

Ulysses

Using applied research results from ESPON as a
yardstick for cross-border spatial development
planning

Targeted Analysis 2013/2/10

Annex II – Task 2.3 - Institutional Performance

Interim Report

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Ulysses Task 2.3 – Institutional Performance – Interim Report

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Executive Summary Task 2.3

1 Territorial Governance and institutional performance in cross-border regions

Cross-border governance in contemporary Europe mostly means cooperation on the *regional* level (in particular Euregions), in many cases complemented by partners on the local level (city networks etc.).

The interregional cooperation is embedded within the multi-level governance of the European political system where nation states and the EU are major players. Against this background, the analysis of cross-border governance has to take two dimensions into account:

- Firstly, the regional partners are not completely free to develop political activities within cross-border cooperation, but they have to cope with national regulations and frameworks that are hardly to be modified: the overall political architecture of the nation state (e.g. federal vs. central) or the planning system (e.g. land use regulation vs. comprehensive integrated approaches) do play an important role in cross-border governance, too. In some cases, the systems from either side of the border fit quite well, in other cases the differences are large and can hamper efficient cross-border cooperation. – Within Ulysses Task 2.3 we call this the **structural dimension** which means the overall framework that can hardly be influenced by the partners of inter-regional cross-border cooperation.
- Second, inter-regional cross-border cooperation in Europe is established and developed for more than four decades now, and the countless examples are differing largely in terms of activity, continuity, historicity, forms of institutionalization, efficiency etc. These differences are not only to be explained by structural frameworks but also by the success of the regional actors. – Within Ulysses Task 2.3 we call this the **activity dimension** which means the intensity and continuity of cross-border cooperation on the regional level.

Both the structural dimension and the activity dimension have been operationalized by a series of indicators that have been weighted, combined and mapped (for details on the methodology and the data behind see Annex).

The analysis is based on different sources: As the Ulysses project is an ESPON priority 2 project, existing ESPON data and findings are a primary resource. Moreover, scientific and grey literature has been consulted and information from stakeholders has been a further basis.

Structural Dimension	
Domain	Indicator
Political status of the border	EU membership / historicity
	Schengen status
Physical status of the border	Geomorphology
Institutional status: Planning culture	Belonging to planning culture traditions according to different studies
Language barrier	Belonging to language families (linguistic distance)

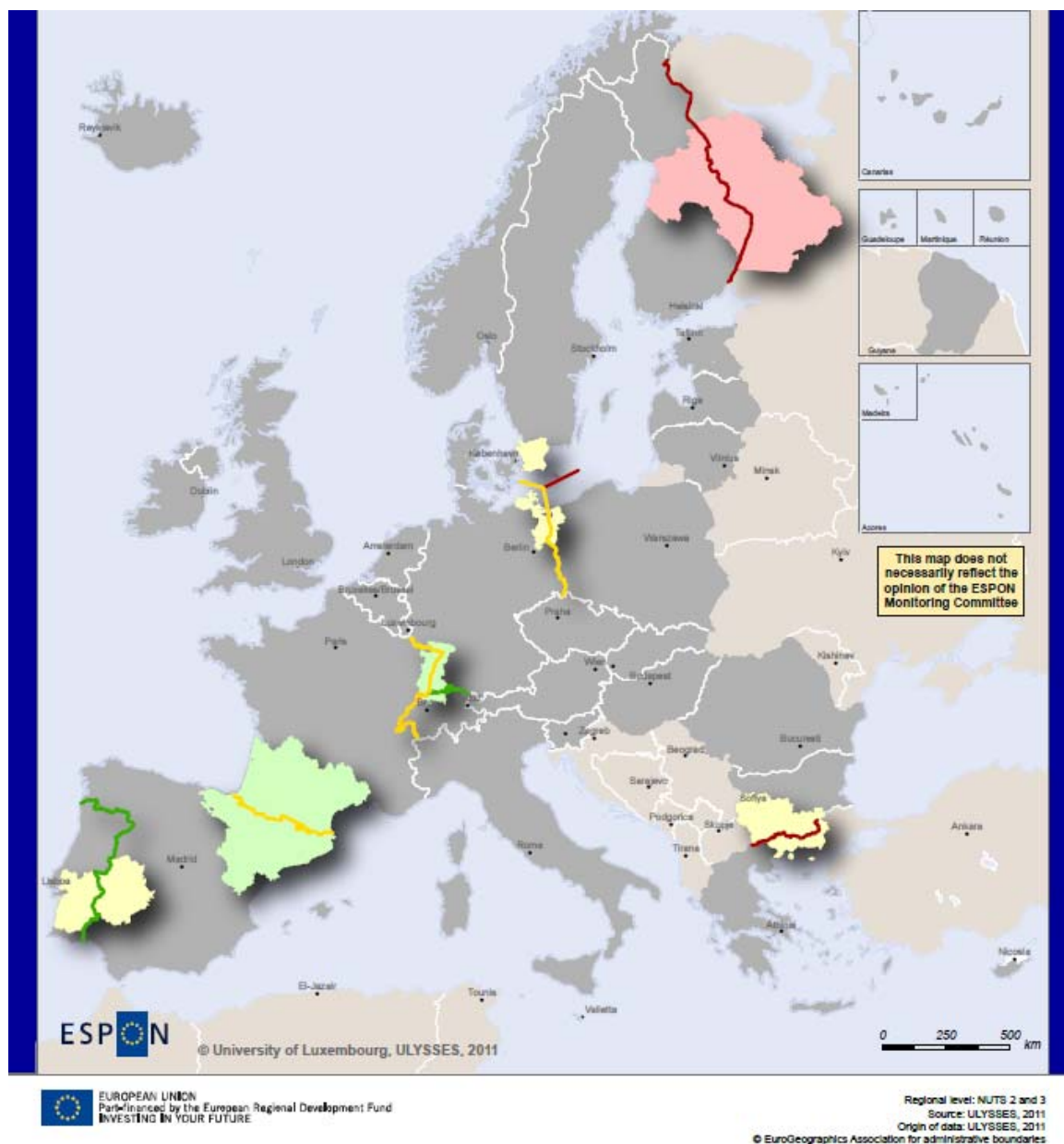
Activity Dimension	
Domain	Indicator
Maturity of cross-border cooperation	Interreg III participation
Historicity of cross-border cooperation in general	Earliest founding date of cross-border cooperation
Institutional thickness in cross-border cooperation	Number of permanent institutionalisations (Euregios, citynetworks, Eurodistricts etc.)
Current activity	Number of EGTCs
Cross-border spatial development on regional level	Joint tools of territorial monitoring
	Strategic cross-border spatial development documents
Cross-border transport projects	TEN-T corridors crossing a border in the perimeter of the region
	important cross-border projects on the regional scale in preparation or established (especially rail)

Table: Indicators for analysing the institutionalised cross-border cooperation (for details and sources see Annex)

2 Overall results

The map shows the overall picture for the Ulysses regions by visualising the above mentioned indicators: The border effects due to differing political *structures* are mapped, represented by the borders (*lines*) in different colours. The *activity* dimension in cross-border governance is represented by different colours of the regions themselves (*surfaces*).

One has to admit that the map can only show a very synthetic and generalised picture. The results must not be misunderstood in a way that it would *evaluate* institutional settings from a normative setting; the approach is a purely analytical one.



Map: Structural Dimension and activity dimension of the Ulysses regions' institutional setting

A more detailed description is given in the later chapter on the respective border regions. However, already at this point, we can draw some conclusions with regard to the European level:

- Some patterns of the map might confirm some well-known characteristics of European borders: the internal EU 15 borders are – from a structural point of view – much more favourable for cross-border governance than – for example – external EU borders or borders with transition states. It is not surprising that the cooperation in the Upper Rhine region is closer than that one in Karelia. However, the map illustrates at the same time that the structural dimension *cannot* be seen in a *deterministic* way. Institutionalised cross-border cooperation does have a considerable *scope of action*. Just to give an example: Though the challenges in the Pyrenees region are not less important than in many other regions, the cross-border institutionalisation has been particularly intensive.
- On the basis of the six regions of the Ulysses project the map shows the *diversity* of borders and border regions in Europe also from the institutional point of view: The structural and the activity dimension have very different values. Obviously, a full equity of these spatial patterns in Europe's border regions is not a reasonable objective, in particular not in the short and medium term. Territorial diversity has to come along with different institutional settings. Tailor made institutions have to face the respective challenges *on the ground*. From the perspective of *territorial cohesion* one has to state that – following the principle of *tailor made strategies* – all regions have to develop their own ways in order to exploit their cross-border potential.
- The pattern also indicates that socio-economic development alone does not determine cross-border governance, neither. For example, both the mountainous area of the Pyrenees and the densely populated Upper Rhine area with a high degree of functional integration show similar patterns in the cooperation schemes, despite all socio-economic differences. The link between socio-economic and institutional performance will be further elaborated in the coming months for the final report of the project.

Detailed report task 2.3

3 Methodology

As pointed out in the summarising part of task 2.3, the institutional analysis differentiates two dimensions: On the one hand, the **structural dimension** means the overall framework that can hardly be influenced by the partners of inter-regional cross-border cooperation. The **activity dimension** addresses the intensity and continuity of institutionalised cross-border cooperation on the regional level.

Structural dimension

3.1.1 Political Status of the border

The political status of the border is an important context for regional cross-border development that cannot fundamentally be influenced (see table below for an overview). Firstly, the territorial governance in cross-border regions is strongly influenced by the political status of the border: The historicity and the degree of liberalization play an important role. The indicator “EU membership/historicity” allows categorising the borders into four groups: EU12/15, EU 25/others and external borders. Switzerland is considered as a category of its own as it is a non-member-state, but takes part in the Schengen agreement and is a particular active player in cross-border issues for decades now. These groups are assigned to a ordinal scale; this scale is weighted (factor 2). This categorisation is mainly based on the ESPON projects Typologies (pp. 26ff) and Geospecs (see Interim Report map 13). Secondly, the status of the Schengen regulations within a border area is an additional framework to the overall political status. In this context, not the complete juridical matter is taken into account but only the travel zone in which border controls of *persons* are phased out. This is in particular an interesting aspect with regard to Switzerland, not being an EU member state, but participating in the Schengen system; it is also of particular relevance for the cases of Karelia and Bulgaria.

3.1.2 Planning system

Secondly, the political and planning system of each country can be very different to the neighbouring countries. Depending on the differences between the planning systems, the border effects are more or less stronger with regard to territorial development. The indicator for this border effect is if the countries on either side of the borders are considered to be part of the same “planning family” in the existing studies on planning systems. Depending from the perspective, some countries are always considered to be part of the same family, others only in some studies or even in none of them. The studies considered here comprise the ESPON 2006 project on Governance, Newman 1996, CEC 1997 and Nadin & Stead 2008.

These assessments are ‘translated’ into a numerical scale that, again, makes up four categories of more or less strong border effects. As this factor seems to be the most crucial one for territorial development, factor 3 in weighting stresses its influence.

3.1.3 Physical status

Moreover, the physical status of the border is taken into account: It is true that physical features do not *determine* political processes; but the fact that – just for example – Poland and Sweden do not share a common land border should not be ignored. This is why three categories differentiate fundamental geomorphological features (sea border, alpine border, and other borders as rivers, low mountains and green borders).

These three domains are combined in a synthesis score that allows saying if the borders function as *separation*, *interface* or even as a *link*.

The categorisation is mainly based on the ESPON study from 2006 “ESPON Interact cross-border cooperation” (p. 18 of the final report).

3.1.4 Languages

Language barriers do not only hinder everyday life and *socio-economic* integration in border areas, but it is also for *political* processes not easy to overcome these barriers. In some regions no linguistic border exists at all, in others the barrier is very high. In this analysis, the language barrier is assessed following the categorisation of language families (see e.g. Beekes 1995; for a simplified mapping see also the English Wikipedia site for the notion ‘Indo-European languages’).

Dimension	Indicators	Quantification	Main Sources	Weighting
Political status of the border	EU membership / historicity	Ordinal scale 4 = EU 12/15 3 = CH 2 = EU 25/27 1 = external borders (NB: highest score country counts)	ESPON Typologies (pp. 26 ff.) ESPON Geospecs (Interim Report map 13)	2
	Schengen status	2 = participating in free travel zone 1 = not participating in free travel zone		1
Physical status of the border	Geomorphology	Ordinal scale 3 = other borders 2 = mountainous (dominant of the high mountains classification) 1 = sea border	EPON Interact cross-border cooperation (18 final report)	1
Institutional status:	Being mentioned as	Numerical scale	ESPON	3

Planning culture	member of the same planning culture families in different studies	0 = strong differentials 0,1-1,0 1,1-2,0 2,1-3,5 = weak differentials	2006/2.3.2; Newman 1996; CEC 1997; Nadin/Stead 2008	
Language barrier	To what extent is language barriers existing in the area	Ordinal Scale 3 = Same language 2 = Similar language (semi-communication possible) 1 = Very different language	Literature, e.g. Beekes 1995	1

Tab.: Methodology to assess the territorial character of the border (structural dimension)

Activity dimension

The scheme for the activity dimension takes into account six domains (see table below). The first four domains address cross-border *cooperation in general*. The next two indicators go beyond cross-border cooperation in general and, instead, address more in detail the policy of *spatial development*. The last two indicators address then the *transport* policy (see table below).

3.1.5 Historicity of cross-border cooperation in general

The importance of the historicity of cross-border cooperation lies in the assumption that a joint experience facilitates to handle current challenges as the mutual trust and knowledge serves as a good basis.

It is true that cross-border cooperation has not begun only in the last years or decades, but that today's situation can only be explained by taking into account the longer history going back to medieval times. This study, however, limits the focus to the post war cooperation, as the technical and institutional setting with regard to multilateral and European regulations can be seen as the relevant era.

Thus, the earliest post-war funding date of an interregional cross-border institution is seen as evidence for the historicity of cross-border cooperation.

3.1.6 Maturity of cross-border cooperation

Without any doubt, cross-border cooperation has fundamentally been influenced by European politics. In particular the INTERREG (A) programmes and the pre-accession funding have played a major role. The INTERREG programme is based on both a top-down and a bottom-up approach: So even if the overall programme framework is to a large extent defined on the European and multi-national level, the involvement of (border) regions is still a clear sign for commitment and a functioning cooperation. Considering the technical and political challenges to overcome in order to ensure successful Interreg participation, the underlying capacity building is considerable.

The indicator used here is the participation in the Interreg III programme, as elaborated by the ESPON Geospecs project (Interim Report).

3.1.7 Institutional thickness in cross-border cooperation

'Institutional thickness' is a notion from political and economic geography and describes the presence of many institutions that are involved in a certain thematic and that are located near to one another. Institutional thickness is not only the *outcome* a high and dynamic activity. It is, at the same time, seen as a *precondition* for regional innovation capacity and dynamic development.

The relevant institutions are considered for the overall analysis on the European and regional level, and they are also mapped in a cartographic sense. Showing the respective perimeters does not only illustrate the current situation in an instructive way, but it is also an important basis for the later link to socio-economic analyses.

With regard to cross-border policy, only the cross-border cooperation on the (inter-) regional level is taken into account. This approach leaves out two other kinds of cooperation forms: On the one hand, bi- or multi-*national* cooperation (e.g. the Council of the Baltic Sea States). This form of cooperation is left out as it does not necessarily say a lot about the interregional cooperation, though it might influence the regional development intensively. On the other hand, all programme structures – like in particular ERDF eligibility areas – are not taken into account either. Though these perimeters (like PAMINA in the Upper Rhine or POCTEFA in the Pyrenees) are of high importance, they are linked to a very limited period of time and can change fundamentally. Moreover, the pure existence of eligibility perimeters does not prove automatically intensive cross-border cooperation.

Thus, the *number* of non-temporary cross-border institutions on the regional level is taken as the quantitative indicator for the institutional analysis.

3.1.8 Current activity (EGTC)

With the indicator for "current activity" this analysis takes into account that cross-border cooperation depends to a large extent on personal engagements and particular constellations in the border areas which can change due to political dynamic etc.

As the indicator for current activity, the number of EGTCs (European Groupings of Territorial Cooperation) is taken. EGTCs have been developed as a governance tool by the European Commission in 2006 (European regulation 1082/2006): After implementation of the respective framework on the national levels (art. 16/17), a series of border-regions have implemented this tool for a large variety of contexts. The EGTCs are high on the European agenda and their adaptation in the different regions demands a considerable effort with regard to juridical clarification and political coordination.

It is true that also before the EGTC regulation a series of Governance tools on the European as on the multi-lateral level has supported cross-border cooperation in many ways (e.g. the Council of Europe's *European Outline Convention on Transfrontier Co-operation* from 1980/95, the *Convention of Karlsruhe* from 1996 between Germany, Luxembourg, Switzerland and France).

The particular features of an EGTC is that it

- is applicable in the same way in all European member states
- is open to all public bodies (local and regional authorities as well as member states)
- can have a strong mandate if assigned by the respective superior levels
- has a legal personality (i.e. can employ their own staff, can lead a European programme, launch public procurement procedures or conclude conventions with private actors).

As the EGTC tool can only be applied to EU member states, this indicator seems problematic with regard to the Karelia region where it cannot be implemented for juridical reasons. This is why any alternative major institutional project would be taken into account alternatively.

The number of EGTCs that are enacted or under preparation is taken as the quantified indicator.

3.1.9 Cross-border spatial development on regional level

As the Ulysses project is focussing on territorial development, the *spatial planning* policy is of most relevance here. In particular in border regions, territorial development can hardly be driven by economic processes alone, but has to be framed and supported by planning support. Within the structural dimension, we have already taken into account the differences of the national planning *systems*. In this context, the focus lies on the concrete *activities* on the (inter-)regional level. Here, the study takes into account two indicators:

Firstly, the existence joint *tools* for spatial analyses and monitoring – e.g. cross-border GIS projects – is captured. Given the large difficulties with data availability and harmonisation, there is no complete and perfect cross-border GIS, yet. However, some projects have already brought together an interesting basis. These projects are not only a potential tool for later planning procedures, but they also bring together the relevant people on the technical and political level.

The existence of tools is captured by a binary quantification (yes/no).

Secondly, the existence of a joint territorial development strategy is taken into account. All cross-border institutions do have some kind of general agreement and in parallel, a series of programming documents for European funding has been elaborated. Some regions, however, go a step beyond the general will for ‘balanced’ and ‘sustainable’ development and have more concrete visions for the spatial allocation of future developments. Here, both the existence and the age of the documents are taken into account.

3.1.10 Cross-border transport projects

Border studies have shown for many cases that the bottlenecks in transport infrastructure are the most pressing problems. This is true for regions with specific geographical characteristics, but also for regions with high economic development and for border crossing the former ‘iron curtain’. In this study, we take into account two indicators:

Firstly, the number of TEN corridors is a good indicator for the dynamic of the cross-border transport policy. Concretely, the top-30-priorities of the TEN-T policy are taken into account. It is true that TEN corridors are negotiated on the European level mostly between representatives of the member states and also with the Commission. At the same time, TEN priorities are a certain evidence of the capacity to set a certain region on the European agenda. In general, this goes along with a certain support of representatives from the respective regions, so it is a speaking indicator in this context.

Still, the involvement in the TEN networks does not give the whole picture, as TEN connections can also just link metropolises that are outside the cross-border region. This is why, secondly, major transport projects (namely train infrastructure) is taken into account on the regional level if it has an explicit cross-border dimension. Also for reasons of practicability, local and regional transport projects are not considered if they do not cross the border. In some cases, the cross-border effect still might be considerable, but this study does not give the scope to go into depths of many individual projects.

Dimension	Indicators	Quantification	Main Sources
Maturity of cross-border cooperation	Interreg III participation	4 = Long-standing cooperation with a very high or high level of maturity 3 = Long-standing or experienced co-operation with a medium-high level of maturity 2 = Experienced or more recent co-operation with a medium-low level of maturity 1 = More recent co-operation with a low level of maturity	ESPON Geospecs Interim report
Historicity of cross-border cooperation in general	Earliest founding date of cross-border cooperation	4 = 1960-1990 3 = 1991-2000 2 = 2001- today 1 = none	div.
Institutional thickness in cross-border cooperation	Number of permanent institutionalisations (Euregions, city networks, Eurodistricts etc.)	4 = > 3 institutionalisations 3 = 2 institutionalisations 2 = 1 institutionalisation 1 = none	div.
Current activity	EGTC	3 = existing EGTC(s) 2 = EGTC(s) in preparation 1 = no EGTC activity	Committee of the Regions; national and regional sources
Cross-border spatial development on regional level	Joint tools	2 = yes 1 = no	Diverse regional sources
	Joint spatial development document	3 = yes, younger than 2005 2 = yes, from 2000-2005 1 = no, or older than 2000	div. regional sources
Cross-border	TEN-T corridors	Number	EU DG Transport,

transport projects	crossing a border in the perimeter of the regions		TEN-T Executive Agency
	important cross-border projects on the regional scale in preparation or established (esp. rail)	Number	div. regional sources

Tab. 2 Indicator for the dimension “activity” in cross-border cooperation

Quantifying the qualitative data and representing the results

As the explanations above have already indicated, the indicators taken into account are combined for a synthesis analysis and for visualisation and mapping.

With regard to the structural dimension, the different aspects have been weighted in order to keep the focus on institutional issues for territorial development. The physical barriers and the linguistic challenges play an important role for every-day cooperation, but they do not determinate institutional choices and settings.

In order to allow a visual and comparable analyses, for each dimension a categorisation has been made either using existing categories from previous studies or making up new ones. The categories are all given a numeric values according to the level of integration in cross-border cooperation.

For each case study a data is collected and a numeric value is given for all the dimensions. The synthesis of the axes is made by summing all the scores for each case study.

On basic of the synthesis scores a thematic map has been produced which integrates the two axes. The activity axis represented on the area/territory of the case study (polygon) and the structural axis represented on the national borders (lines) within the case-study region.

It is worth noting that this methodology can only give a general idea of the territorial governance of the respective regions. Cooperation and its success does not exclusively depend on formal institutions but also on informal, often personal connections. These cannot be assessed in the framework of this ESPON priority 2 project. Similarly, a serious of potentially relevant indicators could not have been considered for various reasons; still, the overall framework does lead to a relevant analysis: The main objective of this task 2.3 is to bring together the ESPON information and building the basis for the overall analysis when being linked to the socio-economic in a next step.

4 Results

Mapping the European perspective

In the main report, the overall results have already been represented in form of a European map. The figure below shows the described patterns as 2-D-graphic, again differentiating the structural dimension and the regional status.

The following chapters explain the underlying regional situations within the different Ulysses regions.

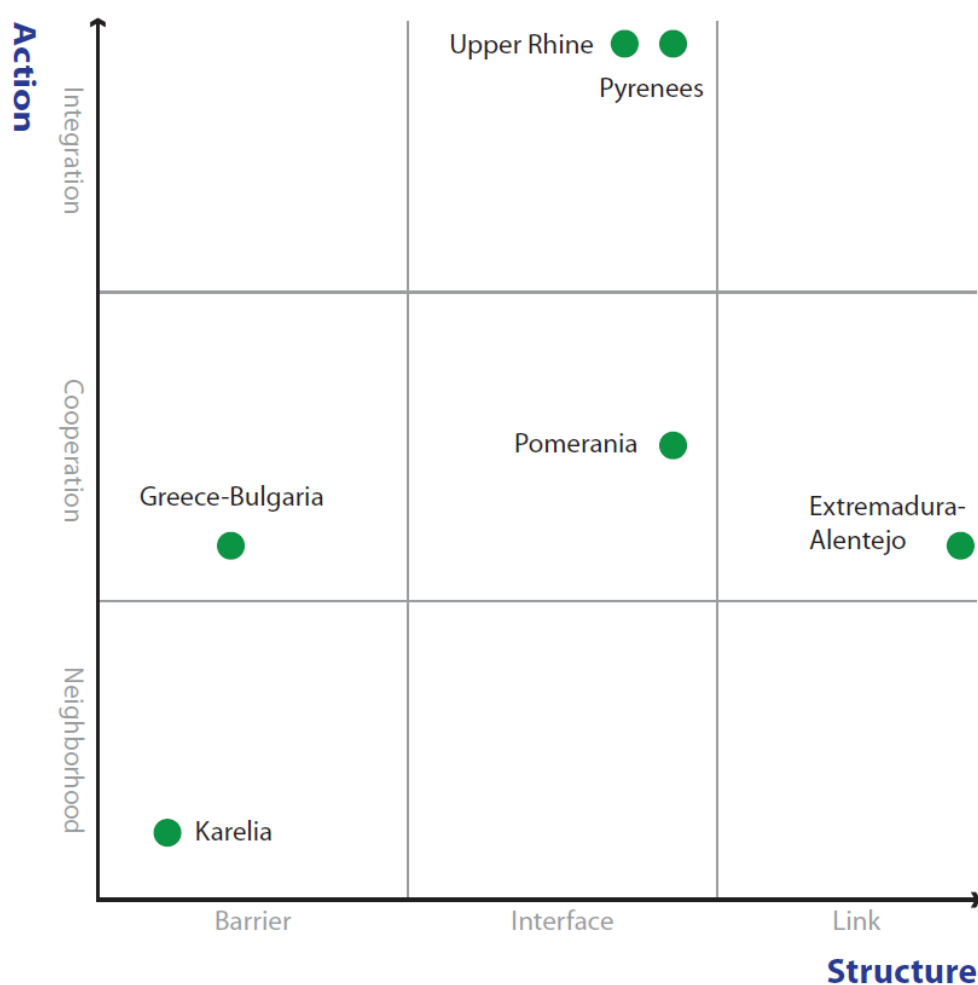
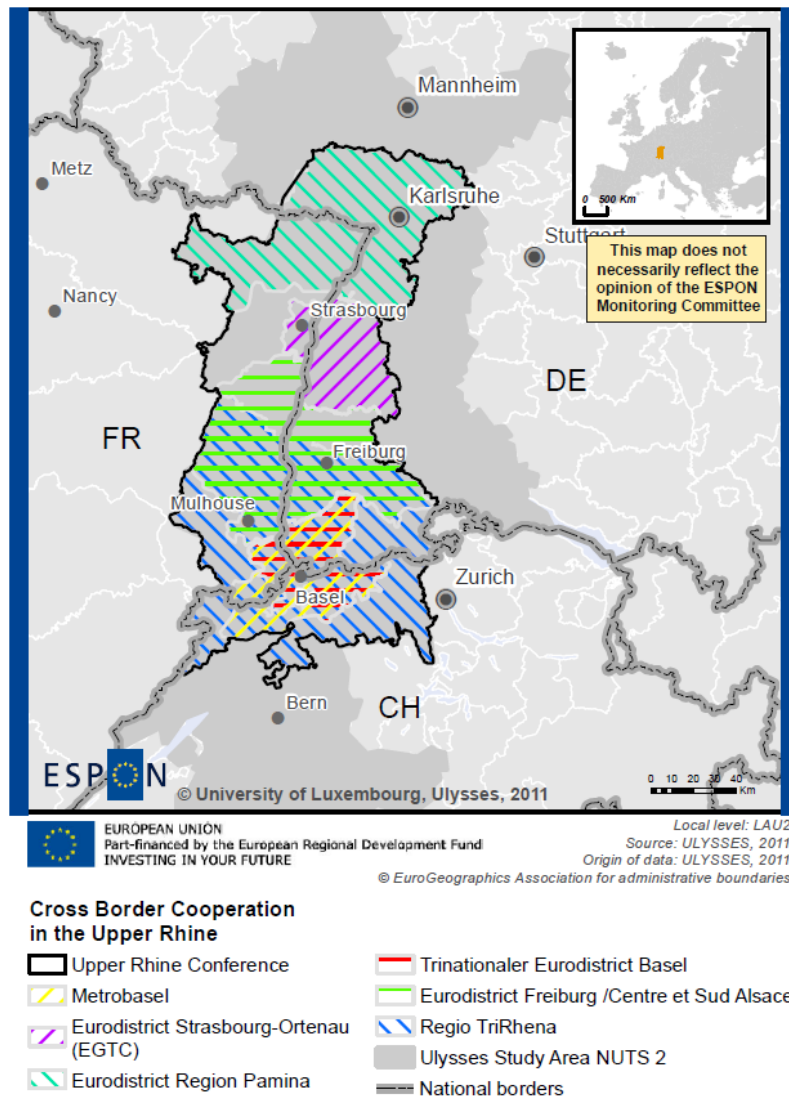


Fig. 1: Synthesis visualisation of the results on the European level in a 2-D-graphic

Results for the regional level

4.1.1 Upper Rhine



Map 1 Institutional Mapping of the Upper Rhine region

Structural Dimension

The reputation of the Upper Rhine as one of the pioneers of cross-border cooperation must not conceal that the structural dimension of the Upper Rhine does bear considerable challenges. The political situation has to take into account that three countries – one of them being a non-EU member state – are involved, and being divided by a language barrier. Even if Switzerland is a country with several languages, the Swiss border region near Basel belongs to the German speaking part.

The planning systems of the three involved countries bring together the centralized French tradition, the federal German system and the Swiss culture of considerable competences on the local and canton level. According to the quantifying analysis (s. the chapter on methods),

the border between Germany and France is coming along with higher border effects, in particular due to the different planning traditions and due to the language barrier. The Rhine River is – on the one hand – a common symbol of this border region which helps to establish a common identity. On the other hand, bridging the large river and organizing the transport infrastructure within the limited scope of the Rhine valley between considerable hill ranges is an ongoing challenge.

Activity dimension

The Upper Rhine area is – from the institutional point of view – an extraordinary case. In 1963, the European wide first cross-border institution of the post-war period on the interregional level was founded here (*Regio Basiliensis*). Today, the density of cross-border institutions is extremely high as the map reveals. This ‘institutional thickness’ comprises the *Upper Rhine conference* with its multiple activities, the privately initiated *Metrobasel*, a series of *Eurodistricts* and most recently also initiatives for *EGTCs*. Also the current dynamic is large; notably the *leitmotif* of the *Tri-national Metropolitan Region* is currently discussed in the framework of the *Upper Rhine Conference*.

Even beyond the institutions shown on the map, a large variety of cross-border activities can be named: The already mentioned *Regio Basiliensis* is not shown as it is not only based on territories but also on individual and corporate membership. Moreover, from the European perspective, the Interreg space PAMINA might be one of the most prominent cases of active programme involvement (here not shown as it has just been a temporary programme structure). From the scientific perspective, the *Euro-Institute* in Kehl is an inspiring institution for cross-border development. The high degree of institutionalised cross-border activity can also be illustrated by means of the four *Infobest* along the border that aim to inform and help the civil society with regard to cross-border issues.

On the one hand, this ‘institutional thickness’ is witness of the long-standing cooperation and can be inspiration for younger cross-border cooperation. On the other hand, the overlapping institutions are sometimes seen as a challenge for political coordination and efficiency.

Spatial development

The Upper Rhine region has shown remarkable efforts with regard to the territorial development, even if the institutional territory is extremely large and morphologically challenging.

Firstly, the common GIS (GISOR/SIGRS) is developing towards a European benchmark for cross-border territorial monitoring. This is true with regard to data harmonisation and stable institutionalisation of the project. Even if the data basis has to further develop, the currently available output also for planning processes is remarkable.

Also with regard to joint spatial development projects, the Upper Rhine region can look back on a series of comprehensive strategic documents – some more general (in particular the spatial vision from 2002), others more specific (e.g. with regard to cross-border commercial areas). Also the more recent strategy for the *Trinational Metropolitan Region* does reflect territorial implications and seems to be a promising input.

Transport

Reflecting on the transport situation in the Upper Rhine region recalls automatically the international Airport of Mulhouse/Basel literally *on* the border between two countries, opened just after World War II: This airport is one of the European symbols for cross-border integrations – even if the airport is not embedded into the rail-network, yet.

The integration of the region into the network of the TENs priorities is considerable (priorities 24 and 28).

On the regional level, the following projects have to be mentioned: In Strasbourg, the extension of the Tram net across the border is an important project. Moreover, the *New Rhine Bridge* in Strasbourg now allows much higher train speed than before.

Near Basel, the Tram line to *Weil am Rhein* is being extended, and also the connection of the airport into the rail net is being discussed.

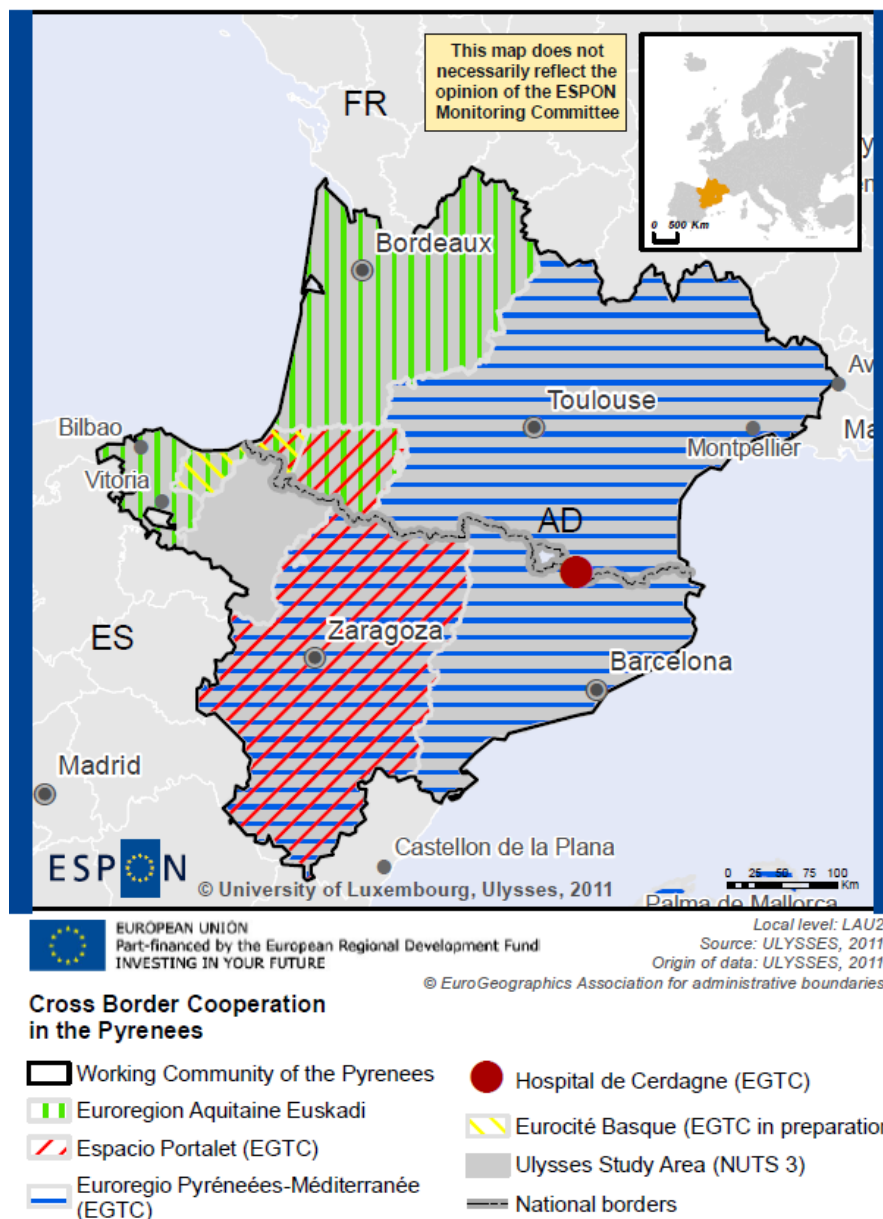
However, the activity in the transport sector seems to slightly lack behind the ambitious efforts with regard to territorial development strategies. For example, there is neither a comprehensive transport development scheme, nor has a comprehensive cross-border tariff system in public transport yet been established.

Quantification and categorisation

Against the background of the *structural dimension*, the analysis of the various indicators as visualised on the European map (see main report and the synthesis visualisation above) states that the borders between the three countries have to be categorised differently: From the perspective of territorial development, the border between Germany and Switzerland has to be categorised as '*link*' meaning that this border is part of the category that comprises the least hindering borders: Language, Schengen treaty, and the federal system are the most striking indicators here. However, the borders France/Switzerland and France/Germany have to be categorised as '*interface*', thus the medium category, as here the obstacles – in particular language and different political systems – are more pressing.

With regard to the activity dimension, the trilateral area can be regarded as a common space as the cross-border activities have since long followed a *trilateral* logic. This means for the quantification of the data that the mean value has to be applied to the complete institutional perimeter. In the case of the Upper Rhine, the current state has to be categorised as *integrated area* as the continuity and intensity of the activities is scoring relatively high, in particular due to the high number of institutions and strategic documents.

4.1.2 Pyrenees



Map 2 Institutional Mapping Pyrenees

Structural Dimension

The cross-border cooperation in the Pyrenees region is very much characterized by the presence of the mountainous barrier. The situation can be regarded as the most exemplary case of a 'natural' border. The dominant languages of this large border region – Spanish and French – do both belong to the Romantic languages, but still they make up a certain language barrier (which is being complemented by regional languages such as Basque and Catalan).

From a political point of view, the border along the Pyrenees is an 'old' (EU15) border, even if the status of the small state Andorra is a particular one.

With regard to territorial development and spatial planning, the two systems of France and Spain are quite different. From an institutional point of view, France has a much more centralised system even if the local level does have a considerable influence. Spain is much more focussed on the autonomous communities.

On the content side, France traditionally has focussed on the comprehensive approach of *aménagement du territoire* whilst Spain is following to some extent a land use regulation approach without an excessive degree of regulation. So though the region as a whole is often seen as belonging to a Romanistic tradition, the differences should not be underestimated.

Activity dimension

In this region, the earliest cross-border cooperation institution in the modern sense has been funded in 1983 – the *Communauté de Travail des Pyrénées* which is until today a key institution. The importance of this institution is in particular underlined as it is commissioned to carry out the current ERDF programme of territorial cooperation. In this function, the perimeter is not linked to the *Communauté de Travail* itself but to the programme perimeter POCTEFA, which is not shown here as it currently is a pure programme structure.

Beyond the *Communauté de Travail*, a series of cross-border institutions has been established, as shown in the map. Most remarkably, perhaps, is the high activity with regard to EGTCs. The Pyrenees have very early explored this new instrument and still new EGTCs are being established.

As on all the institutional mappings, the programme structures are not shown here, so also the *Euroinstitut Catalan* is not mapped, that is linked to the current ERDF funding. Amongst other objectives, the objective of this institution is to offer courses on the administrative details of 'the other side of the border', one of the most pressing concerns in many cross-border regions.

Spatial development

With regard to spatial development, two tools should be mentioned: Firstly, the statistical atlas for the Pyrenees offers some interactive cartography for the border area in a stricter sense. Even if not all kind of data is available yet, the tool is a good starting point for the territorial understanding in the region.

Moreover, some years ago, the *Observatoire des Trafics à travers les Pyrénées* (OTP) has started to publish the development of the Pyrenees traffic, but in recent years, only few publications have been released.

With regard to strategic *territorial development* documents, most available documents are linked to the European programmes. In programming and evaluation documents, the territorial dimension is very present. With regard to a joint territorial vision on the interregional level, in 2005 the study "*l'avenir des Pyrénées dans le contexte européen*" has built the basis for a political spatial development concept.

Transport

Because of the high barrier effect of the Pyrenees mountain range, the transport policy is of crucial importance within this region. In recent years, the efforts have been very high in order to make progress in this respect. These endeavours have been successful in particular with regard to the TEN priorities (priorities no. 3 and 16): Not less than three TEN corridors cross the Pyrenees' border, amongst them the Central Pyrenees Crossing that still has to be concretised.

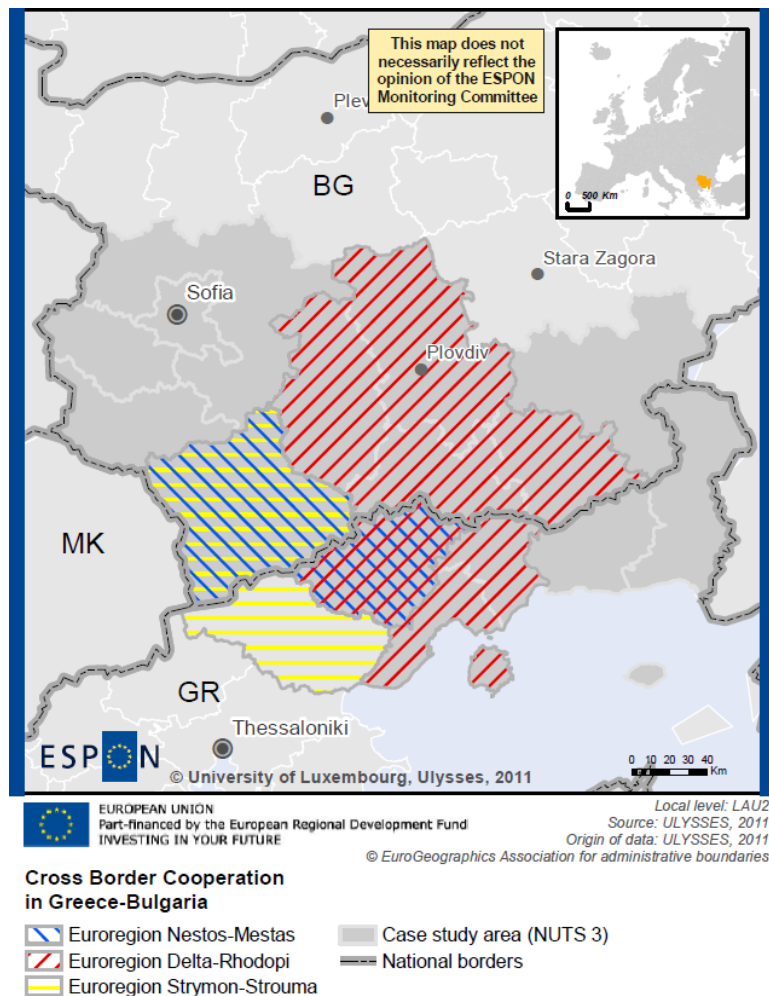
On the regional level, a series of political meetings has taken place. Already in 2006, a joint declaration on transport in the Pyrenees Euroregion has underlined the importance of this policy. Some regional projects have been started, in particular the renovation and reopening of the *Pau-Canfranc* train connection and the EU co-funded renovation of the Tunnel *Bielsa Aragounet*. Still, also in this region, a comprehensive joint cross-border development concept has yet not been detailed.

Quantification and categorisation

Quantifying the above mentioned aspects by means of the series of indicators described in the methodology chapter, we can state the following: From the structural point of view, the border has to be considered as part of the category '*Interface*', thus, the mediate category with regard to cooperation obstacles. The so obvious barrier function of the mountain range is relativized: In particular the related languages and planning systems of the region still provide a fruitful ground for cross-border cooperation.

The quantitative score with regard the activity dimension belongs the category '*integration*', thus, the category of cross-border activity with the most intensively intertwined areas from either side of the frontier. In the case of the Pyrenees region, the high degree of *institutional thickness* and the numerous efforts to foster strategic development influence the analytical score. The Pyrenees region is, in that sense comparable to the Upper Rhine region, one of the most experienced and most advanced regions of cross-border governance.

4.1.3 Bulgaria – Greece



Map 3 Institutional mapping of the border between Bulgaria and Greece

Structural Dimension

The structural situation in this border region is challenging. The two different languages make up a serious linguistic barrier. Moreover, the differences between the political systems of Bulgaria as a transformation state on the one side and Greece as an EU member state since 1981 on the other side are considerable. This is true in general, but also with regard to planning traditions. Bulgaria, as a transition state, has a tradition of highly centralised planning procedures in socialist times. During the last two decades, the systems have been fundamentally reformed, but it takes to establish cross-border cooperation that is adapted to the new planning systems.

In physical terms, the border between both regions is characterised by a hilly and sometimes mountainous terrain.

Activity dimension

Despite the fact that the structural situation is challenging, cross-border cooperation on the regional level does take place, on a technical level even since the 1970s. Given the natural situation of the border region, water management is an issue of high relevance that has led to a large experience of cooperation on this issue. The notion of “Hydro-Diplomacy” (Mylopoulos et al. 2008; Darakas 2002) illustrates, that this technical cooperation is of high importance for the overall political setting.

With regard to institutionalised cross-border cooperation, three Euroregions have been established during the 1990s. Two of them are currently active, whilst in recent years the Euregion Strymon-Strouma has not been very visible.

The region has been involved in a series of INTERREG (and Phare) projects and promotes the deepening of cross-border interaction. Despite a series of projects, the cooperation in this region is still in a phase of trust building (Godfried 2009).

On a larger scale, the cross-border cooperation is much reflected in the framework of the Black Sea Economic Cooperation (BSEC) and the Southeast European Cooperative Initiative (SECI). As these institutions are not part of the interregional cooperation, they are not mapped on the institutional mapping above.

Spatial development and Transport

Spatial planning has not systematically been established as an object of cross-border cooperation, yet. This is due also to the fact, that the cross-border institutions have not yet reached a level of institutional power to exercise such a long term task. This has to be seen against the background, that the decentralisation of the planning systems is still going on and very much linked to European incentives (see Godfried 2009).

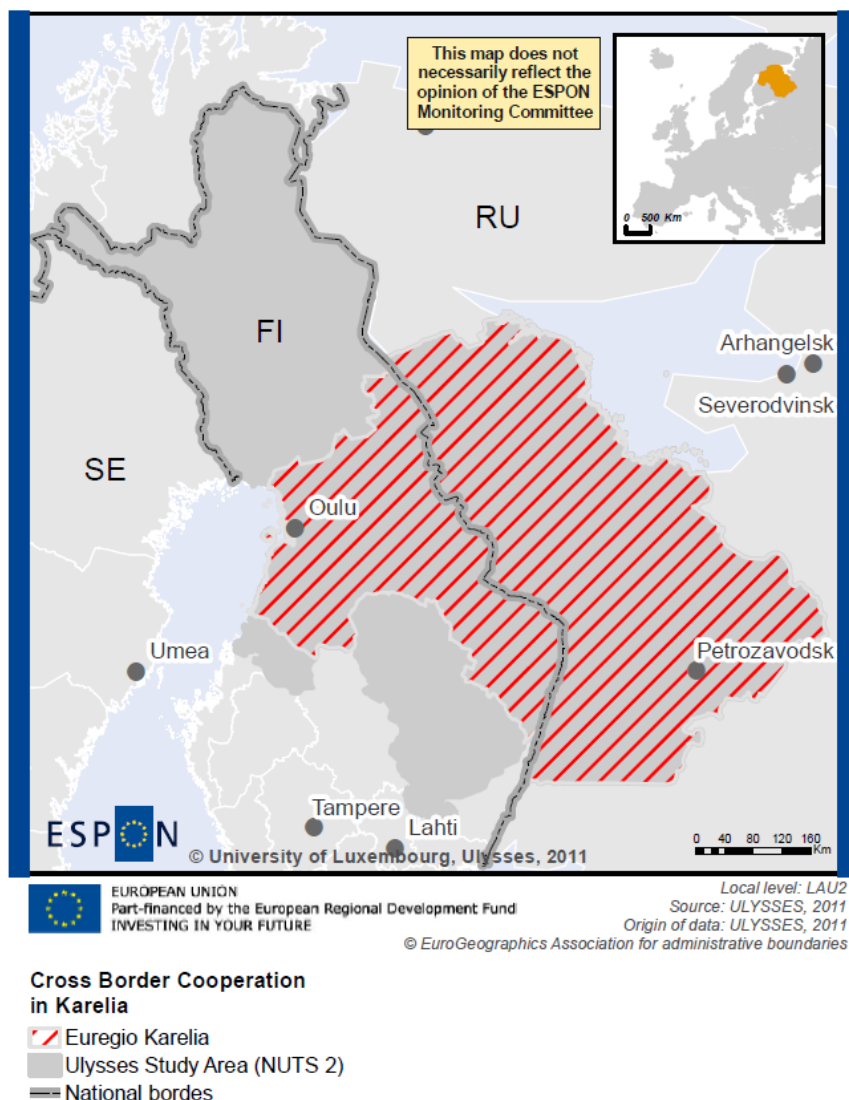
With regard to transport, two aspects have to be mentioned: First, a TEN-T priority has already been realised on the axis Sofia – Athens, crossing the border here. Secondly, a series of EU funded projects for regional transport projects has been established. However, a comprehensive regional transport scheme has not yet been developed.

Quantification and categorisation

Bringing together the above mentioned aspects and quantifying them by means of the indicators described in the methodology chapter, we get the following picture (see the map in the main part and the 2-D-graphic above): With regard to the structural dimension, the border has still functioning as a high *barrier* and is, thus, part of the category assembling the most challenging contexts for cross-border cooperation. This is due to the overall political background, the short history of cross-border cooperation in the sense of territorial development.

With regard to the activity dimension, the quantifying analysis of the indicators results in the category labelled *cooperation*. This category mainly reflects the constant level interregional exchange in recent years.

4.1.4 Karelia



Map 4 Institutional Mapping Karelia

Structural Dimension

The structural dimension in Karelia is particular. Firstly, the low density of population, settlements and infrastructure has immediate implications also for cross-border cooperation. Secondly, the border is an external EU border with Visa obligations, along which high socio-economic differences have developed; the political systems are hardly to compare; the language barrier is high.

Within the framework of an ESPON project, one has to stress the fact that cooperation across the Finnish-Russian border is not to compare with internal EU cooperation schemes – the political, juridical and functional framework is very different. Still, and despite all barriers, cooperation across external borders is of high political and territorial relevance.

Activity dimension

The cross-border cooperation in the region is based on the Euroregion Karelia, being established in 2000. This institution is not only the interregional cooperation platform, but in particular the basis for the EU neighbourhood projects (supported by ERDF, TACIS, and currently the ENPI CBC). The activity in this framework has been and is high – several hundreds of projects have been conducted with regard to economic and cultural cooperation, tourism, environment etc. (see *Neighbourhood Programme Karelia n.y.*).

Beyond the interregional cooperation, the political cooperation on the multinational level must be considered, notably the Barents Euro-Arctic Council (BEAC), and the Council of the Baltic Sea States (CBSS). These institutions are not visualized in the map as they do not fit the interregional focus of the methodological framework (see above).

Summarizing the institutional setting, one can state that – despite the relatively difficult structural context, cross-border cooperation does take place in multi-faceted and increasing way. Still, the difference to internal EU cooperation is – not surprisingly – very obvious.

Spatial development and Transport

With regard to transport policy, the overall limited activity is due to the very limited population density in this region: The TEN-T priorities do not touch the Karelia perimeter – the TEN-T priority 12 (Nordic triangle) passes south of the perimeter.

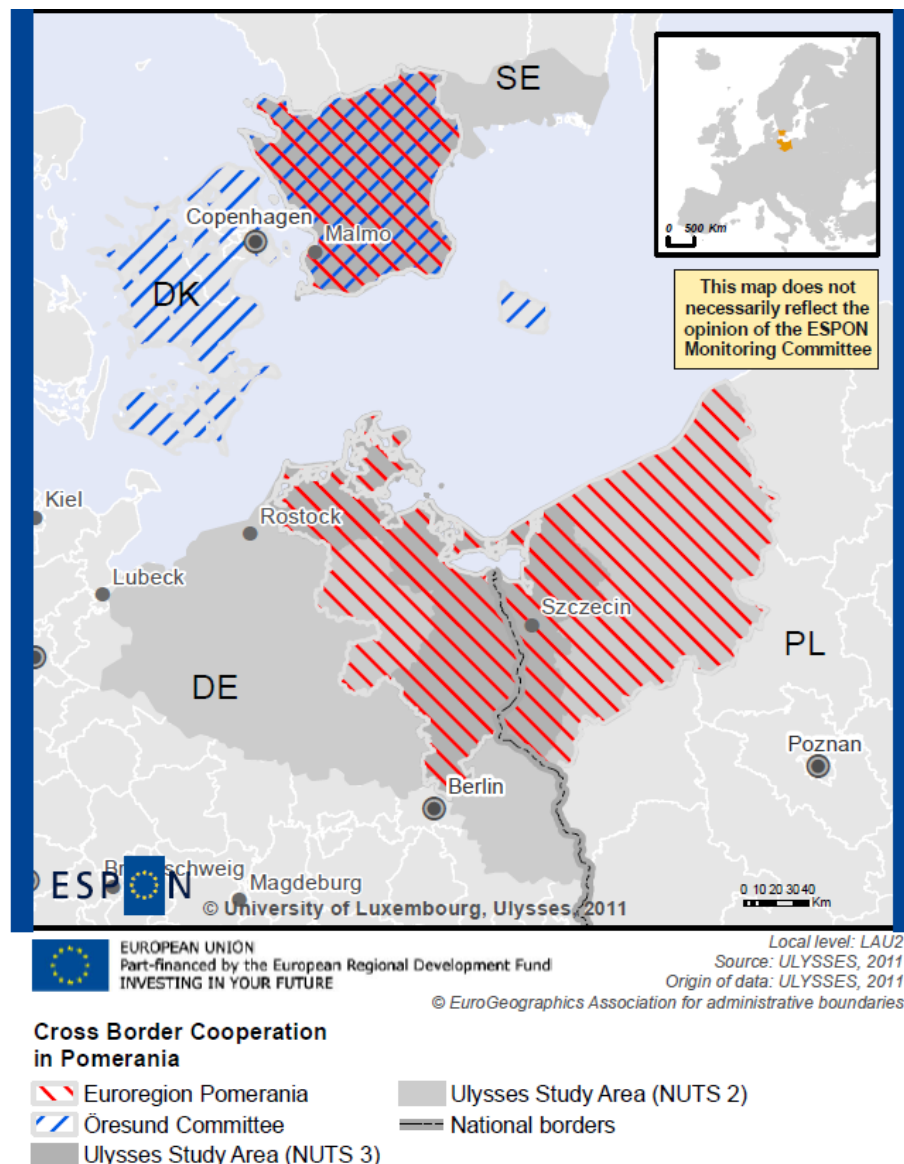
On a bilateral level, the *Barentslink* initiative has been very active in order to promote better large scale accessibility. On the regional level, a series of punctual improvements has been achieved in the framework of neighbourhood programme: The Karelia cooperation aims explicitly at improving the transport situation, in particular with regard to border crossing.

Neither a spatial planning nor the transport policy has been institutionalised on a cross-border level, yet. However, in particular two documents have so far developed a strategic framework for cross-border cooperation, considering systematically the territorial dimension (Röpelinen 2000 and 2005).

Quantification and categorisation

The European map in the main report shows the synthesis picture also for the Karelia region: When bringing together the series of indicators, both the structural and the activity dimension in this region have to be classified in the categories that comprise the most challenging constellations. The border clearly has still the function as *barrier*, as both the socio-economic as the political situation on either side of the border is very differing. The activity dimension has to be summarised as *neighbourhood* in the sense that a series of cross-border cooperation projects has already been implemented, but that institutionalisation of cross-border cooperation beyond temporary programme structures is still rare. This is primarily a consequence of the particular political situation at the border between the EU and Russia.

4.1.5 Pomerania



Map 5 Institutional mapping Pomerania

Structural Dimension

The particular situation in the Pomerania region brings together a land border and a sea border that separate three nation states with very different institutional settings and traditions. The language barrier between Sweden and Germany is less high than the Polish-German one, but so called semi-communication also is not possible in this case, either (semi-communication = understanding the other language without having learned it). From a political point of view, three different traditions meet here – the Scandinavian, the transformation and the Germanic tradition come together. Against this background one must state that the structural dimension is challenging.

Activity dimension

Also with regard to the cross-border activity, the cross-border cooperation is a particular one as the cooperation is not only characterised by the trinational platform of the Euroregion of Pomerania, but also by further bi- and multi-lateral cooperation.

Firstly, and although not part of the Pomerania cooperation, the Öresund committee has to be mentioned in this context: The cooperation between Sweden and Denmark (Malmö and Copenhagen) has become one of the most famous cooperation.

Secondly, the cooperation between Poland and Germany as well as between Germany and Sweden is very much organised in a bilateral way on different levels. In particular the Polish-German cooperation on the interregional and the intermunicipal level is a prominent part of the Euroregion Pomerania activities in recent years.

Thirdly, and on a larger scale, much activity can be seen on the multilateral level: in particular the Baltic Sea States Subregional Co-operation (BSSSC), the Council of the Baltic Sea States (CBSS), Union of the Baltic Cities (UBC), the Baltic Development Forum and, most recently, the Baltic Sea Macro Region process have to be mentioned in this context (all of them are not included in the map as they are not fitting the interregional methodological scope of this work).

This enumeration illustrates that the number of institutions on this level that is far higher than the interregional cooperation. This is mainly due to the multi-national character of the Baltic Sea as a political object. The political setting in this region makes multi-national cooperation even more important, as EU and non EU member states and very different political traditions are meeting here.

Spatial development and Transport

The tri-lateral aspect of the cooperation is most visible within the transport policy: The sea is linking all the three partner regions, that are involved in the TEN-T priority 'Motorways of the Sea'. Linked to this is a large variety of seaway projects (clean shipping, technical harmonization etc.). Moreover, the *Central European Transport Corridor ("Route 65")* has mobilised considerable activity in recent years.

On the bilateral level between Germany and Poland, a series of projects has been initiated in recent years, in particular linking Berlin and Szczecin.

On a more local level, the agglomeration of Szczecin is currently developing its cross-border linkages in the direction of Berlin: the Szczecin Cross-border Development Plan is being developed.

Moreover, the Pomerania region is influenced by two major cross-border transport projects that are not in the core of the Pomerania perimeter: The *Öresund Crossing* between Sweden and Germany – combining bridge and tunnel and opened in 2000 – is one of the symbols for European cross-border development. Moreover, the preparation for the so called *Fehmarn Belt* between Denmark and Germany is maybe the most spectacular current cross-border project that without a doubt will have direct consequences also for the Pomerania region.

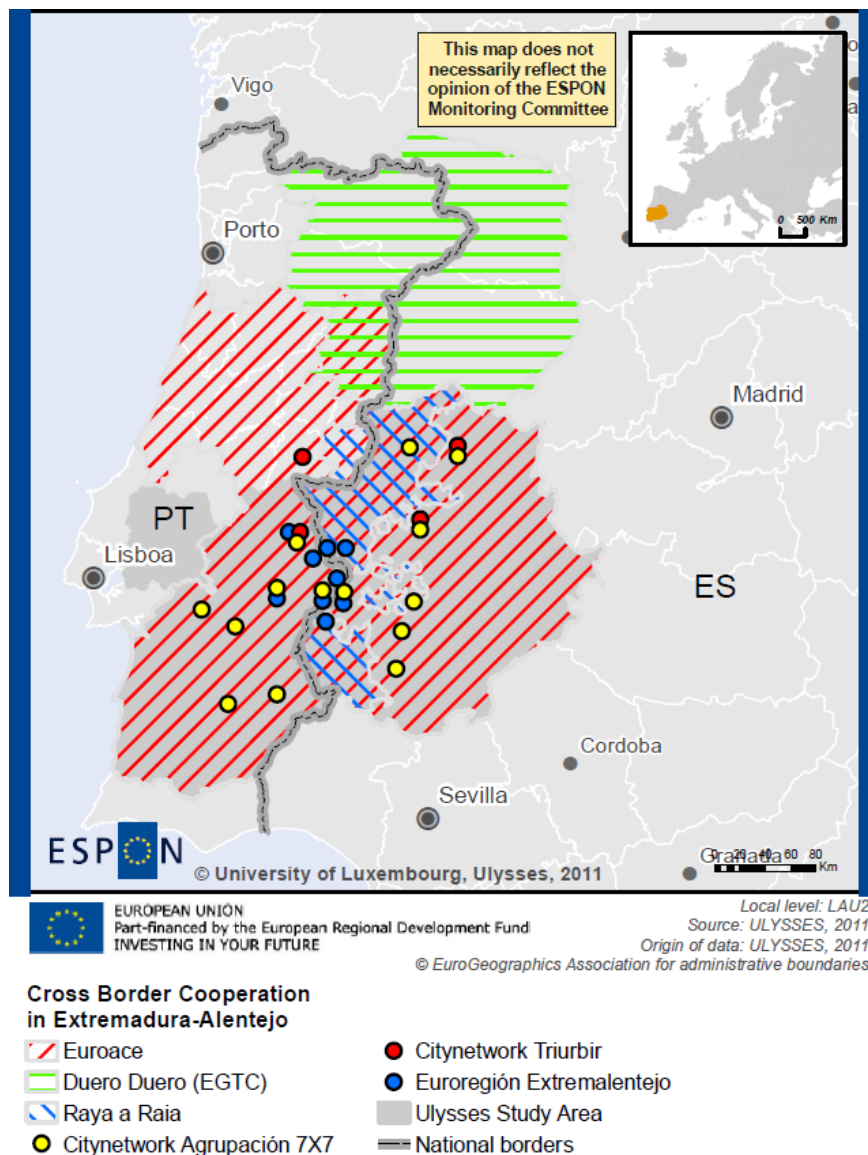
With regard to spatial development, in 1995 the German-Polish concept for spatial development was a starting point for spatial development. The 2006 development and activity concept of the Euroregion consequently formulates principles of cross-border

German development even if it remains quite abstract with regard to spatial consequences.

Quantification and categorisation

The mapping of the institutional situation in the main report shows for the Pomerania region the following picture: the border between Germany and Poland as well as the border between Germany and Sweden has to be categorised as *interface*, thus, as the medium category for border effects. In the first case, the fact of having a sea border is to be named; in the second case the different of the political systems and the different policies of territorial development have to be named. The border between Sweden and Poland – as a sea border separating very different traditions of territorial development – is part of the category *barrier*. Considering the different quantified data explained earlier, and with regard to the activity dimension, the Pomerania region has to be assigned to the category *cooperation*: As explained above, this averaged classification conceals to a certain extent the importance of bi-lateral cooperation on different political levels. Still the overall assessment of a certain institutional thickness and strategic orientation is very true.

4.1.6 Extremadura / Alentejo



Map 6 Institutional Mapping of the region Extremadura / Alentejo

Structural Dimension

The Extremadura/Alentejo border separates two Iberian countries that share some important characteristics. The overall political and the planning systems show some similarities, and the languages allow to a certain extent semi-communication (reciprocal understanding without being fluent in the respective language). Also from a morphological point of view, the border does not represent a major barrier.

Activity dimension

The cross-border cooperation in the region can look back to a large experience of EU programme based projects, currently in particular as the INTERREG platform POCTEP. Only recently, in 2009, the involved regions have founded the joint institution of “Eurace” that is comparable to the ‘classical’ Euroregion we know from other parts in Europe. Nevertheless, the concentration of cross-border cooperation on different levels is high as the map reveals (city-networks and interregional cooperation). Currently, the dynamic is high as not only the foundation of *Eurace* but also the presence of new EGTCs show.

Spatial development and Transport

An interactive cartographic tool has been established and is accessible online, in parallel with the endeavours in the Upper Rhine region and in the Pyrenees region.

The recent strategic document *Eurace 2020* not only gives a comprehensive territorial analysis of the cross-border setting but also defines strategic guidelines and objectives that are ambitious. One has to admit that this document is the outcome of an outsourced study and has to be concretised and implemented in a political way. But the step towards a joint transport and territorial development strategy would be the next logic step.

Quantification and categorisation

From a structural point of view, and considering the quantified indicators discussed earlier, the region has to be classified as follows (see the map in the main report and the 2-D-graphic above): from the structural point of view, the area has to be assigned to the category *link* as it brings together quite comparable political systems with regard to territorial development, but also with respect to the socio-economic structure.

With regard to the activity dimension, the region belongs to the medium category *cooperation* as – despite the current dynamic – the intensity of institutionalisation in cross-border cooperation has been limited as the quantified indicators clearly show. It is of high relevance what kind of output the current institutional dynamics will show in the coming years.

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