

ESPON Targeted Analysis on Cross-border Public Services (*and COVID-19 related impacts*)

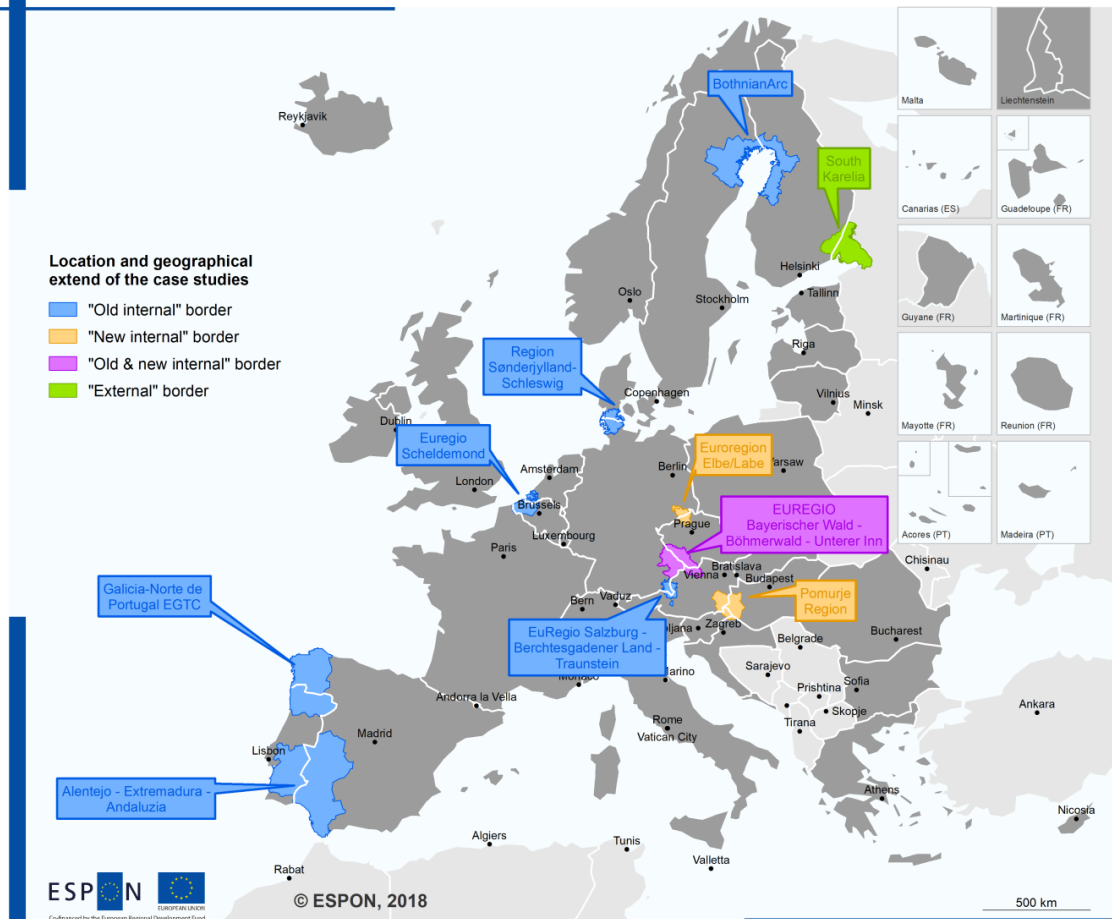
Online PA10 Steering Group Meeting on Cross-border Cooperation
& Cross-border Services in the Danube Region

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16 September 2020

ESPON CPS – the project

- **EU-wide overview** of cross-border public services (CPS) across policy fields, territories and main features
- Targeted analysis to support involved stakeholders (10 border regions) through
 - ... a **stock-taking of territorial needs and persisting border obstacles** hampering the development of CPS;
 - ... an **identification of potentials for further CPS development** to cope with everyday border problems and major challenges;
 - ... an **exchange of experience** on public service provision practices

Cross-border public services (CPS): Case study regions



Regional level: n.a.
Source: ESPON CPS, 2018
Origin of data: TCP International, 2018
© UMS RIATE for administrative boundaries

Development of Cross-border Public Services in Europe until 1969



1

What are CPS?

What are the main development potentials/future needs of CPS ?



CPS – A new instrument?

Cross-border Public Services ...

- ... are no new instrument
- ... first services already implemented in the 1960s...
- ... boost in services in the 1990s with launch of Interreg programmes
- ... but still CPS are not well known among regions
- ... until recently, no common definition of the concept of CPS and of the number and scope of services were available
- ... that's why ESPON launched the empirical study on CPS in Europe

What are CPS?

Any CPS ...

- ... covers a specified **cross-border area**
- ... addresses a **shared problem** or **development opportunity**
- ... has a **target group on both sides of the border**
- ... is **non-discriminatory** to access
- ... includes **actors from both sides of the border**
- ... is **publicly organised** and delivered either directly or via a concession
- ... is **publicly financed**
- ... is not limited to a specific timeframe (i.e. not a “one-off project”)

Added value for border regions

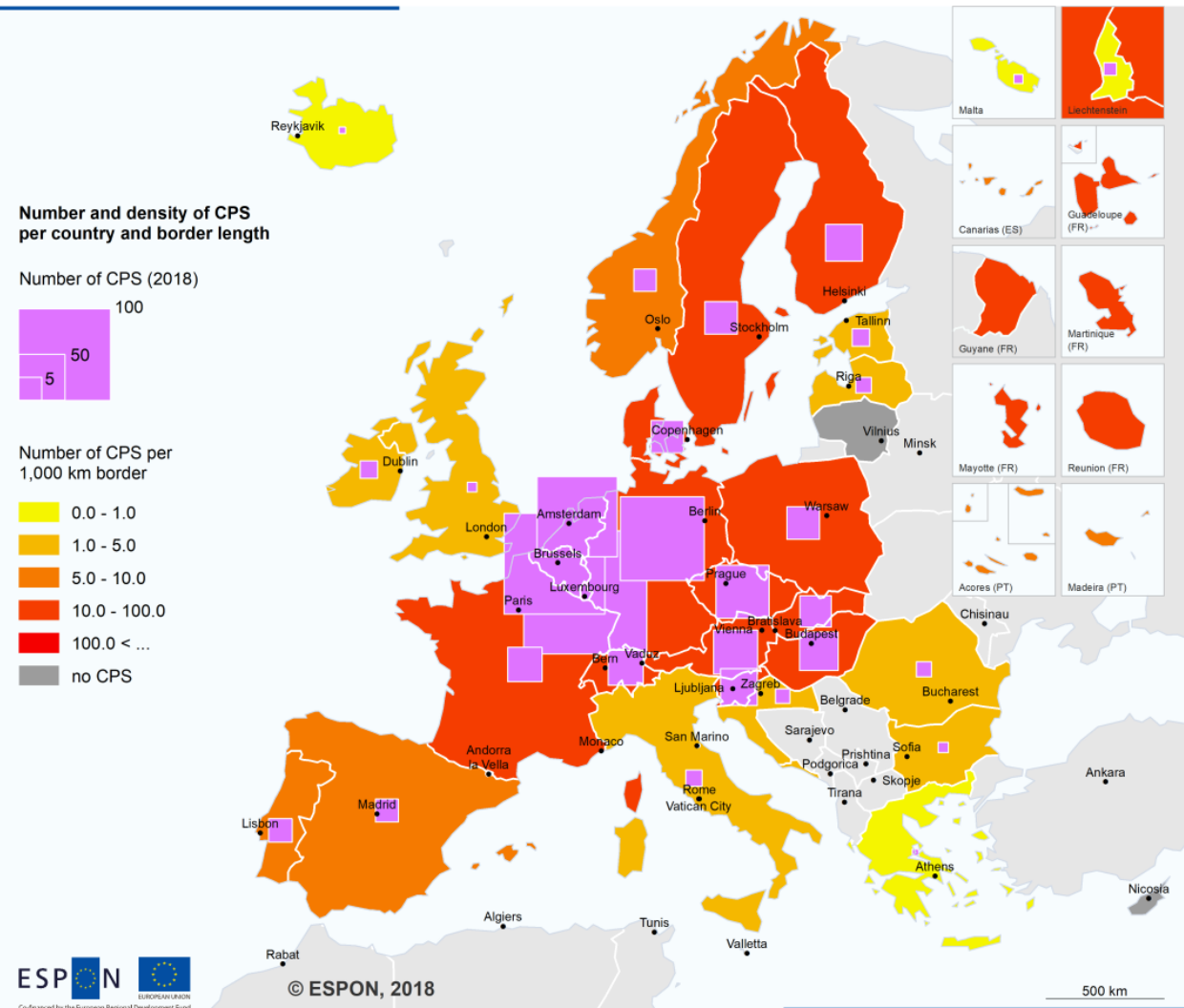
CPS enhance functionality in border areas by

- ... contributing to **reducing negative border effects**
- ... contributing to **better connections**
- ... supporting **cross-border flows** of people
- ... creating (thematic) **functional areas**
- ... contributing to raise **awareness** of **cross-border possibilities** (e.g. in terms of work and labour markets, health care, recreation, education, technical infrastructures etc.)
- ... addressing **gaps** in **domestic service provision**
- ... making service provision less costly and raise its **efficiency**, thereby helping to maintain services in border areas with low population densities
- ... **sustaining Interreg projects**

First comprehensive overview of CPS provision in Europe

- 579 examples of CPS provision in Europe identified.
- Concentration of CPS along the borders of old EU Member States.
- Most CPS deal with environment protection, civil protection and disaster management or transport.

Cross-border public services (CPS): Number and density of CPS per country



Number of CPS per segment
of national border

- 0
- 1 - 2
- 3 - 5
- 6 - 7
- 8 - 10
- 11 - 15
- 16 - 30

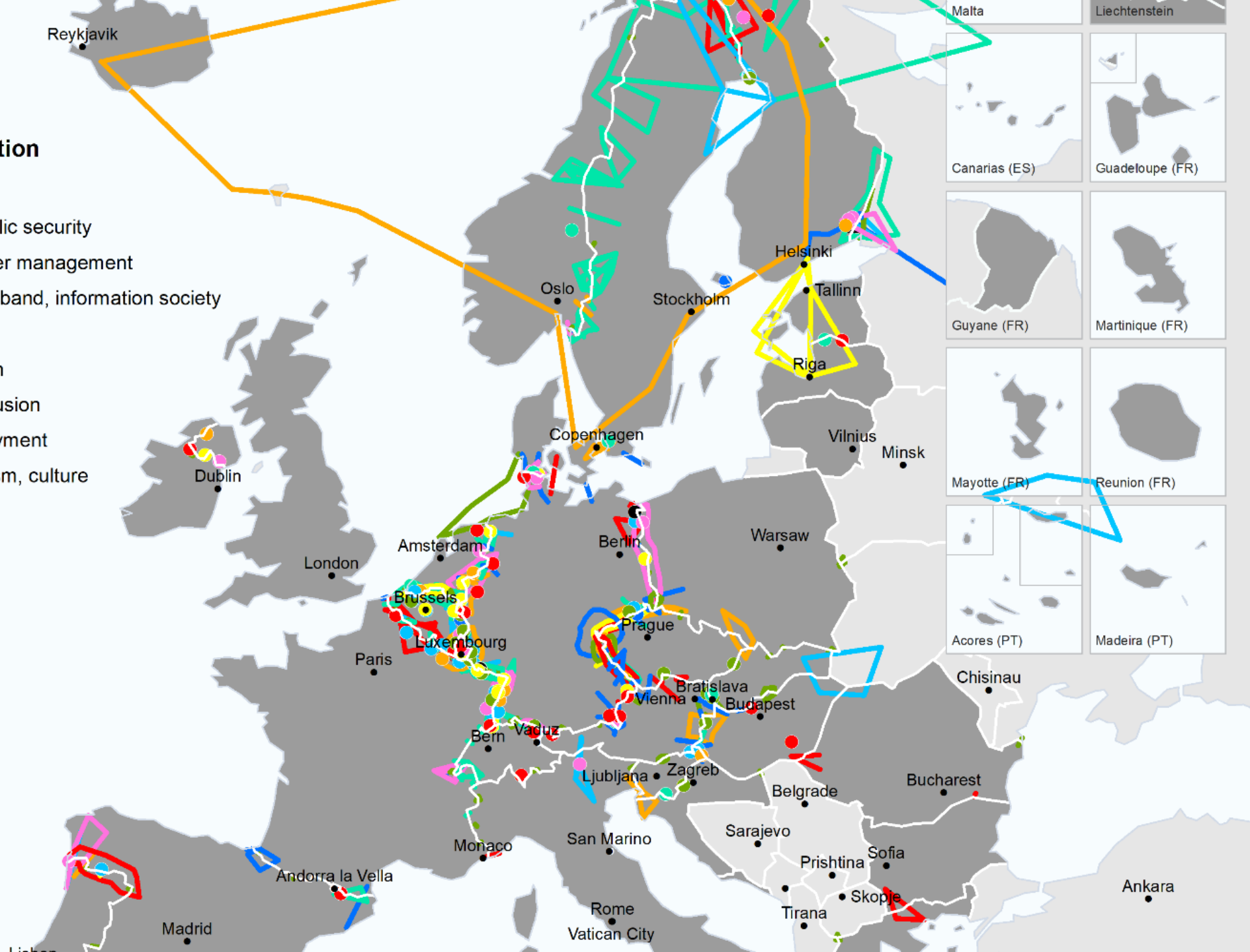


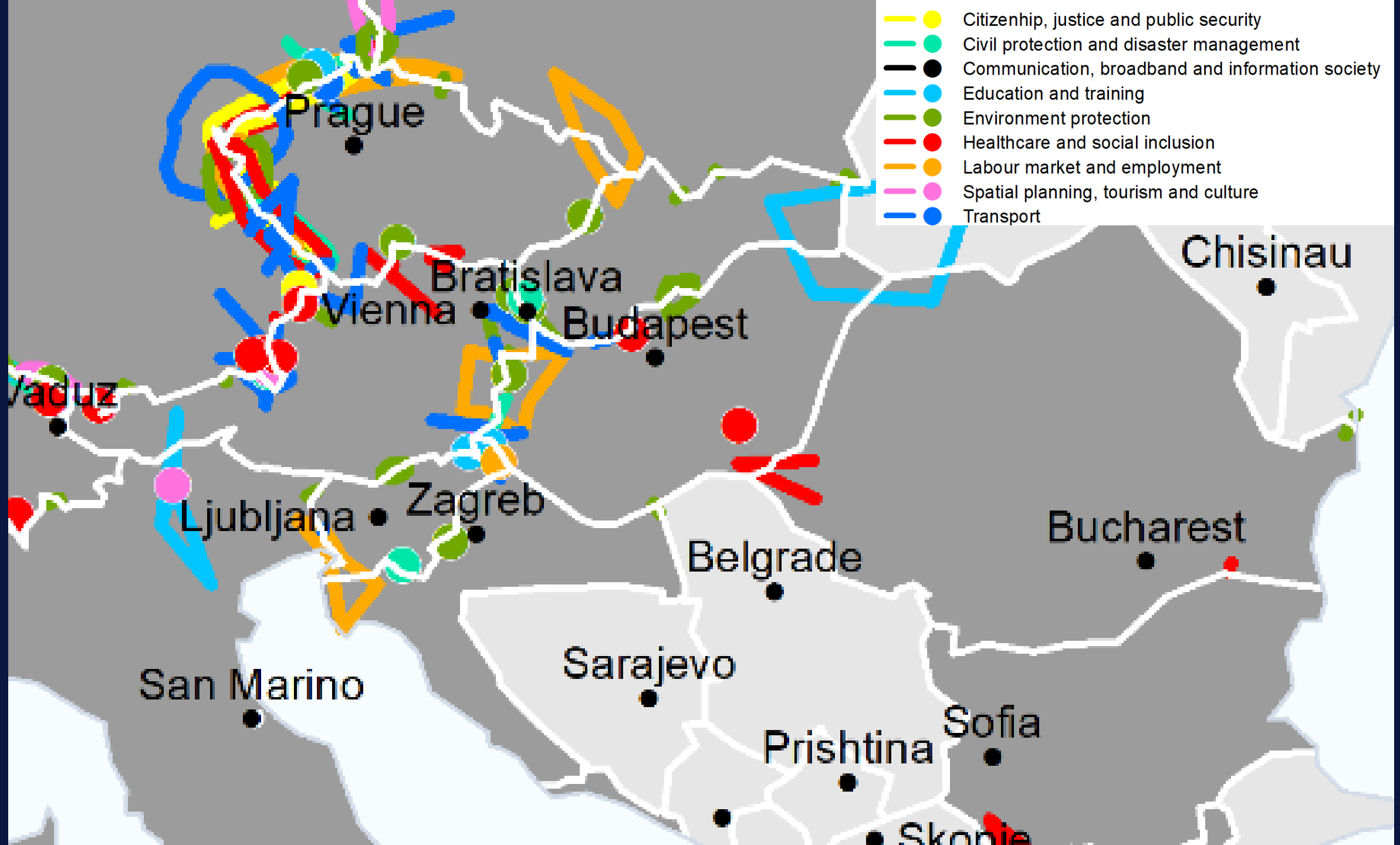


Themes / fields of application of CPS services

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

Each dot or line represents one individual CPS, provided by two or more partners.





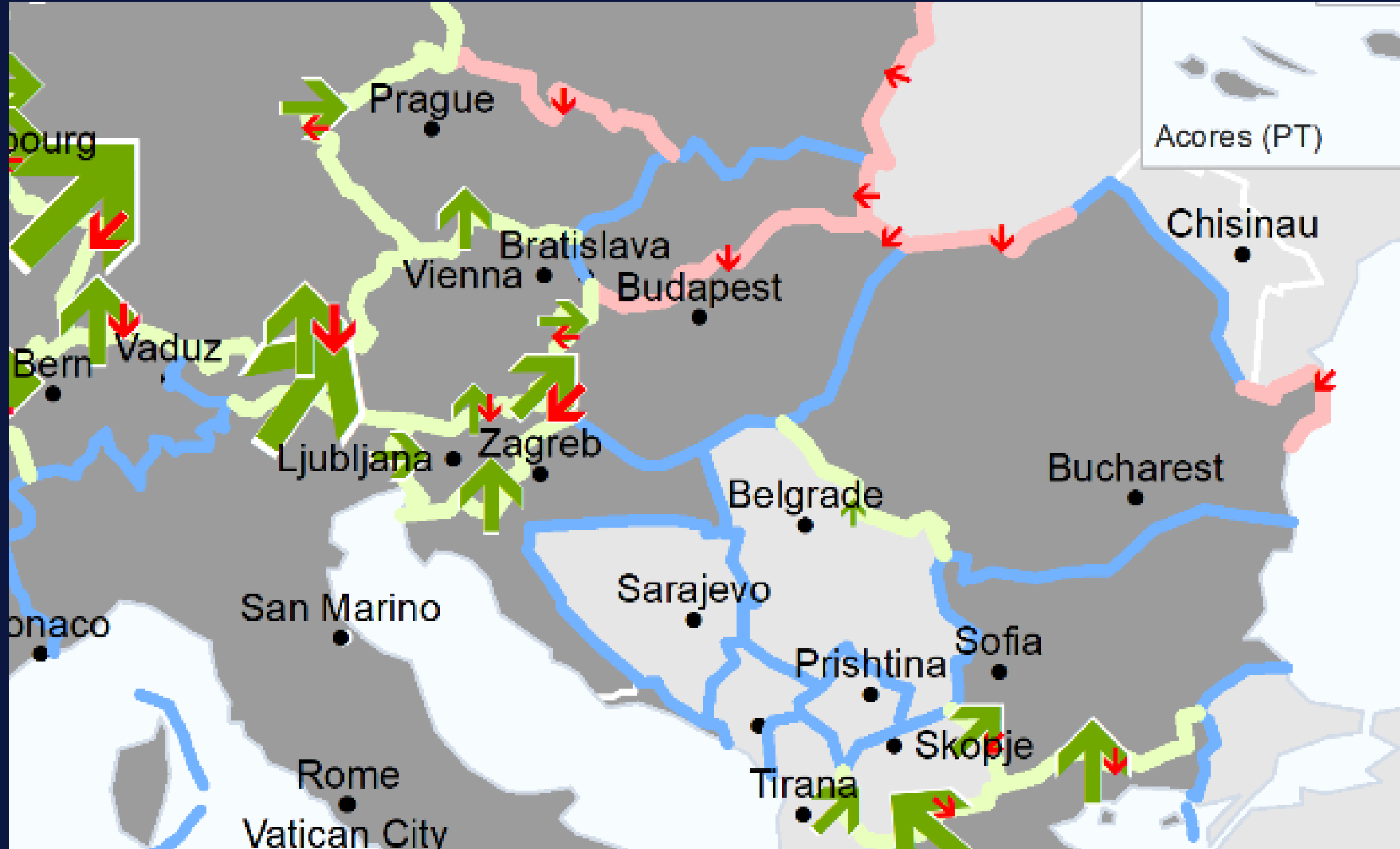
Assessment of future CPS development needs along European borders

Potentials for future CPS



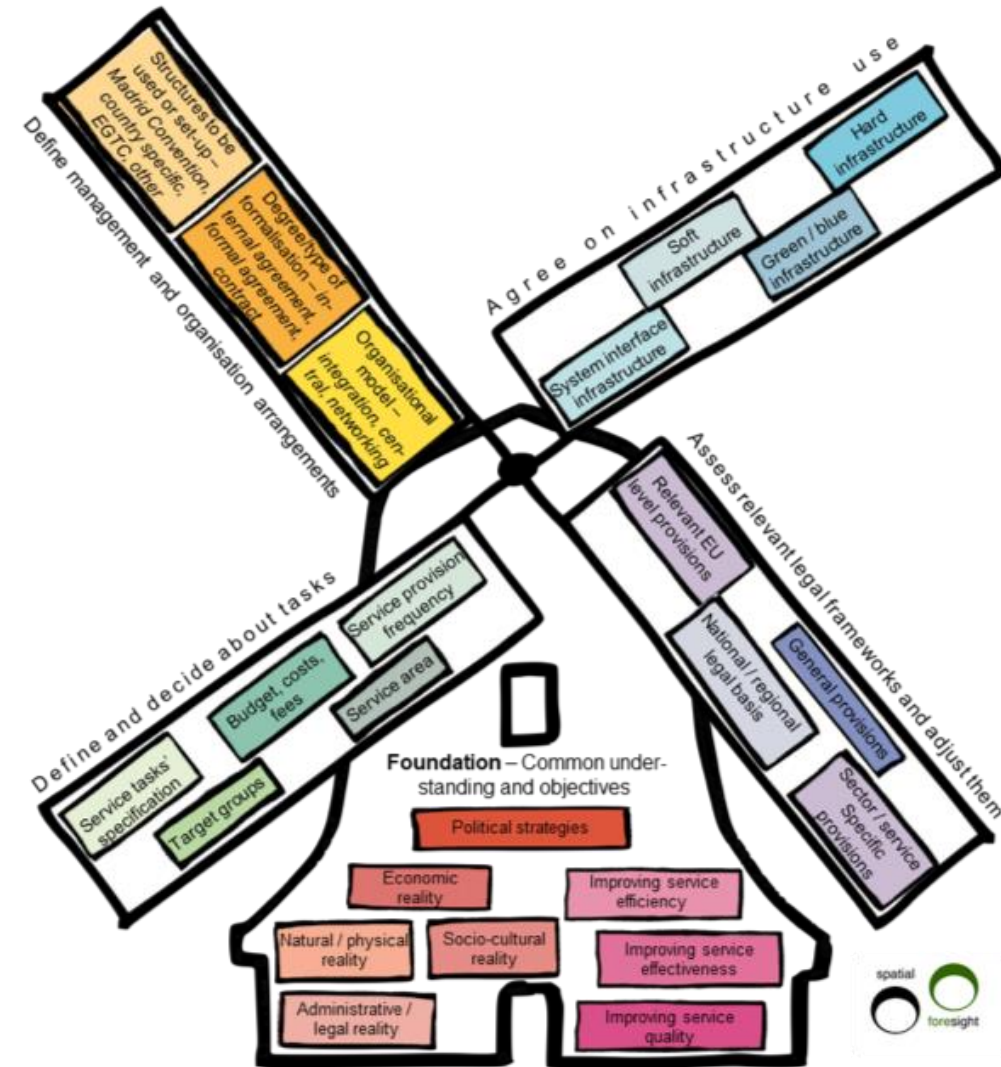
- Primarily positive assessment: Majority of respondents see needs/potentials for new CPS in future
- Primarily negative assessment: Majority of respondents don't see needs or potentials for future CPS
- Ambiguous assessment: No clear view of respondents
- No responses for these borders





2

Practical guidance to develop cross-border public services



CPS Building Blocks

Common understanding

- Objectives & border realities

Define and decide the tasks

- e.g. target group, service area, fees

Agree on infrastructure use

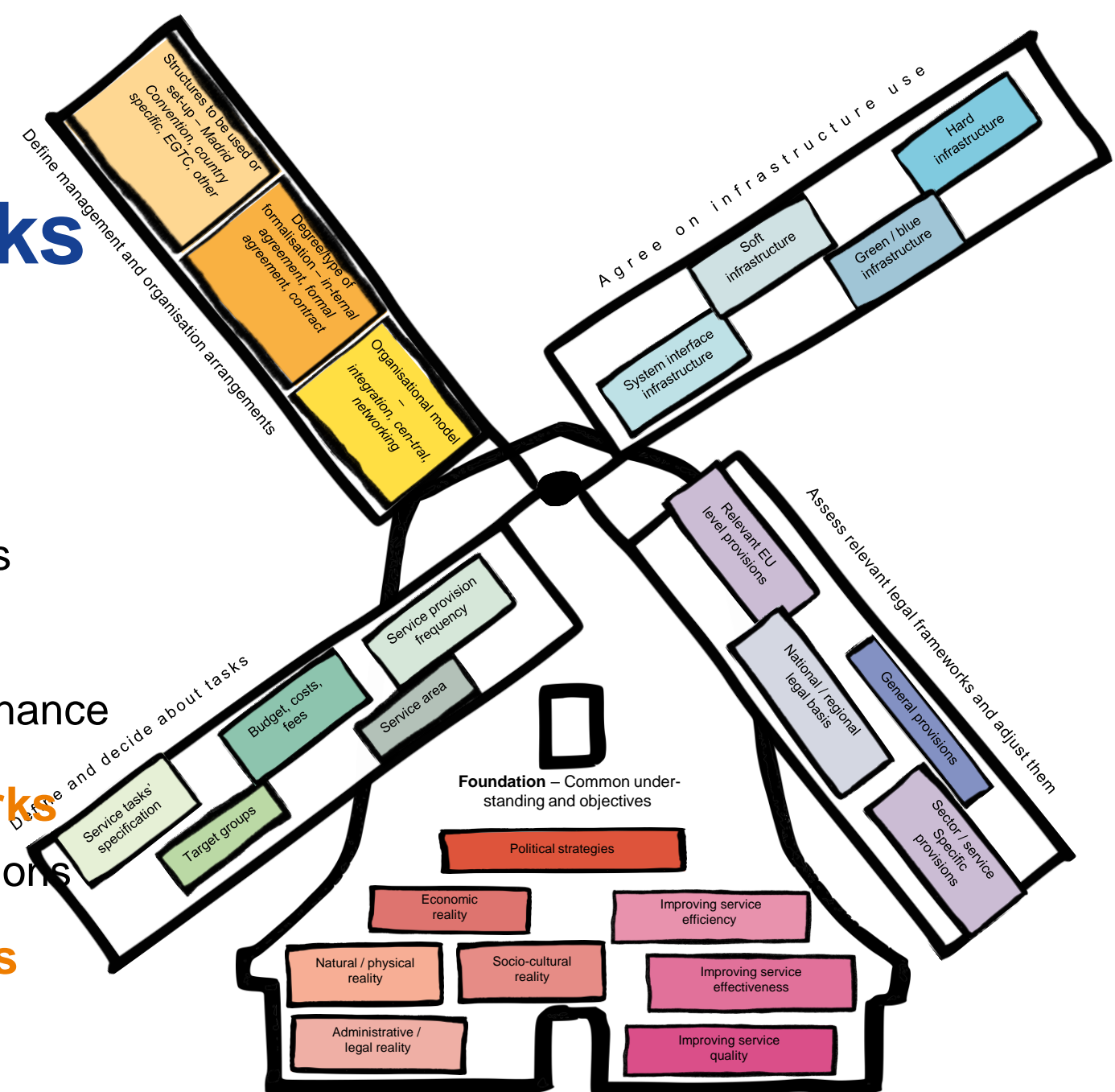
- e.g. normative frameworks, maintenance

Assess and adjust legal frameworks

- e.g. EU, national or regional provisions

Define management arrangements

- e.g. degree of formalisation



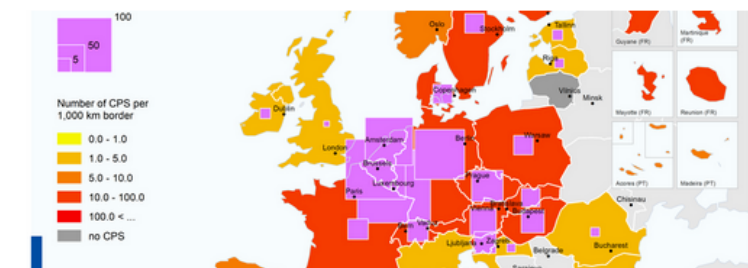
Step-wise approach to CPS development

Cross-border institutions, border regions and service providers support CPS development by:

- Ensuring sufficient commitment and capacity for CPS endeavours;
- Using Interreg funding deliberately for CPS;
- Being pro-active and patient;
 - Small pilot projects may be established first, raising awareness and support for further CPS development
- Taking responsibility, even if similar competences are differently distributed across the border;
- Communicating needs to higher levels.

3

COVID-19 related impacts



How are Cross-border Public Services affected during the #COVID19 crisis?

POSTED ON APRIL 15, 2020 | BY ESPON | IN LATEST NEWS

Many border areas are characterised as peripheral regions in their domestic context, which is challenging affordable public service provision. In such areas, with limited demand, cross-border public services (CPS) can support the provision of these services. At the same time, cooperation and coordination with the neighbouring areas may increase service demand or may allow sharing costs among more stakeholders. This makes public service provision less costly.

The ESPON project **Cross-border Public Services** provided different examples from across European border regions that illustrate how CPS provision contributes to increasing accessibility and affordability of public service provision.

The case study of Pomurje illustrates the possibilities for CPS provision in a cross-border area with low population densities. Pomurje is a Slovene region neighbouring Austria, Hungary and Croatia. The cross-border area has few towns of more than 10,000 inhabitants. People in the area commute across national borders for work and study opportunities. Consequently, the region hosts CPS supporting this flow of people. There are two cross-border schools, a EURES centre, Pannonia, providing information and advice about living and working across the border and a cross-border nature park, the Trilateral Nature Park Gorčko-Raab-Örség. The latter coordinates protection and management of natural areas across national borders, not least due to the fact that nature does not recognise national borders. Currently, discussions are ongoing to explore the possibilities to expand the number of cooperation activities. Increasing coordination allows offering more services for the benefit of the Trilateral Nature Park.

However, the ambition to strengthen the ties across the borders of the Pomurje-region is widely forced to pause for the moment. As Martina Rojas-Pineda (National Coordinator of EURES Austria) states: "The EURES-centre Pannonia is still in service, despite that there is a significant decline in service offerings mainly limited to information provision". The core competence of EURES, comprising the recruitment of foreign jobseekers, has come to a halt due to closed borders and slowed down the economy.

The Trilateral Nature Park Gorčko-Raab-Örség (SLAT/HU) had had ambitious plans for this year's spring/summer period. A planned opening of a hiking trail crossing all three parks or a joint meeting of European Parliament members in the castle Grad are just a few of the events being cancelled or postponed. According to Stanislava Deřník (Park Director of Gorčko-Nature Park), the communication between the partners remains close and arrangements are undertaken to still offer cross-border service offers. For instance, the Gorčko web portal has been supplemented with German and English translation and also ongoing cooperation programmes like the INTERREG-D2C still provide a multilateral communication forum for experts together with national stakeholders.

Another example is the cross-border emergency helicopter Christophorus Europa 3 in the Euregio Bayerischer Wald-Böhmerwald-Unterer Inn. This helicopter serves an area that previously was considered a blank spot for emergency services. Waiting times exceeded sometimes 25 minutes in the southern and eastern parts of the Bavarian Forest. Today, approximately 800,000 inhabitants in this German, Austrian, Czech border area benefit from this significantly better availability air rescue services. The joint helicopter service has reduced the waiting time to less than 15 minutes.

A similar example can be found in the border region of Sønderjylland-Schleswig. The emergency helicopter service of Niebüll increased the accessibility to emergency care in the entire German and Danish border region, including in particular the areas with low population density in the western part of the region. The positive experiences of this CPS served even as a pilot initiative for similar services elsewhere in Denmark.

Like in the previous example, Tilo Kiese (Coordinator HEMS Niebüll DRF-Air Rescue) also mentions an "ongoing cross-border cooperation in air rescue with Sønderjylland under the condition that patients are preferably medicated in the same country". The ambulance service alongside the German-Danish border is facing locally varying constraints. While the German county of Flensburg paused cross-border operations of the local ambulance in the neighbouring county of Nordfrisland this is still possible, however, few cross-border operations are currently undertaken (Der Nordschleswiger - 24 Apr. 2020).

Ongoing CPS development in the Euroregion of Elbe/Labe illustrates how cooperation may ensure maintaining hospital services in the future in another region with low population density. On the Czech side, hospital supply has been reduced. The German hospital in Sebnitz, located immediately next to the border also faces a declining demand due to depopulation. In order to maintain the services in the area, health care providers and local and regional stakeholders are seeking possibilities to avoid further decline in health care service provision in the future by seeking joint solutions.

With very strict measures at the German-Czech border (BBSR 2020), the cross-border collaboration of medical services provided by the major Asklepios-hospital in the German small-town of Sebnitz is paused for the moment. The Asklepios hospital confirms that smaller hospitals alongside the Czech side of the border are currently facing serious strains through the closed borders.

In conclusion, besides minor local variations, cross-border operations dependent on open borders are seriously affected by the pandemic at the moment.

How did the COVID-19 pandemic affected CPS provision ?

- What ESPON did : collection of testimonials and opening our website
 - ✓ Pomurje Region (crossborder schools and EURES centre)
 - ✓ Goričko-Raab-Őrség (Trilateral Nature Park)
 - ✓ Euregio Bayerischer Wald-Böhmerwald-Unterer Inn (crossborer helicopter service)
 - ✓ Euroregion of Elbe/Labe (cross-border medical services)
 - ✓ Etc.
- Reflecting on the possibility to update the study (database and needs) together with the EC (DG REGIO) and cross-border networks



We need your support



Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

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Thank you

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<https://www.espon.eu/cps-brief>



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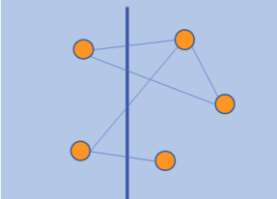

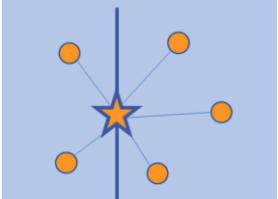
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Back-up slides

Implementation models

Model	Networking model 	Centralised model 	Integrated model 
Delivery	Cooperative task delivery through a division of labour between different public administrations (local, regional, national) or service providing organisations on both sides of a border	Unilateral task delivery through an existing public administration (local, regional, national) or service providing organisation on one side of the border, acting for the benefit of both sides.	Delegated task delivery & joint management of the service , by using an already existing cross-border structure / body with own legal personality, seconded or own staff and an own budget.
Management	Shared management of the service through a newly created informal network or formalised network structure involving the relevant organisations from both sides of the border (with or without a joint coordination unit).	One-sided management of the service through the concerned public authority or service provider, either by not involving actors from the other side in domestic management or by involving such actors.	Integrated task delivery & integrated management of the service , by transferring responsibilities for decision making and operational service management to a newly established cross-border structure / body with own public-law based legal personality, directly employed personnel and an own budget.

You are not alone – typical challenges

Mobilising stakeholders

Unbalance distribution of benefits

Assessing effects of CPS

Assessing CPS demand

Price / service levels differ

Quality standards / norms differ

Scarce budgets

Cost differentials

Lack of (clear legal basis)

Cultural / language barriers

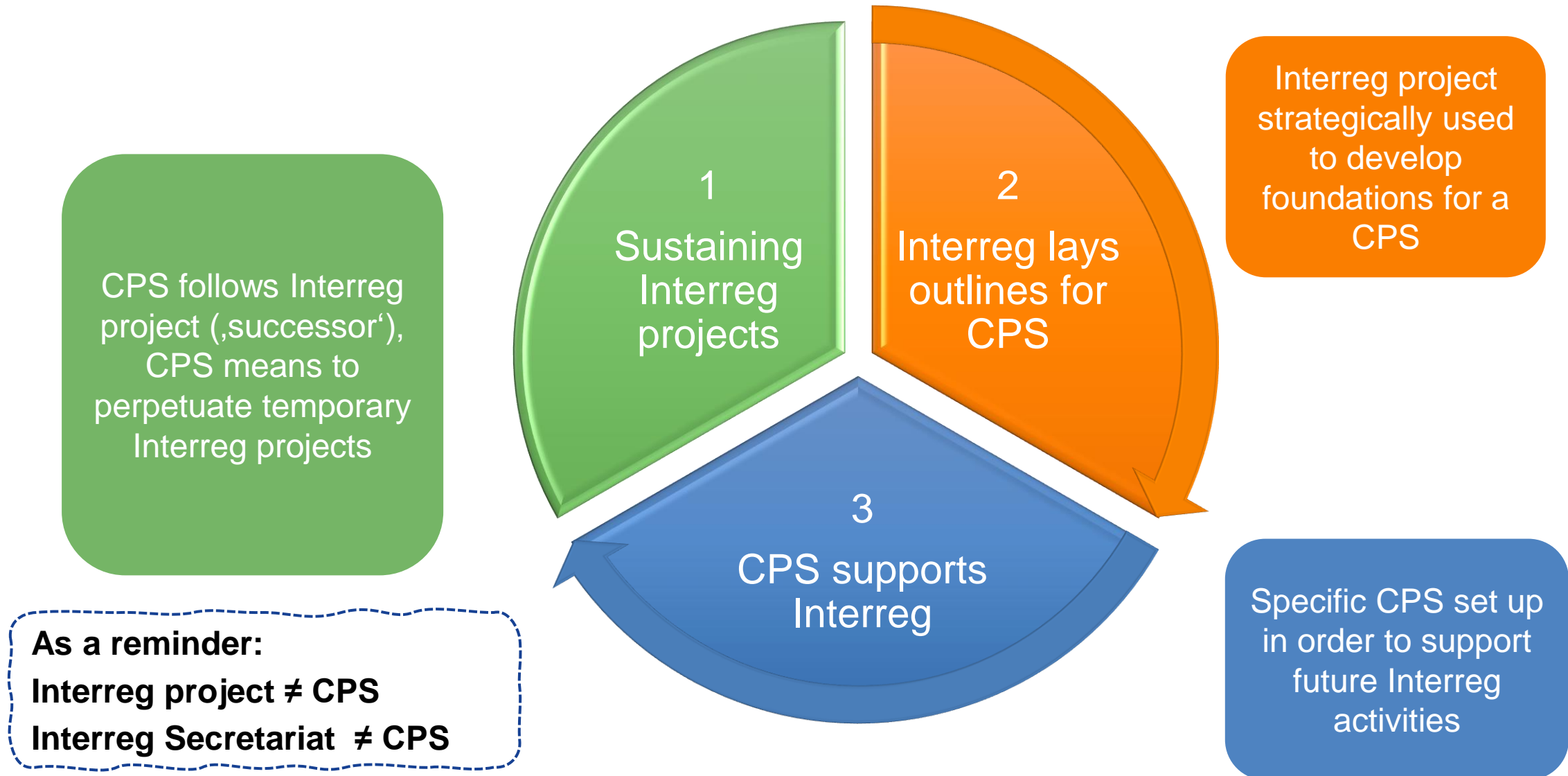
Unclear competences or changes of responsibilities

Changing external factors

Differentiating domestic & cross-border services

➤ **Several potential solutions for each challenge**

Relations between CPS & Interreg projects



New Interreg regulations

Possibilities to use Interreg support to establish CPS or to use CPS to sustain Interreg projects within the “5+1” policy priorities

- PO 2 – Energy and risk prevention
- PO 3 - Transport
- PO 4 – Health and education
- Interreg PO – Governance

New regulations stress the importance of “functional linkages” within border regions. CPS could be an instrument to strengthening/establish such functional linkages.

Interreg as facilitator for networks: Precondition & impact of CPS

Networks as precondition

Network as impact

Objective: Implementation of a CPS

Seeking actors at both sides of a border

Existing networks = Nucleus for CPS development

Joint development of the services

CPS = Durable „materialisation“ of the network

Intuitive individual CPS development

Development of further CPS

Development of new networks

Strengthening of functional cross-border connections

Target groups

- CPS may address **unspecific** as well as very **specific target groups**
- One CPS may address **different target groups** at the same time (example: cross-border trains address workers, tourists, apprentices etc)
- Direct beneficiaries and end users can be different
- Target groups may also be involved as actors and/or service providers

Target groups	Share (%)
Public authorities	19.9
Tourists	13.6
General public	13.3
Pupils, students and apprentices	12.1
Cross-border workers	11.7
Job seekers	11.3
Economic actors	6.9
People requiring medical / permanent care	4.9
Researchers	2.6
Other stakeholder groups	2.1
Other person groups	1.6
Sum	100

CPS in transport



CPS in transport (appr. 18% of all CPS):

Services

- Cross-border **bus lines, trams**, regional and rapid urban **trains, ferries** and cable cars
- **Specialized PT services** (like touristic steam trains, hiking buses)
- Joint **icebreaker** services

Tickets & Infos

- Cross-border public transport **tickets** and integrated PT **fare systems**
- Joint public transport **internet platform** (information, ticketing, sales, service hotlines etc.)

Planning & Managem.

- Joint **authorities** for public **transport planning** and PT service delivery
- Joint **traffic management centres**

Legal backgrounds applied individually

Example	Legal challenges & solutions
Tram Strasbourg-Kehl (DE-FR)	<ul style="list-style-type: none"> ■ Different <i>security prescriptions & insurance requirements</i> for infrastructure – tailor made solution
Eurodistrikt-BUS for cross-border workers (DE-FR)	<ul style="list-style-type: none"> ■ EC cabotage regulation limits the use – <i>Special regular service</i>
Ilztalbahn line in Bavarian Forest (DE-CZ)	<ul style="list-style-type: none"> ■ As local link does not imply border-crossing of domestic rail services & is operated for <i>historical interest/ tourist value</i> no application of EU regulations/directives
Elbe-Labe Ticket (CZ-DE)	<ul style="list-style-type: none"> ■ Fragmented transportation company structure in CZ – foundation of single <i>transport association</i> in CZ region
Geneva joint transport authority (CH-FR)	<ul style="list-style-type: none"> ■ <i>Public-law based institution</i> based on Karlsruhe Agreement on cross-border cooperation

Specific financial solutions applied

Example	Financial challenges & solutions
Tram Strasbourg-Kehl (DE-FR)	<ul style="list-style-type: none"> ■ <i>Ticket sales</i> finance provision & <i>deficits shared</i> proportionally
Eurodistrikt-BUS for cross-border workers (DE-FR)	<ul style="list-style-type: none"> ■ <i>Joint funding</i> of involved districts/departements & EGTC & <i>ticket sales</i>
Ilztalbahn line in Bavarian Forest (DE-CZ)	<ul style="list-style-type: none"> ■ <i>Interreg project</i> for infrastructure; <i>fund-raising</i> of non-profit association; <i>local public</i> funding & train <i>tickets</i>
Elbe-Labe Ticket (CZ-DE)	<ul style="list-style-type: none"> ■ <i>Ticket sales</i> finance provision / transfer depending on sales & internal distribution to transport providers ■ Economic disparities – <i>different price levels</i> for tickets bought in CZ and DE & limits to validity
Geneva joint transport authority (CH-FR)	<ul style="list-style-type: none"> ■ <i>Administration fees</i> shared among member ■ <i>Costs for bus lines</i> borne by relevant partner

CPS in waste management



CPS in waste management:

Sewage water

- Cross-border **sewage water treatment plants**
- Cross-border **drainage systems** and measures
- Cross-border **sludge disposal** and incineration

Waste

- **Energy production from green waste** (fermentation)
- Cross-border waste disposal sites
- Cross-border waste collection services

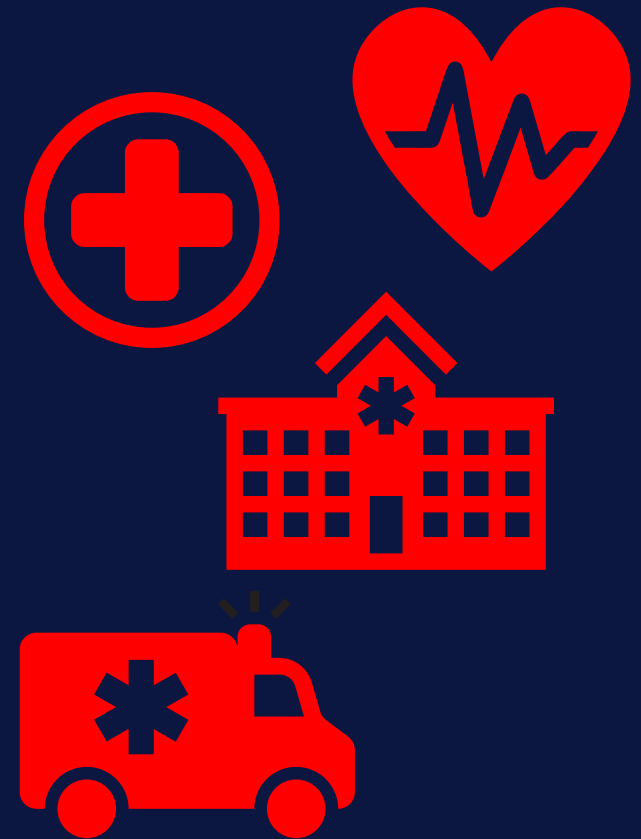
Planning & Managem.

- Cross-border management of wastes

Waste related CPS – Legal & financial frameworks

Legal frameworks	Financial frameworks
<ul style="list-style-type: none"> Contractual based deliveries (waste water, energy, re-use of heat waste) 	<ul style="list-style-type: none"> Fees by households for service delivery / users of service
<ul style="list-style-type: none"> Joint plants (different legal forms) with shareholders on both sides of the border 	<ul style="list-style-type: none"> Transferral contracts defining fees for transfer of sludge...
<ul style="list-style-type: none"> Cross-border climate protection <i>strategy enabling a designated commission</i> to implement energy CPS 	<ul style="list-style-type: none"> Sharing of infrastructure / <i>maintenance costs</i>
<ul style="list-style-type: none"> Interstate agreements providing framework for bilateral contracts 	<ul style="list-style-type: none"> Association <i>membership fees</i>
<ul style="list-style-type: none"> ➤ EU guidelines on sludge etc. disposal 	

CPS in health



CPS in health sector (appr. 11% of all CPS):

Services

- Cross-border **hospitals** and cooperation of hospitals or of specific hospital units
- Joint **telemedicine/telediagnostic** services
- Provision of cross-border emergency **rescue services** (ground-based & helicopters)
- Specific health care services for elderly and kids
- **Exchange of personnel/experts** and **sharing of equipment/joint procurement**

Agreements

- **Cross-border health zones** and patient **information services**
- Cross-border **health partnerships**
- **Networks to promote and certify treatments**

Research

- Cross-border **health observatory**
- **Joint assessment** of (radiological) **data**
- High technology **platform** for **innovative disease research**

Health related CPS – Legal & financial frameworks

Legal frameworks	Financial frameworks
<ul style="list-style-type: none"> ➤ Considerable influence of EU directions & regulations 	<ul style="list-style-type: none"> ■ <i>Interreg project</i> for infrastructure
<ul style="list-style-type: none"> ■ <i>Interstate agreements / conventions</i> enabling concrete action 	<ul style="list-style-type: none"> ■ <i>Treatment costs covered by respective health insurance</i>
<ul style="list-style-type: none"> ■ <i>Cross-border conventions</i> between involved parties (out- / in-patient treatment, emergency...) 	<ul style="list-style-type: none"> ➤ <i>Cost differentials</i> require early inclusion of health insurances
<ul style="list-style-type: none"> ■ <i>Joint institution</i> is rare 	

CPS in e-government



CPS in e-governance:

Planning & Monitoring

- **Incident control** and **crisis management center**, **dispatch centers**
- Cross-border **spatial planning body**
- Cross-border **spatial** and **statistical observatories**
- Joint **geographical information system** and **geodata infrastructure**

Web

- **Spatial planning portals**
- Cultural and touristic **websites**

Administration services

- Cross-border **digital file system**
- **Border InfoPoints** (digital offers)
- **Citizenship card**, family passes and touristic cards
- Joint authorities to provide **municipal services**
- Cross-border **business support units**

E-governance: instrument for all themes

E-governance ...

- is no policy field per se
- solutions can be part of CPS in various policy fields
- solutions may improve work and collaboration of public authorities as such, but e-governance solutions may also address the general public
- facilitating technologies are no CPS, but services they offer may be (part of) a CPS

