-Granum Euroregion has received massive investments of external businesses leading to an economic boost and a shortage of some competences.

¹ Ister-Granum has a cross-border urban core inhabited by 90.000 people and located in a Euroregion regrouping nearly 220.000 inhabitants

History also connects the territories. The current process of cross-border conurbation is anchored in a long term and often chaotic history. For instance, Frankfurt (O)/Slubice, Strasbourg-Ortenau, Ister-Granum Euroregion and the French-German parts of the Trinational Eurodistrict of Basel were located in the same state less than a century ago. The two national parts of the Eurometropole Lille-Kortrijk-Tournai and of the Eurocidade Chaves-Verin have shared a common interlinked economy over time.

1.2 A functional integration due to EU public commitments and private strategies

The end of communism in Eastern Europe, the progressive integration of countries in the EU and the long-term political integration at the communautary scale (Single European Market, Introduction of the Euro, Schengen agreement) meant an intensification of flows in the six conurbations of the URBACT project. The flows were also made possible because of the building-up of bridges and motorways very often financed with the support of the European Union. The most emblematic of these investments in terms of size is probably the cross-border airport located in the TEB². Some other ones have also a strong functional and symbolic signification such as for instance the Maria Valeria bridge in the Ister-Granum Euroregion, destroyed during the second world war and rebuilt more than 50 years later.

The most significant aspect of this functional integration is job-related. Data are not available in all territories to have a complete overview of cross-border workers and when data exist, the flows vary from one area to the next. However it is common phenomenon everywhere. People cross borders to get better job opportunities. It can have been illegal for some time in specific areas such as the conurbations located between Poland and Germany but it is a strong characteristic shared by the six areas. For instance, Spanish doctors and nurses cross the border every day to work in Portuguese hospitals in the Eurocity of Chaves-Verin, thousands of Slovak workers of the Sturovo region are employed in the Hungarian factories of Esztergom in the Ister-Granum Euroregion. It is also the case of thousands of French workers living in Strasbourg and crossing the Rhine River daily to be employed in German businesses. The cumulated flows of cross-border workers in the Eurometropole Lille-Kortrijk-Tournai and in the TEB are respectively of 17.400 and 58.000 people.

Retailing is also an activity leading to cross-border flows of people. People migrate easily to the other side of the urban area to get cheaper petrol and goods and even housing. The search for a larger choice of items or simply the desire to access specific services or culture-related artefacts can also be responsible for these migrations.

However, public legal commitments at the EU scale and the financing of public infrastructures is not enough to organise a sustainable development at the cross-border conurbation scale. The European policies have enabled to liberate some flows only. A public policy is still needed in favour of territorial cohesion as public space is not yet planned at a cross-border level.

2 CROSS-BORDER TERRITORIAL COHESION POLICIES

2.1 History of the cross-border co-operation

The history of modern cross-border co-operation at a regional/local level is relatively recent in the territories involved in the «EGTC» URBACT Project. Most of the local cross-border

² Even if the EuroAirport has never received EU funding but national funding

collaborations have started in the 1990's. For the Eastern European cross-border conurbations, the collapse of communist regims has enabled to reconnect border regions (Germany-Poland, Hungary-Slovakia). More generally, cross-border conurbations became a progressive reality when their National States entered the European Union. The functional integration of cross-border areas due to the European Single Market, the Schengen Agreements and the Single Currency has been instrumental in the establishment of new public transnational links at a local level. The Interreg programmes were also a major tool inciting connections. They were used firstly to test bilateral relationships on single thematic objective. Progressively, the number of cross-border projects uniting different public organisations has increased. Consequently, the projects have been responsible for the creation of a web of local authorities. That grid has been often the substratum of the current political agenda and governance in favour of territorial cohesion.

In parallel to thematic projects, a few territories have initiated some strategic planning frameworks. An institutional platform was created between the municipalities' partnership of Lille and the nearby Belgian local authorities to promote cross-border spatial strategies for the metropolitan area (the COPIT in 1991, which was transformed into an association under French law in 2001). The same spatial planning agenda became also a central issue (without any common association) in the Frankfurt (O)-Slubice area in 1994 and in the Basel region in 1995. It took a few more years for the third cross-border metropolitan zone of the URBACT Project (the Strasbourg-Ortenau one), to enter the same strategic planning process beginning in 1999.

2.2 Cross-border governance tools and commitments.

The European Grouping of Territorial Co-operation (EGTC), which supplements the already existing "legal tool box" available for cross-border cooperation, appears as a potential governance tool by all partners of the «EGTC» URBACT Project. It differs from the other instruments because it is available to all twenty-seven member states of the European Union and it is open to a very broad partnership, including State level.

Some of the partners are more advanced than others in the creation of an EGTC. The Eurometropole Lille-Kortrijk-Tournai is the only one to have an official EGTC. Its organisation should become operational in the near future with the recruitment of its director. The Ister-Granum Euroregion has also put in place an EGTC but it must still be recognized by the Hungarian Government. The 2 EGTC have a different executive organisation. The French-Belgian one is a power-sharing system associating all public authorities (local, provincial, departmental, community-related, regional and national ones) whereas the Slovak-Hungarian project is centred around local authorities only. Connections with authorities located at a larger scale will be organised through thematic projects and external collaboration. The Eurocidade Chaves-Verin is also engaged in the creation of an EGTC through a global project put into an Interreg application form.

Elsewhere, apart from the Trinational Eurodistrict of Basel (TEB) which has a registered association since 2002, the cross-border conurbations have no legal structure. Governance is based on local politicians' commitments. The engagements can be officialised by a convention such as for instance in the Eurodistrict Strasbourg-Ortenau since 2005, a convention describing in details the cross-border partnership and the structures involved. When the process is more flexible, there is always an inner circle of local authorities connected with upper-level decision-making authorities through various projects.

The political will to structure cross-border conurbation is expressed in 3 different ways. First of all, there is a commitment in terms of time and networking at political and technical levels from both sides of the border. Meetings between politicians take place at least every month to discuss about strategic decisions and common agenda. When formal commitments exist (structure/convention), meetings take place at least twice a year or annually. Technicians meet one another on a more regular basis (weekly/fortnightly). At the moment, apart from the Trinational Eurodistrict of Basel, no conurbation has technicians employed by a cross-border structure. It should soon be the case for the 3 EGTC projects mentioned previously. When there is no structure, it is the most powerful local authorities on both sides of the cross-border area which employ the staff dedicated to cross-border co-operation (e.g.: The Ortenau Kreis and the Municipalities partnership of Strasbourg in the Eurodistrict Strasbourg-Ortenau – The 2 Sub-regional development agencies located in the Ister-Granum Euroregion). The co-ordination of the co-operation is financed above all by local authorities. No Interreg funding has been asked for the cross-border management. European money has only been used for projects.

It is also important to keep in mind that internal governance can be interlinked with other cross-border initiatives in favour of territorial cohesion. We can distinguish 2 different types of governance tools in which the conurbations are more or less involved.

The first type is regionally-based urban network: the “City Twin” network regrouping 14 twinned cities located in border regions of Poland, Germany, Estonia, Finland, Sweden, Lithuania, Russia and the Czech Republic) and the “Eixo Atlantico” network regrouping 34 cities and medium-sized towns located in Galicia and Northern Portugal. The objectives of these urban networks are to stimulate cross-border collaboration, good practices exchanges between its members and also to create a communication platform at the European scale. The 2 cities of Frankfurt (O)/Slubice are taking part into the “City Twin” network and the cities of Chaves-Verin are members of Eixo Atlantico association.

In parallel with these networks, there can be Euroregions whose role is to build-up an interregional strategic policy. The Eurodistrict Strasbourg-Ortenau and the TEB are associated to the work of the Upper-Rhine Region and its Conference. They can for instance be involved as spatial laboratories of Euroregion innovative planning strategies. The same Euroregion structure exists between Galicia and Northern Portugal with the “Working Community of Galicia-Norte de Portugal”. The cities of Chaves and Verin are working members of that community through the specific territorial commission dedicated to their common Valley of Tamega. The same Euroregion structure exists between Galicia and Northern Portugal with the “Working Community of Galicia-Norte de Portugal”. This working community, is a member of the working group created for the project Eurocidade Chaves-Verin, two cross border municipalities in the Tamega Valley . At the EU level, there can also be a link between these conurbations and other information platforms, in the framework of the Association of European Border Regions and Mission Opérationnelle Transfrontalière (MOT).

Secondly, the political consciousness is expressed through the drafting of a common cross-border strategy. Some territorial strategies have been defined since the mid-1990's (Eurometropole of Lille and the nearby Belgian local authorities, Frankfurt (O)-Slubice area, Basel region and Strasbourg-Ortenau). National initiatives can have been taken in favour of cross-border strategic planning. For instance, in 2005, the French national planning agency, the DIACT, has encouraged large conurbations to built-up a metropolitan strategy. In border regions, that metropolitan agenda has involved local authorities located on the other side of

the frontier. Lille Metropolitan Area and the Strasbourg-Ortenau conurbation have defined a cross-border metropolitan project. The entry into the 2007-2013 Structural Funds period also meant a lot of co-operation locally to get a global strategic policy for the whole territory (e.g.: the Eurocidade Chaves-Verin and the Ister-Granum Euroregion).

Finally, in parallel with the writing of a strategy, a symbolic decision has been taken in favour of cross-border conurbations. A name has been generally given to the cross-border conurbations. Apart from the Frankfurt (O)-Slubice one, the other cross-border areas were given names carrying a symbolic European meaning: one Euroregion (Ister-Granum), one Eurometropole (Lille-Kortrijk-Tournai) two Eurodistricts (Strasbourg-Ortenau, TEB) and one Eurocity (Chaves-Verin).

2.3 Objectives of cross-border co-operations

2.3.1 Structural projects and culture-related actions

In terms of cross-border projects, structural and lighter actions have been put forwards. Achievements have been real ones. The structural results are mainly connected to transportation and environment. A lot of the URBACT Project Partners have a project in common: the building or rebuilding of bridges as a first physical and symbolic link when a river divided nationally the conurbation (Danube, Rhine, Neisse). Secondly, logistics have also been a sector connecting both sides of the border for instance in the Chaves area. Finally, cross-border water treatment plants have been made in the Eurométropole Lille-Kortrijk-Tournai.

However these concrete actions haven't been necessarily carried out by the local authorities co-ordinating the cross-border conurbation. Furthermore, they can have been put in place to resolve a local problem, to exploit a common asset or to work on the symbolic side of co-operation but not in a global territorial cohesion policy. They were the first steps of collaboration showing the ability to reach some results.

Lighter projects have also been put in place in the conurbations. They are mainly linked to tourism, communication, culture and education/languages. The publishing of a common cultural agenda is carried out in some areas (Eurocidade Chaves-Verin – Euroregion Ister-Granum). The promotion of the neighbour's language targeting especially youngsters is also stimulated through the financial support of pupils mobility (Eurodistrict Strasbourg-Ortenau), the opening of bilingual class (e.g.: the "euro kita" bilingual kindergarten in Frankfurt (O)-Slubice), the printing of pedagogical materials in both languages (Eurodistrict Strasbourg-Ortenau) and the development of entirely bilingual cross-border TV programmes (Eurometropole Lille-Kortrijk-Tournai). In terms of tourism, cross-border maps and touristic routes linked to common cultural heritage have also been promoted (Eurocidade Chaves-Verin – Euroregion Ister-Granum). Some events are also organised for the local cross-border populations.

2.3.2 The strategies

The recent strategies developed in the cross-border conurbations of the URBACT project have many points in common:

The central role of culture and citizenship to succeed territorial cohesion

The construction of a cross-border territory has a strong cultural meaning. It requires a balance of identities and languages.

In most of the cross-border conurbation, there are cultural differences which need to be treated carefully, especially when there is a minority issue. The most symbolic example is in the Ister-Granum Euroregion. Both sides of the Danube are above all inhabited by Hungarian native speakers and on the Hungarian part of the Euroregion live a Slovak minority who has kept its language and culture during the past 3 centuries. The Slovak culture is a minority one on both national sides of the Ister-Granum Euroregion and the Hungarian populations living in Slovakia is a minority at a Slovak regional scale. The choice of Latin to name the cross-border territory is an expression of local politicians to prevent any misunderstanding concerning the balance of identities for external actors in both countries. The same minority issue goes for French and Flemish minorities. In the Trinational Eurodistrict of Basel, only 8% of the population is French-speaking but all the communication is in German and French. The exclusive use of German in France and especially in Alsace would be difficult to imagine. In the Eurometropole Lille-Kortrijk-Tournai, Dutch is a minority language as French in Belgium and the inhabitants of Lille in France are French native speakers. Even if French can be the lingua franca of the cross-border collaboration, the use of Dutch is considered important for the Flanders partners of the cooperation, not only for the written communication but also for the spoken one in some technical groups. It shows the sensitivity of cultural identities in today's Europe. The same goes at the border between Poland and Germany even if German is lingua franca of the cross-border co-operation. In the case of the Eurocidade Chaves-Verin, the situation is more similar to the Ister-Granum Euroregion. Locally, the cultural sensitivity issue is not a central one. Portuguese and Galician people can understand one another by speaking in their own language and the past century was a relatively peaceful period in terms of cross-border relationships. However, at a National scale, in Spain, the Galician culture is a minority one like the Basque and the Catalan ones. This minority situation at a National scale can have an impact on the use of Spanish locally. For instance, in terms of education, in the Eurocity, is it more appropriate to promote bilingual connections Portuguese-Spanish to help Portuguese pupils to learn the second most spoken language in the world or bilingual relations Portuguese-Galician to increase the cultural connections between both regions? The notions of culture and citizenship are interlinked. The association of the local population to the cross-border process is fostered. It was the case in the drafting of many cross-border strategies. The participatory agenda is most of time mentioned, mainly through representatives of the local interest groups and through actions targeting the local population. It is a way to regenerate local democracy and to work on Eurocitizenship.

Public services response to the needs of the whole cross-border population

The Eurocitizenship will become a reality when a European public sphere is organised locally. The public sphere implies a public opinion and public opinion at a cross-border scale can exist partly if there is a common access and use of public services, a sense of solidarity. The most challenging objective in terms of structural projects is related of course to common investments but also the common use of public services. It requires the progressive reduction of national legal barriers limiting that cross-border access. On that side of the cooperation, few results can be displayed up-to-now. In the Eurodistrict Strasbourg-Ortenau, some special agreements have been reached in terms of cross-border emergency services and vocational training. Some other examples show the necessity to create proximity logics. For instance, in the Ister-Granum Euroregion, the citizens of Sturovo in Slovakia must

travel 50 km to reach the first major hospital inland whereas the Hungarian hospital of Esztergom is 5 minutes away from the Slovak city. In case of urgent treatment or maternity needs, the Slovak patients' life can be at risk. The same goes for education and all the other services aiming at the local population. For instance, the Portuguese City of Chaves has a new Art school which could be used by the local Spanish pupils of Verin who must travel long distances to have access inland to the same facilities. The building-up of some futures education equipments are only thinkable if the catchment areas are cross-border ones. Another example is the under-construction co-operation for a cross-border public cremation service in the Eurometropole Lille-Kortrijk-Tournai.

Sustainability and territorial marketing agenda

Cross-border flows of goods and people imply an intensification of traffic. Roads in the border regions can be congested and public transport services as a main tool of a sustainable mobility are not automatically planned at a cross-border scale hence the necessity to promote cross-border public transport policies. At the same time, a cross-border management of natural resources is a central point because pollution doesn't stop at national borders and a common used/preservation of the natural assets can be a source of development. Moreover, environmental and climate policies usually cover larger regions or natural basins beyond the cross border conurbation area (e.g.: the thermal strategy of the Eurocidade Chaves-Verin; the sustainable energetic policy mentioned in the Metropolitan strategy of the Eurodistrict Strasbourg-Ortenau). Urban competition in a globalised environment also requires the development of territorial marketing policies at a critical size. Consequently, cross-border conurbations need to develop an image and an external communication platform in order to be more visible and European at the international level.

2.4 A required evolution in terms of cross-border governance: an overview of local action plans and local support groups

The development and the implementation of the three broad strategic objectives previously mentioned implies a change in terms of partnership, hence the interest of all the territories to participate into the URBACT Project to exchange ideas concerning their local action plans related to governance. The content of these local action plans can be divided in two parts: the internal governance tools and policies and the external connections with multi-level private/public partners

In terms of internal strategies, we can distinguish three main objectives. The first one is the improvement of existing governance models such as for instance in the Trinational Eurodistrict of Basel which would like to develop a more efficient metropolitan governance. The second one is the selection of new governance methods/structures adapted to the local decision-makers needs (e.g.: the Frankfurt (O)/Slubice conurbation, Eurodistrict Strasbourg-Ortenau). The third one is the definition of an operational management (technical/political) within the framework of a newly/shortly registered cross-border organisation and more precisely within the EGTC (e.g.: Eurometropole Lille-Kortrijk-Tournai, the Eurocidade Chaves-Verin and the Ister-Granum Euroregion). The three objectives are strongly interlinked.

The objectives related to interactions with external networks are mainly the same for all the cross-border conurbations. Firstly, it consists in deepening or adapting the relationships with the decision-makers located at an upper-scale and not participating directly to the local governance system. Secondly, the aim is to keep in mind the necessary link with the local

population and interest groups living the cross-border conurbation. Participative methods have been tested. They must be improved, developed, adapted to the new environment of cross-border co-operation, that is to say the implementation of structural policies integrating border regions. In parallel with the participatory agenda, the question of communication will be a central one in the local action plans. Efficient governance strategies will be based on a clear definition of communication, target groups and visibility/interactive tools.

The construction of these local action plans will be made possible because of the building-up of local communities associating experts, multi-level decision-makers and legitimate civil society representatives from either side of borders. The URBACT Local Support Groups (ULSG) will associate a part of these local communities because the inclusion of all territorial networks into the ULSG would make them difficult to manage. Four cross-border conurbations have put in place an ULSG involving mainly public authorities (Eurometropole Lille-Kortrijk-Tournai, Eurocicade Chaves-Verin, Trinational Eurodistrict of Basel, Eurodistrict Strasbourg-Ortenau). The two other ones have decided to create local group associating public authorities, some experts and civil society representatives (the Frankfurt (O)/Slubice conurbation, Ister-Granum Euroregion).

MOT, as a network, will not set up a URBACT Local Support Group involved in the development of a Local Action Plan. In order to bring local needs expressed in recommendations up to the European level so as to input the evolution of the contextual European framework, the MOT will organise a URBACT European Support Group (UESG). The recent creation of the EGTC tool by European Institutions with the consent of National States will not resolve all the legal/political/technical problems linked to cross-border spatial cohesion. There is a necessity to determine, at the EU level, recommendations stimulating an adaptation of public policies in favour of cross-border governance. The recommendations will make sense only if they are based on a legitimate network of National and EU competencies. The UESG will associate European Union representatives and National/Regional law-making institutions concerned by the six cross-border conurbations involved in the project.

APPENDIX

- 1 - Questions about governance of cross-border conurbations
- 2 - Expectations of PPs on LAP



Questions about governance of cross-border conurbations (sent to every partner of the «EGTC» URBACT Project)

This questionnaire has been updated³ in the framework of the URBACT Working Group, "Expertising Governance for Transfrontier Conurbations" (EGTC). It aims to precise the PPs' expectations regarding the project, according to their local context and needs. The objective is to make this project valuable for governance for cross-border conurbations in Europe. The results of the consultation will be the basis for the baseline study, the referee document for the elaboration of the Working Group's work programme for the 20 coming months.

1. Overall situation

- a) Since when do cross-border co-operation relations exist on the territory of your cross-border conurbation? When was the border between your State and the neighbour one(s) established?
- b) Has your cross-border conurbation an official name or a marketing name? Do you have a communication strategy for the cross-border conurbation?
- c) Have you identified a cross-border community/common territory? According to you, what is the perimeter of your cross-border agglomeration?
- d) Which are the major cities of your cross-border agglomeration?
- e) What is the population of your cross-border agglomeration?
- f) What is the number of daily cross-border commuters?

2. Fields of cross-border co-operation

Which field(s) do your cooperation projects cover?

- Urban planning
- Research
- Economic development
- Employment
- social issues, health, prevention against social exclusion
- Urban transport, telecommunications
- Water, environment,
- Safety, fire prevention, flood prevention
- Tourism, culture
- Training and education (youth, school system)
- Other fields (precise):...

3. Partnership

Which are the partners involved in your cross-border cooperation process? Public and private actors?
E.g. towns, groups of towns, associations of enterprises, universities, etc

Indicate when different institutional levels are involved in your project.

³ It has been elaborated for the MOT's study on "Governance good practices in cross-border agglomerations", 2006

4. Structuring of the governance for the cross-border conurbation

- a) Is there a formal structuring for the governance of your cross-border conurbation? When was it created? How was it organised previously?
- b) Is your cross-border conurbation covered by other levels of governance? If so, please give some precision on the scale of cooperation, the actors who are involved, on the articulation, etc.

In case of a formal structuring:

- c) Does the structure of cooperation have legal status?
- d) Which tasks does the structure carry out?
- e) Which actors (political and technical) are involved (public bodies, private, others...)?
- f) Which are the organs (political and technical) of the structure of cooperation (Assembly, technical secretariat, etc)?
- g) Are the actors responsible for the cross-border decision-making process named or elected? Is the civil society involved in the decision-making process, formally (e.g. through a consultative organ) or informally?
- h) What is the frequency of the political and technical meetings (within common councils, conferences, workshops,...)?

Forthcoming governance:

- i) Do you plan to go further in the legal structuring process, e.g. with a European Grouping of Territorial Cooperation (EGTC)?

5. Relations of the cross-border conurbations with external actors

6.

- a) Is your cross-border agglomeration taken into account by regional/national/federal/EU regional policies?
- b) How does the Operational Programme (INTERREG IVA) take your cross-border conurbation into account in the Operational Programme's priorities and in the governance of the Operational Programme (participation of municipalities to the monitoring committee)?
- c) Does your agglomeration have relations (formal or informal ones) with other cross-border conurbations in Europe? If so, which ones and through which projects and activities?
- d) How does your cross-border structure provide the interface with external partners/administrations?

7. Achievements

- a) Do you have a common planning document (strategy, white paper...)? If not, do you foresee the elaboration of such a document?
- b) Which are the main projects achieved during the past 10 years? Who took part in their elaboration?
- c) Which cross-border projects required the development of innovative solutions (i.e.: legal and technical tools)?
- d) Which are the financial sources of cross-border projects?
- e) Which are the Strengths/ Weaknesses/Opportunities/Threats (SWOT) of cooperation in your cross-border conurbation?

8. Added value of the Working Group

- a) Which will the members of your Local Support Group be? How should they be involved in the EGTC Working Group's activities?
- b) Which objectives do you follow through your local action plan?
- c) In your opinion, are the following deliverables of relevance for the governance of your cross-border conurbation and across Europe?
 - Inventory of existing documents on governance for cross-border conurbations
 - Thematic workshops: identification of specific problems and solutions, presentation of case studies (resulting in a handbook on good practices and common methodology on how to structure your cooperation)

- Technical meetings on Local Action Plan
- Recommendations at local EU, regional and national levels
- Dissemination activities for transfer of best practices

Local Action Plan and ULSG

The «EGTC» URBACT project does not aim to feed the contents of a cross-border strategy, but aims to support the debate on the organisation system required for the elaboration and/or the implementation of a common strategy.

The «EGTC» URBACT project may contribute to the setting-up of a new organisation structure and its operational management or the enhancement of an existing structure and its operational management.

The Local Action Plan (LAP) corresponds to the report which will highlight, at the end of the project, the added value of the «EGTC» URBACT project for each cross-border conurbation in relation to the themes and sub-themes covered by the two Thematic Workshops (internal governance and relations with external stakeholders). How will each cross-border conurbation integrate good practices from other CB conurbations in its own governance system? The LAPs will not be simply and necessarily the establishment of EGTC or another legal structure but a detailed description of expected actions enabling daily operational governance. The LAPs may vary according to the needs and challenges of each cross-border conurbation.

The URBACT Local Support Group (ULSG) is composed by the persons/structures who might give a valuable support so as to elaborate the LAP.

CROSS-BORDER CONURBATION	CURRENT SITUATION		GOOD PRACTICES	CHALLENGES ON GOVERNANCE	LOCAL ACTION PLAN (added value of the «EGTC» URBACT project)	COMPOSITION OF THE ULSG
	Common strategy	Legal structure				
Eurométropole Lille-Kortrijk-Tournai	On-going drafting of the 2008-2010 work programme	EGTC	<ul style="list-style-type: none"> - 1st EGTC in Europe - Experience in a progressive legal structuring - Involvement of national authorities in the EGTC 	<ul style="list-style-type: none"> - Elaboration of the common strategy (work programme 2008-2010) - Recruitment of the technical staff - Involvement of socio-economic actors 	By exchanging some experiences with other cross-border conurbations, development of an efficient governance on the territory regarding : - Actors : co-	The 14 partners of the EGTC: public authorities at local, regional and national levels

			<ul style="list-style-type: none"> - All levels of public authorities are involved in the EGTC - Establishment of a French-Belgian parliamentary working group 	<ul style="list-style-type: none"> - How to enhance cooperation with Managing authorities? 	<ul style="list-style-type: none"> ordination between the 14 partners of the EGTC and with other public and private actors of the territory, - Territory : co-ordination between different scales of crossborder governance : city-city, Eurometropole Lille-Kortrijk-Tournai, Lille metropolitan area - Themes of activities : which actors on which scales for which actions ? 	
Frankfurt (Oder) – Slubice conurbation	Past common strategy	Informal structure of cooperation	<ul style="list-style-type: none"> - Articulation with euroregional level 	<ul style="list-style-type: none"> - Lack of long-term cooperation - Need to formalise the cooperation (legal basis) - Need of technical assistance 	Governance (political and technical) for the elaboration and implementation of the common strategy	The Mayor of both cities, public authorities at local, regional levels, euroregion Pro-Europa Viadrina, socio-economic actors (NGO's and SME's)
Eurocidade Chaves-	Existing cross-	Informal	<ul style="list-style-type: none"> - Relations with 	<ul style="list-style-type: none"> - Differences of 	Assessment of the	Only public authorities

Verin	border strategic agenda	structure of cooperation	upper-local levels <ul style="list-style-type: none"> - Joint secretariat - Existing strategic plan: elaborated by external experts, consultation of the civil society - Cross-border urban issues are taken into account by regional, national policies and Interreg IVA Programmes 	legislations <ul style="list-style-type: none"> - Communication towards the inhabitants - Establishment of a EGTC 	current governance organisation: is it suitable for the implementation of the common strategy?	from national, regional and local levels. Involvement of experts when relevant.
Ister-Granum EGTC	Existing cross-border strategy	The Ister-Granum EGTC has been established (06.05.2008), it is under registration. The organs of the EGTC do not work yet. Esztergom and Štúrovo compose the center of the cross-border	Regional civil parliament (achievements on the field of development cooperation between NGO's working in different sides of the border; and on field of the involving the NGO's in the common developing work). Regional Solidarity Fund (it supports the inventions and	Finding practical cross-border solutions in the day-to-day life. Developing the institutional frame of the EGTC and overcoming of the differences of legislations. Launching and operating the common institutions and enterprises.	Facilitating the juridical and financial establishment of the Ister-Granum EGTC and its institutions. Sharing the information about the EGTC regulation and its benefits with the national and regional authorities (communication). Elaborating innovative	<ul style="list-style-type: none"> - Experts - Local and regional decision-makers - Socio-economic actors: NGOs and the Regional Development Agency

		agglomeration that established EGTC.	projects planned by the poor settlements)	Improving the local development, the territorial management and the communication	approaches concerning the common governance and its potential instruments (common cross-border strategy). Networking with different cross-border conurbations in Europe.	
Trinational Eurodistrict Basel	Existing cross-border strategy	Current legal structure: association (French local law)	<ul style="list-style-type: none"> - Involvement of regional, management, national authorities - Link with private actors (e.g. metrobasel) - Existing common strategies and concrete projects: 2006-2020 (INTERREG III), 2009-2020 (INTERREG IV) 	<ul style="list-style-type: none"> - Discrepancies in economic strengths, labour conditions, salaries etc. - Differences of legislations - Language problems - Articulation with Upper-Rhine and other Eurodistricts - Transfer of competences from local authorities to the Eurodistrict - Implementation of the results of a large number of studies 	<p>Improvement of the organisation scheme for the elaboration of the common strategy:</p> <ul style="list-style-type: none"> - Improvement of metropolitan governance. - Inclusion of civil society and economy in CB activities. - Strengthening and promotion of the TEB area as a globally competitive region. - Financing of cross-border infrastructures 	The ULSG will be principally organised around the partners of the Trinational Eurodistrict Basel, from Switzerland, France, Germany : national, regional, local levels and the Regio Basiliensis.

					- Mediation in case of cross-border conflicts	
Eurodistrict Strasbourg-Orteneau	Existing common strategies (White Paper and Projet Métropolitain, convention)	Informal structure of cooperation: convention between partners	<ul style="list-style-type: none"> - Existing common strategies - Articulation with supra-local levels (State initiatives) - Existing concrete projects - Good collaboration at technical level 	<ul style="list-style-type: none"> - Establishment of a legal structure - Need for more involvement of the civil society and visibility for inhabitants 	<ul style="list-style-type: none"> - Elaboration of a new organisation scheme of governance for the implementation of the common strategy of cross border development - the legal frame for cross-border activities 	The 14 members of the Eurodistrict steering committee, representing the main stakeholders of the project (State, Region, County and local authorities).

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