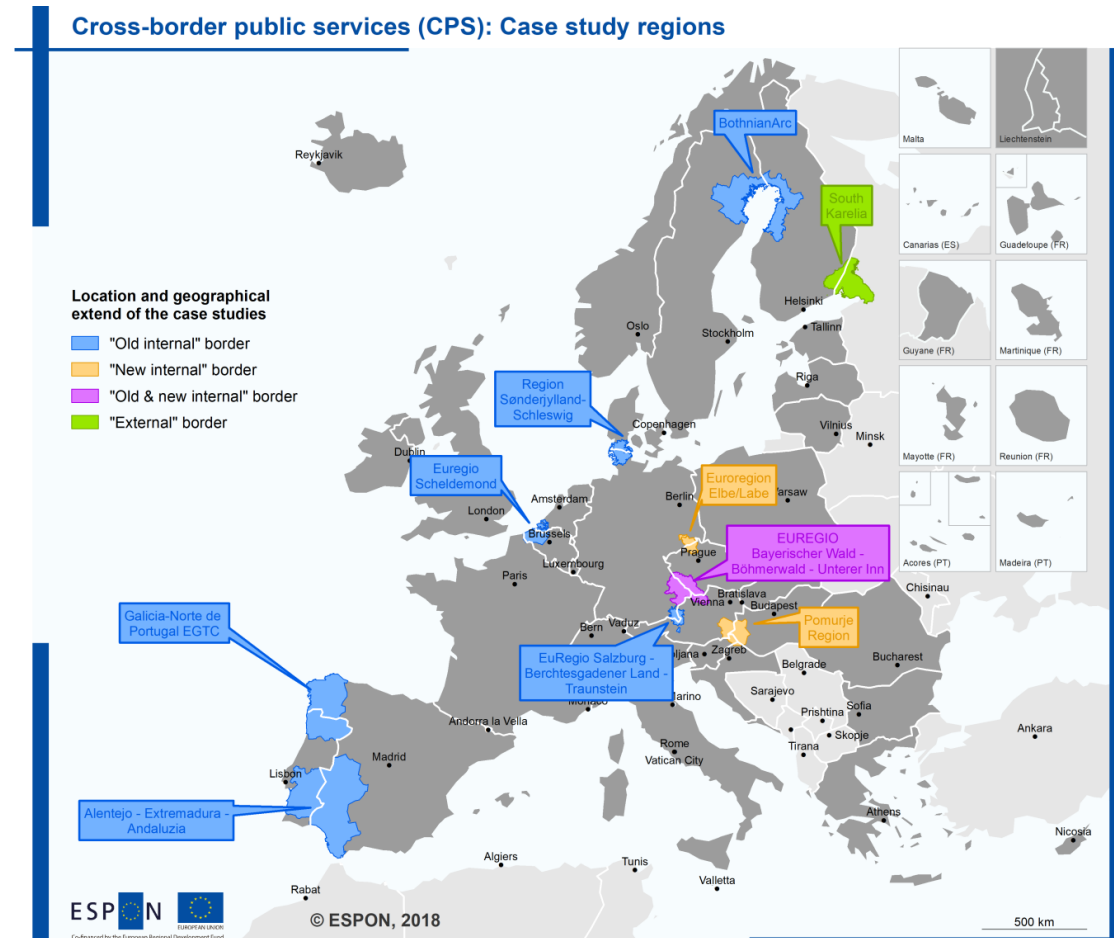# Potentials of Cross-border Public Services in selected European border areas

AEBR Webinar on Results of ESPON CPS targeted analysis project

Sabine Zillmer, Thomas Stumm
10 Dezember 2019

ESPON CPS – the project (Nov 2017 – Nov 2018)

- **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

Location and geographical extend of the case studies
- "Old internal" border
- "New internal" border
- "Old & new internal" border
- "External" border

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

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What are CPS?

CPS – A new instrument?

Cross-border Public Services …

- … are no new instruments

- … 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**

# Structure of today´s webinar

- CPS in Europe and along selected border areas

- PPP for CPS

- CPS in one selected policy field: transport

- CPS development and implementation

- CPS & Interreg

> Room for questions after each section

> Focus within/between sections can be adjusted according to your interest
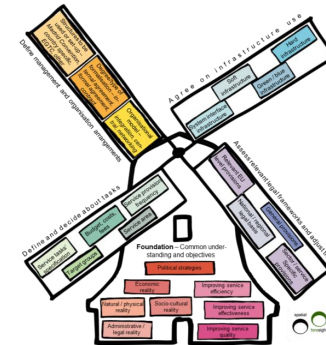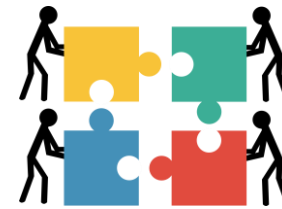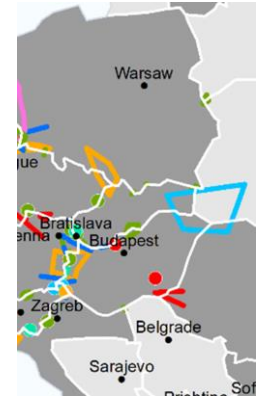
# CPS in Europe & zooming in selected border areas

ESPON // Cross-border public services
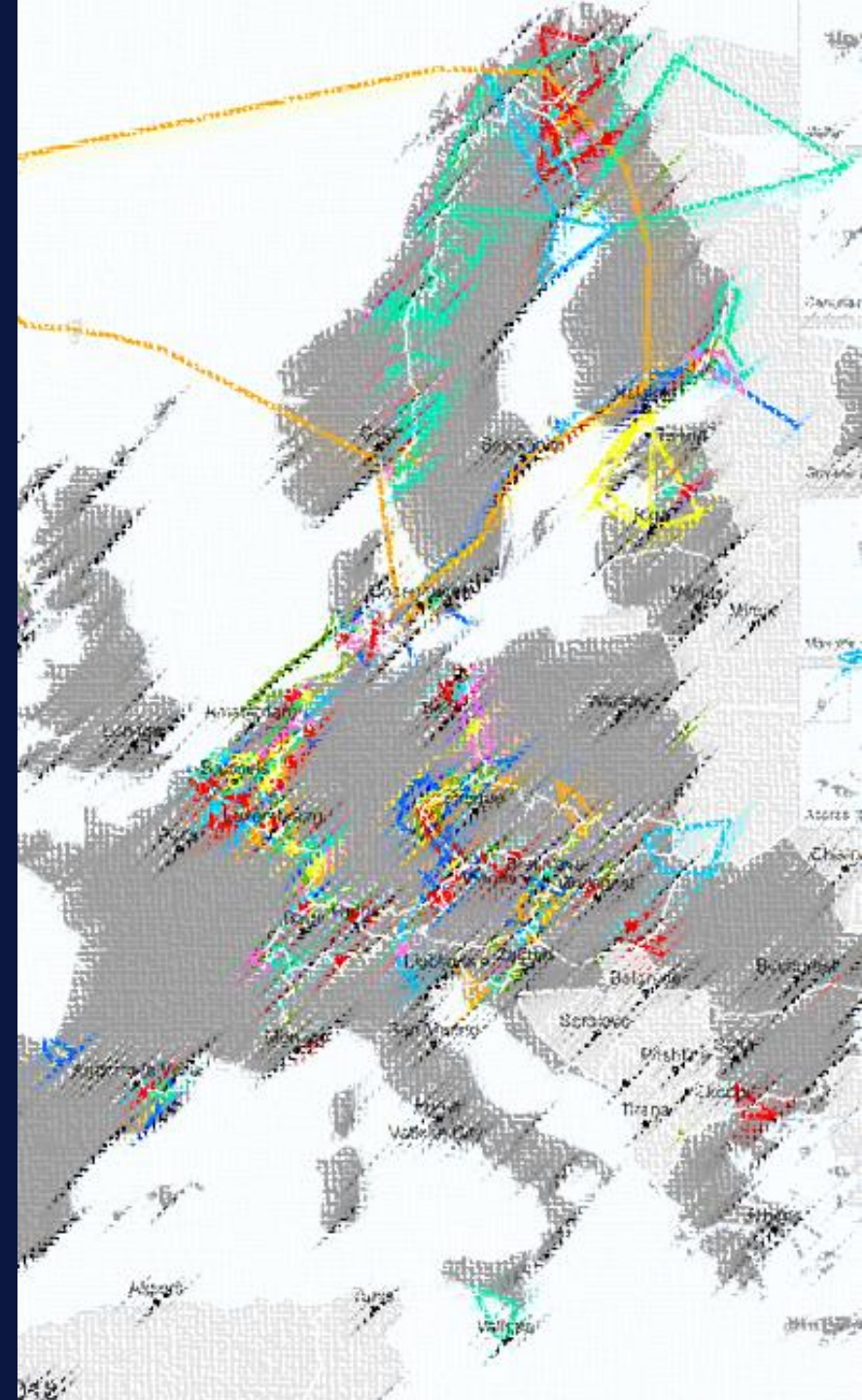
Number of CPS by "border segments"

Very high number of CPS

(> 16 CPS) only …

- in the Greater Region (BE-DE-FR-LU-NL);

- along the Upper Rhine (DE-FR);

- in the EuRegio Salzburg-Berchtesgaden-Traunstein (AT-DE);

- along SE-FI border.

Cross-border public services (CPS): Number of CPS per border segment

Number of CPS per segment of national border
- 0
- 1 - 2
- 3 - 5
- 6 - 7
- 8 - 10
- 11 - 15
- 16 - 30

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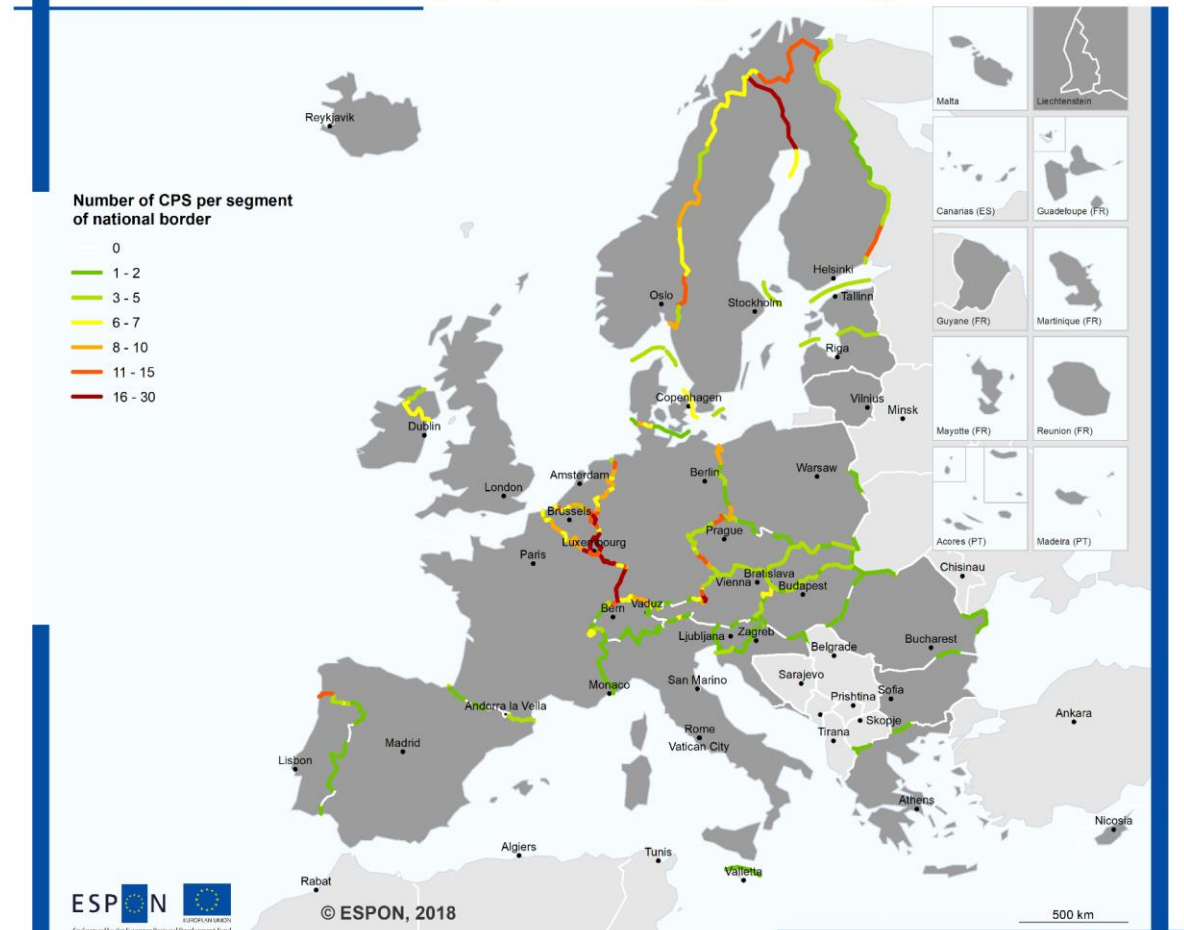
Regional level: n.a.
Source: ESPON CPS, 2018
Origin of data: TCP International, 2018; various data sources, 2018
UMS RIATE for administrative boundaries

Relevant policy fields

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

Cross-border public services (CPS): Types of services

Themes / fields of application
CPS services

- Citizenhip, 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

dot or line represents one
ual CPS, provided by
more partners.

© ESPON, 2018

500 km

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

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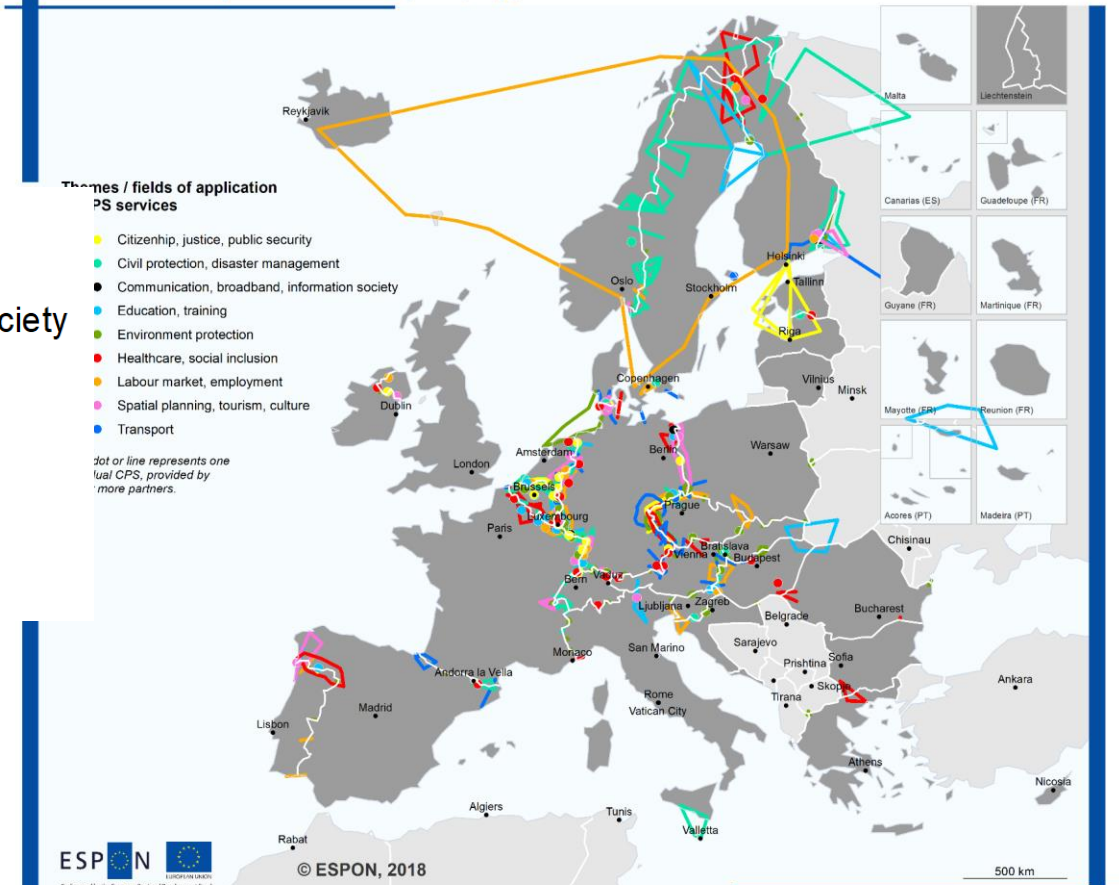
Target groups	Share (%)
Public authorities	19.9
Tourists	13.6
General public	13.3
Pupils, students and apprentices	12.1
Cross-border workers	11.7
Job seekers	11.3
Economic actors	6.9
People requiring medical / permanent care	4.9
Researchers	2.6
Other stakeholder groups	2.1
Other person groups	1.6
Sum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

Zooming in – South Eastern Europe

Danube Delta Transboundary Biosphere Reserve

Trilateral protected area Prespa Lakes

Telemedicine Csongrád-Arad Szeged-Timişoara

European Exchange School Alliance

Children health and protection

CBC area

Spatial & thematic distribution

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

1 Most CPS are bilateral in nature

2 But also examples for trinational or multi-national CPS exist

3 CPS with non-EU countries possible

Cross-border public services (CPS): Types of services

Acores (PT)   Madeira

Chisinau

Bratislava
Budapest

Zagreb

Bucharest
1

Belgrade

Sarajevo

Prishtina   Sofia

Skopje   Ank
Tirana

2

3

Athens

Nicosia

Rabat
© ESPON, 2018

500 km

Regional level: n.a.
Source: ESPON CPS, 2018
Origin of data: TCP International, 2018; Eureconsult, 2018; various data sources, 2018
(cc) UMS RIATE for administrative boundaries

Zooming in – Portuguese-Spanish border

Ferry & bus connection

Oceanic observatory, cultural & tourism related CPS

Local fire-fighters cooperation

3 EURES partnerships

Emergency cooperation, sharing health care equipment

Exchange & training, cultural training
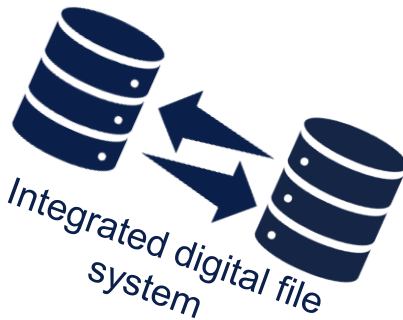
Integrated digital file system
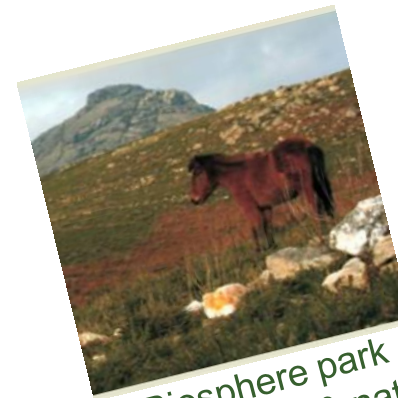
Biosphere park management & nature protection

Cross-border citizenship card

Spatial & thematic distribution

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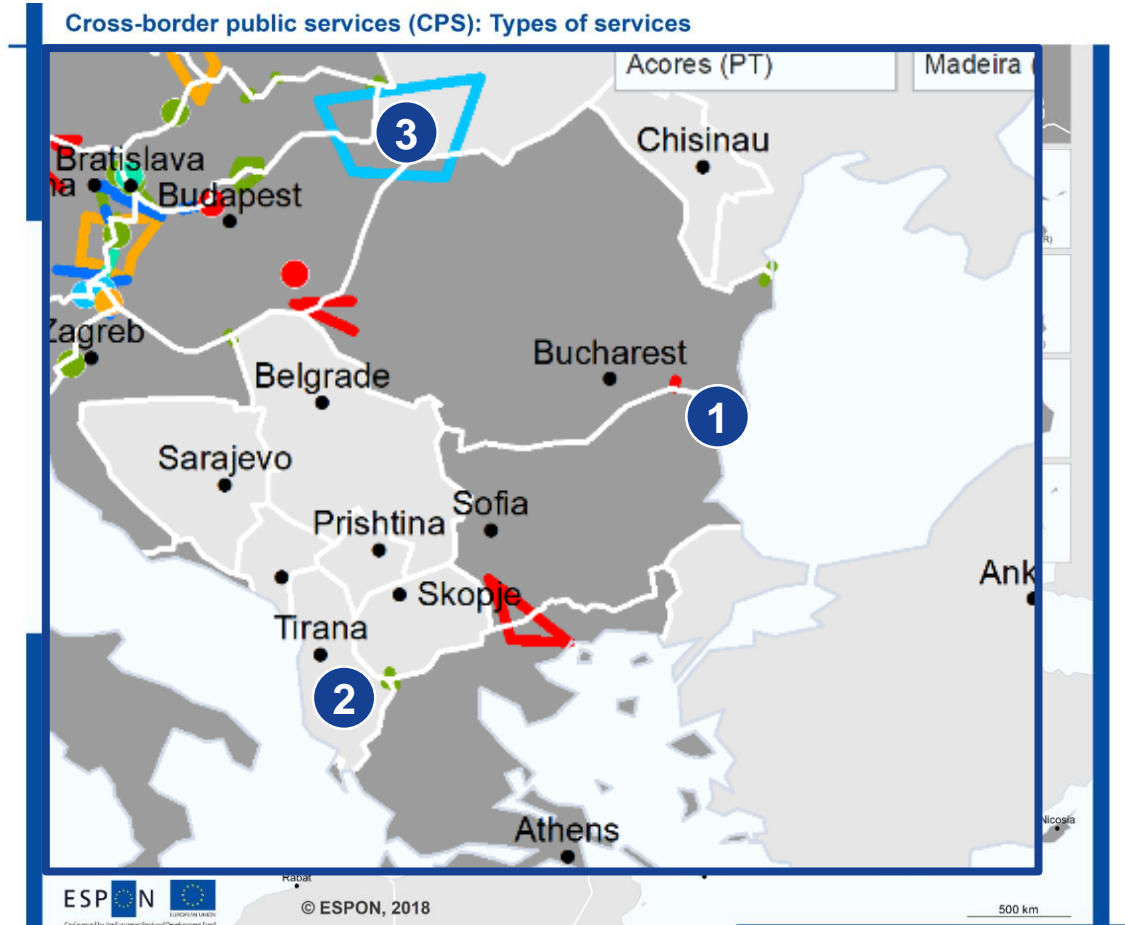Education and training
Environment protection
Healthcare and social inclusion
Labour market and employment
Spatial planning, tourism and culture
Transport

1 By nature CPS are bilateral in this area

2 Territorial focus & thematic variety in Norte Portugal / Galicia – 20 of 23 CPS

3 Mostly between 2 cities, few across larger territory
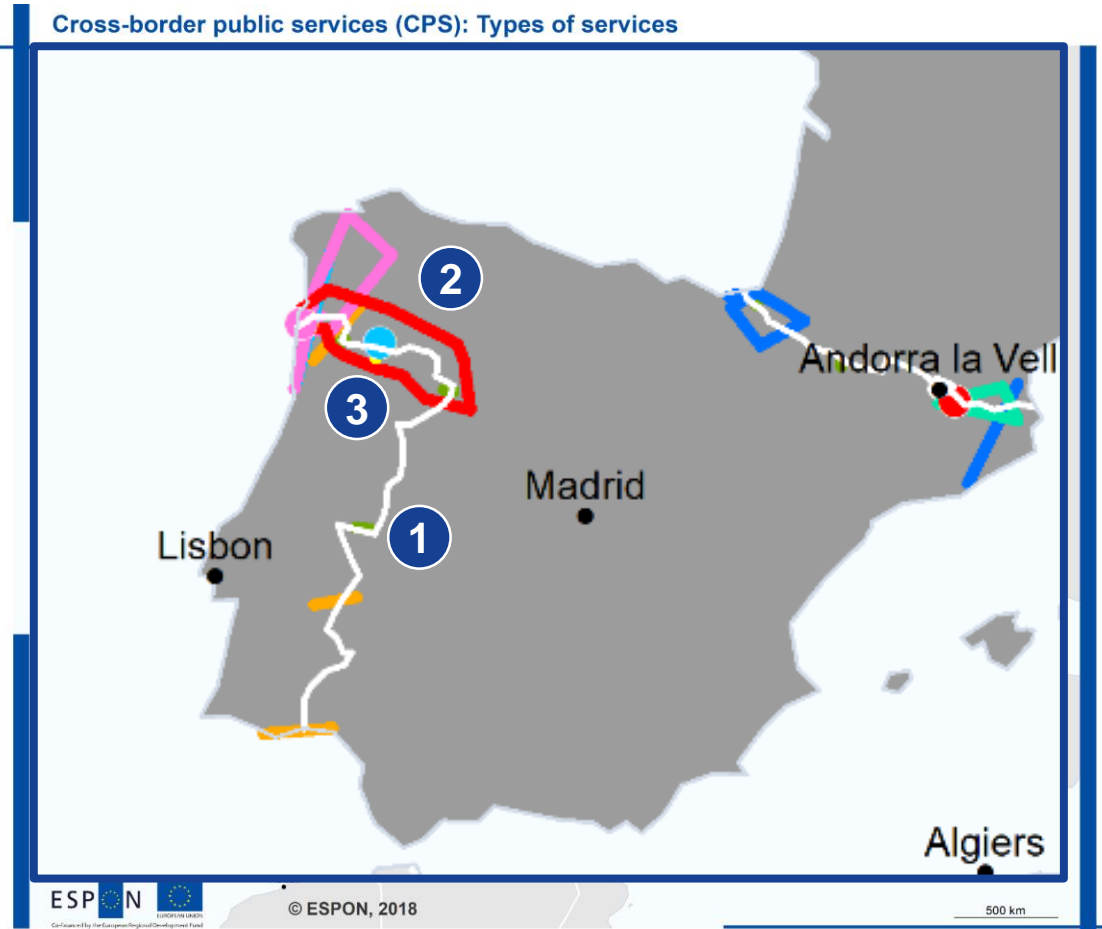
Cross-border public services (CPS): Types of services

Andorra la Vell
Madrid
Lisbon
Algiers

© ESPON, 2018

500 km

Regional level: n.a.
Source: ESPON CPS, 2018
Origin of data: TCP International, 2018; Eureconsult, 2018; various data sources, 2018
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Zooming in – Greater Region
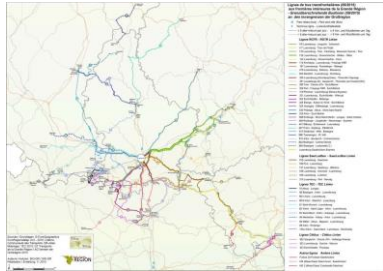
Mainly bus lines

Statistical portal, GIS information system, biodiversity portal, business park, tourism information

Local fire-fighters cooperation, incident control & crisis management

Labour market monitoring, local placement, EURES

Joint school, University, competence centre for cross-border training, recognition of degrees

Airbased resuce services, ZOAST

Nature park protection, river management, sewage & drinking water

Cross-border police cooperation, customs, prosecution, border info points

Leisure portal

CPS policy fields in/along the Greater Region

~50% of **110 CPS** in **two policy fields**:

- Environmental protection – 32 CPS (of which 22 in sewage & drinking water provision)
- Civil protection & disaster management – 20 CPS

Transport as special case:

- ÖPNV – 12 CPS

Other policy fields:

- Education – 14 CPS
- Health – 13 CPS
- Spatial planning, tourism & culture – 11 CPS
- Labour market – 4 CPS
- Citizenship, justice & public security – 2 CPS
- Communication & broadband – 2 CPS
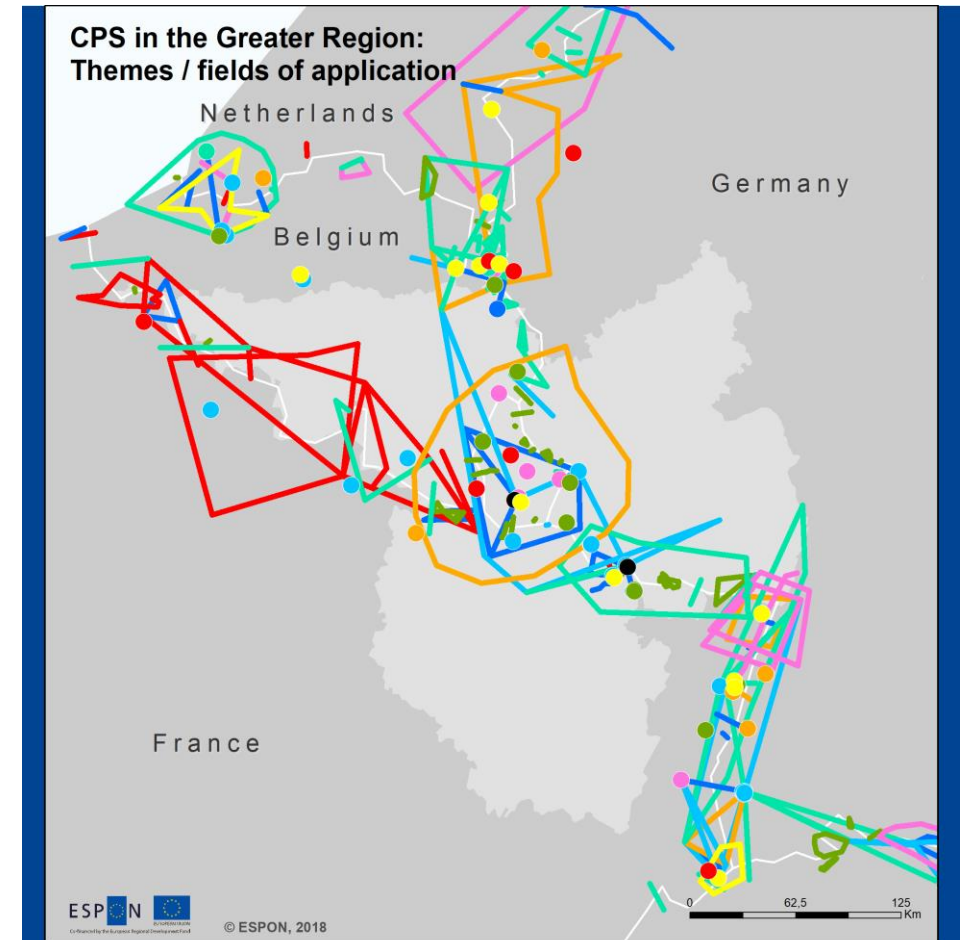
CPS in the Greater Region: Themes / fields of application

Local level: LAU2
Source: ESPON CPS
Origin of data: TCP International, 2018;
Euroconsult, 2018; RRG GIS Database, 2018

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

National border
Greater Region
ESPON space

Spatial extent & distribution of CPS

Some CPS cover the whole Greater Region, e.g. …

- Statistical portal of the Greater Region

- Interregional Observatory of the Labour Market in the Greater Region (IBA / OIE)

- Geographical Information System of the Greater Region (SIS-GR / SIG-GR)

- Cultural portal of the Greater Region "PLURIO.net"

- EURES Greater Region

- University of the Greater Region "UniGR"

- multilateral cbc between police forces & customs administrations

Large territorial coverage at the edge…

- e.g. ZOAST, integrated control centre

Spatially limited CPS dominate

- Mainly bilaterally between 2 MS, partially without Luxembourg

- ~10 CPS with more than 2 MS, but not covering whole Greater Region

CPS in the Greater Region:
Themes / fields of application

Netherlands

Germany

Belgium

France

ESPON

© ESPON, 2018

0   62,5   125
Km

Local level: LAU2
Source: ESPON CPS
Origin of data: TCP International, 2018;
Eureconsult, 2018; RRG GIS Database, 2018

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

National border
Greater Region
ESPON space

Public-private-partnership in CPS (delegation)

Delivering CPS on ground of PPPs?

Some basic aspects to be considered

- Domestic public services and also CPS can in principle be delivered directly by public authorities or by involving service providers from the private sector (e.g. PPPs) or the voluntary sector.
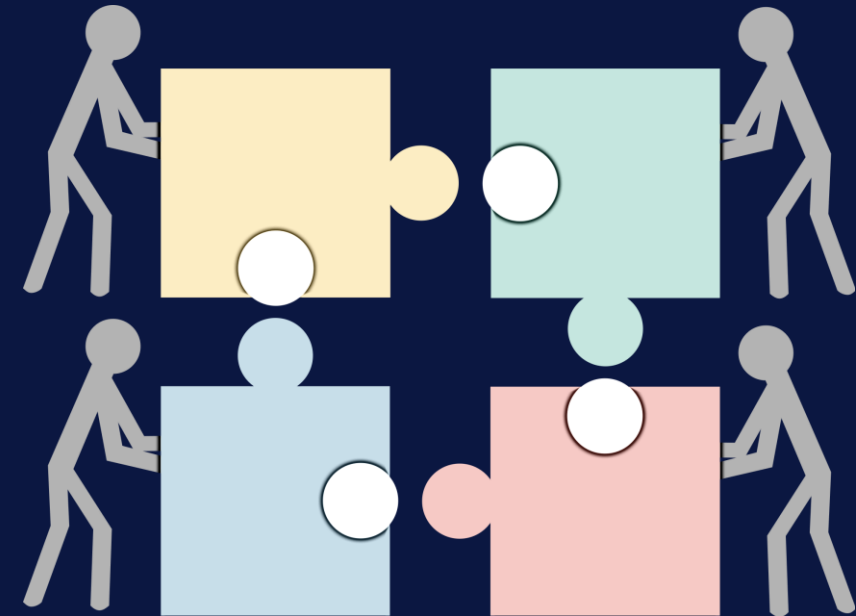
- However, what is considered a public service and to which degree its provision should be a public concern differs greatly between the European countries.

- Each European country has its own rules stipulating the organisation and delivery processes of public services at national and regional/local levels.

- Country-specific rules at different levels also stipulate in how far public services can be provided on ground of a division of responsibilities between public, private or voluntary organisations.

- Whether it is possible to implement a CPS on the basis of a PPP must therefore be determined through a case-by-case investigation of the particular situation along a given border (i.e. concerned policy field; relevant legal context).

Examples for CPS involving private actors

Public transport

- Regulation (EC) No 1073/2009 sets the general framework for an international carriage of passengers by bus and coach, which may concern two or more EU Member States and even third countries. Passenger transport is provided on ground of a "Community license" that covers the entire service line.

- The license is issued by the competent approval authority of the Member State where the (private) service provider is established and where the line is starting. However, the approval authority has to request agreement from the competent public authority(ies) in the other Country(ies) whose territory is crossed and/or where the line is ending.

Hospital out-patient care

- Final stage of preparation for Czech citizen access to privately owned hospital in Germany.

Helicopter emergency medical services (HEMS)

- The cross-border HEMS "Christophorus Europa 3" at the border between Bavaria and Upper Austria is jointly operated by two private air rescue services of the Austrian and German national automobile clubs ÖAMTC and ADAC.

Examples for CPS involving private actors

Helicopter emergency medical services (continuing)

- The HEMS "Christophorus Europa 3" is located at a jointly equipped heliport (Suben / Austria) and staffed with personnel coming at equal shares from both sides of the border

- The HEMS is operated on ground of a complementary use of flight equipment from both organisations and sharing of costs for the ongoing operation (each operator takes over the costs incurred for its service time).

- The cross-border HEMS is operating for over 16 years, while using a model of service organisation and delivery that is still unique throughout Europe.

- Since the commissioning of the service in July 2002, more than 21,000 rescue flights were realised that saved lives on both sides of the border

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**

Good practice example on ticketing – Elbe-Labe ticket

Needs

- Adressing strong cross-border dimension of shopping & leisure activities (national park) of local population & tourists

- Easing cross-border use of public transport

Legal & administrative framework

- Contract between transport associations

- Each association offers the joint tickets

Results

- Increasing ticket sales since introduction

- Extension of ticket variety (e.g. family day ticket)

https://www.vvo-online.de/de/tarif-tickets/tickets/elbe-labe-129.cshtml
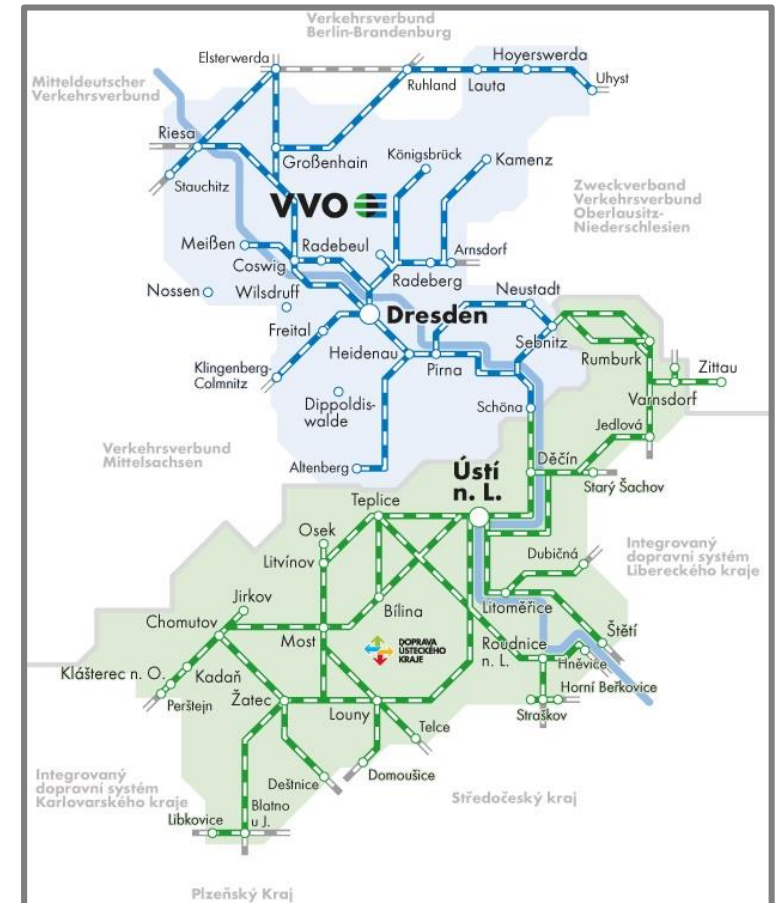
Legal backgrounds applied individually

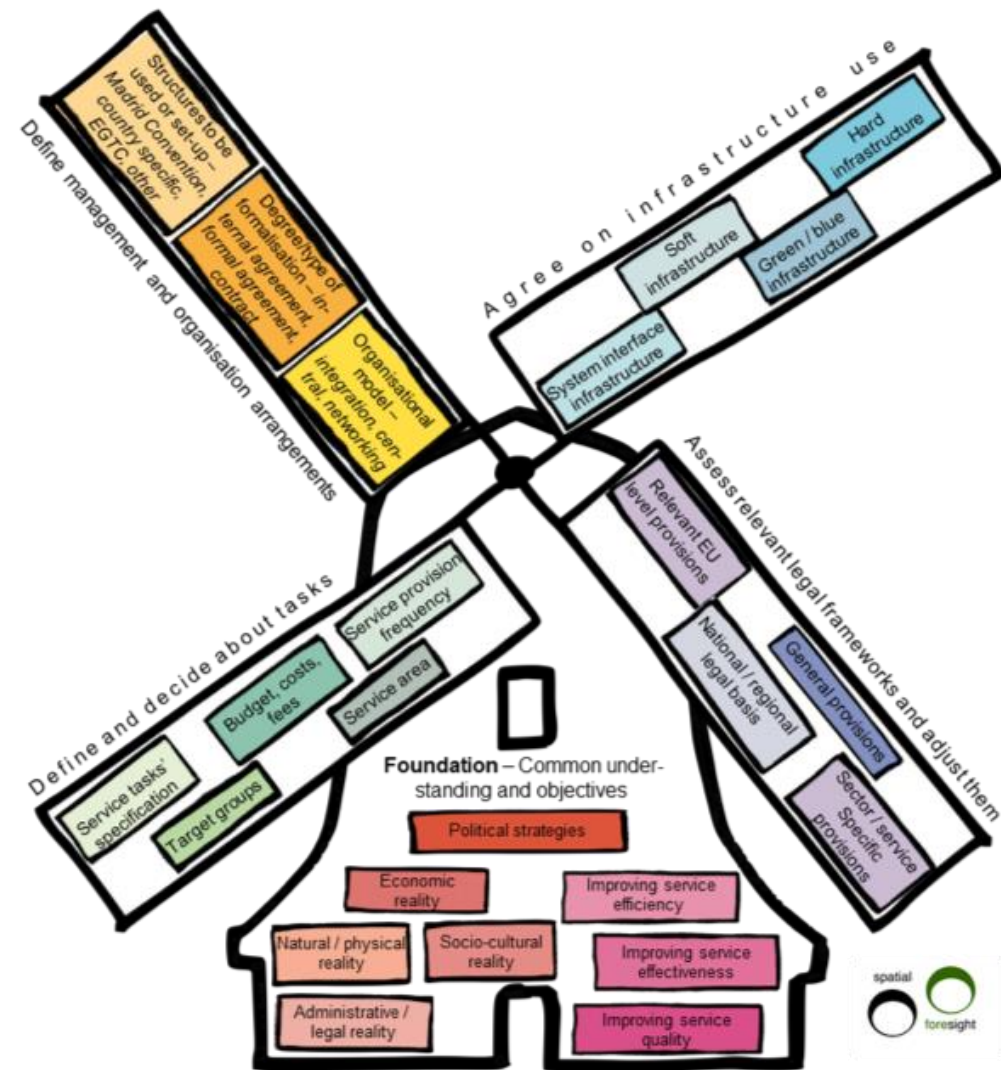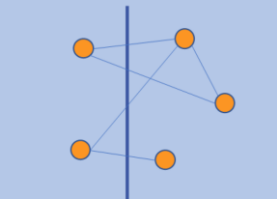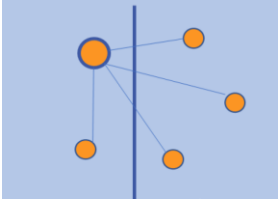| Example	Legal challenges & solutions
Tram Strasbourg-Kehl (DE-FR)	▪ Different *security prescriptions & insurance requirements* for infrastructure – tailor made solution
Eurodistrikt-BUS for cross-border workers (DE-FR)	▪ EC cabotage regulation limits the use – *Special regular service*
Ilztalbahn line in Bavarian Forest (DE-CZ)	▪ As local link does not imply border-crossing of domestic rail services & is operated for *historical interest/ tourist value* no application of EU regulations/directives
Elbe-Labe Ticket (CZ-DE)	▪ Fragmented transportation company structure in CZ – foundation of single *transport association* in CZ region
Geneva joint transport authority (CH-FR)	▪ *Puplic-law based institution* based on Karlsruhe Agreement on cross-border cooperation
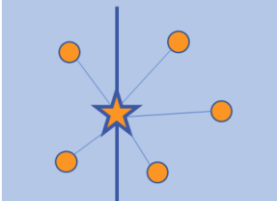
Specific financial solutions applied

Example	Financial challenges & solutions
Tram Strasbourg-Kehl (DE-FR)	▪ *Ticket sales* finance provision & *deficits shared* proportionally
Eurodistrikt-BUS for cross-border workers (DE-FR)	▪ *Joint funding* of involved districts/departements & EGTC & *ticket sales*
Ilztalbahn line in Bavarian Forest (DE-CZ)	▪ *Interreg project* for infrastructure; *fund-raising* of non-profit association; *local public* funding & train *tickets*
Elbe-Labe Ticket (CZ-DE)	▪ *Ticket sales* finance provision / transfer depending on sales & internal distribution to transport providers ▪ Economic disparities – *different price levels* for tickets bought in CZ and DE & limits to validity
Geneva joint transport authority (CH-FR)	▪ *Administration fees* shared among member ▪ *Costs for bus lines* borne by relevant partner

CPS development & implementation

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.
Manage-ment	**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.

CPS Building Blocks

Common understanding
- Objectives & border realities

Define and decide the tasks
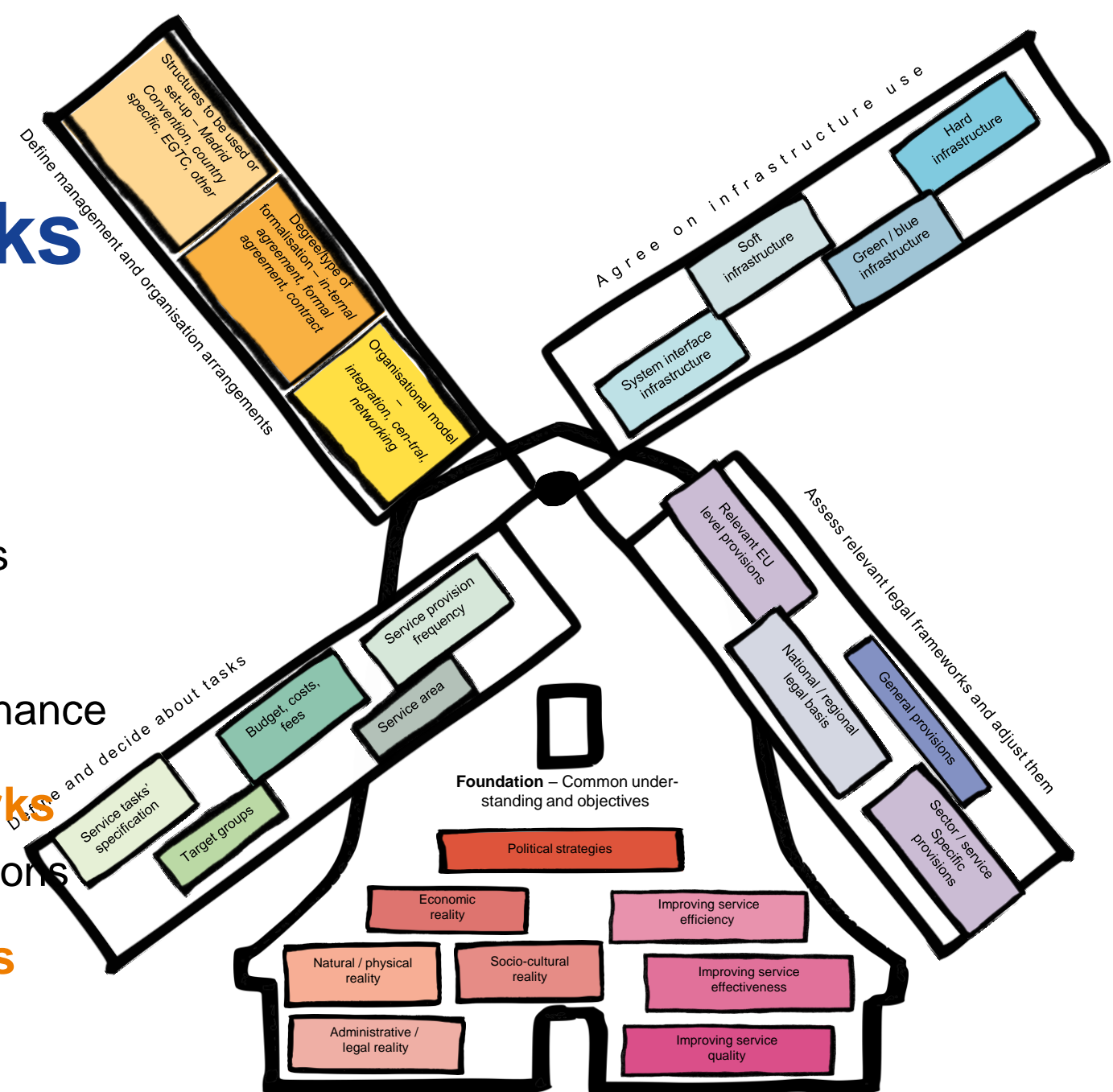- e.g. target group, service area, fees

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

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**

CPS & Interreg

Relations between CPS & Interreg projects

CPS follows Interreg project ('successor'), CPS means to perpetuate temporary Interreg projects

1 Sustaining Interreg projects

2 Interreg lays outlines for CPS

3 CPS supports Interreg

Interreg project strategically used to develop foundations for a CPS

Specific CPS set up in order to support future Interreg activities

As a reminder:

Interreg project ≠ CPS

Interreg Secretariat ≠ CPS

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

Strenghening of functional cross-border connections

Intuitive individual CPS development

Development of further CPS

Development of new networks

Products by „ESPON CPS"

For further support & apart from 'standard' ESPON output …

- 29 good practice fact sheets in 8 thematic fields

- Practical guide for CPS development

- 10 case study reports on existing & future CPS

ESPON website:

www.espon.eu

// Thank you.

Contact info for further support:

Sabine Zillmer, Spatial Foresight   sabine.zillmer@spatialforesight.eu

Thomas Stumm, EureConsult   info@eureconsult.eu