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SPATIAL PLANNING AND CROSS-BORDER COOPERATION

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CHAPTER C 1: SPATIAL PLANNING

OUTLINE:

Various levels and forms of cross-border regional planning and measures to intensify cross-border spatial planning policies are presented. Spatial planning has become the most dynamic 'spatial development planning' element in Europe, and it is presented here as a 'horizontal activity' to provide the framework for cooperation in border and cross-border regions in many fields. Most important milestones are the European Spatial Development Perspective (ESDP) and the Territorial Agenda. Cohesion Policy and Multilevel Governance can be considered their political consolidation.

KEY POINTS:

- Spatial development planning in cross-border regions is a process involving cross-border socio-economic analyses/assessment of the region, preparation of joint development plans, and elaboration of cross-border means of elaboration.
- There are two basic levels of cooperation in spatial development planning: state/regional and regional/local. Owing to the different competences in central and federal governmental systems, they often cannot be clearly distinguished from each other.
- National or regional planning commissions/study groups, found in many border areas, have traditionally operated on the basis of government agreements/treaties, but usually lack decision-making capacity. Regional and local level regional planning bodies often operate without any formal authority. This is also true for Euregios and cross-border working communities. However, they do in practice closely cooperate with the national level and develop their own spatial development concepts.
- Legal measures (e.g. inter-state agreements, coordination of spatial planning) and organisational measures (coordination and development of specific commissions) are designed to intensify cross-border regional development planning. Practical actions to improve cross-border spatial planning policy are illustrated here by means of a few examples.
- New Information and Communication Technologies offer growing opportunities to modernize and innovate procedures, methodologies, etc. in many fields.

INTRODUCTION

This chapter deals with spatial development planning in border and cross-border (CB) regions. This is a horizontal activity including the assessment of regional and national conditions and the formulation of development plans (policies, actions and options for implementation) for cross-border regions as a single geographical unit. Spatial development planning offers a framework for cross-border cooperation (CBC) in a extensive range of action areas discussed in the following chapters of this Section C of the handbook (e.g. the economy, transport and infrastructure, environment, etc.). The types and examples of actions identified in the subsequent chapters under specific thematic areas include activities in the area of planning such as development strategies, studies and the like. The practical feasibility of regional planning also includes discussion of the structures and processes required for border regions.

This chapter describes first of all main steps undertaken so far to promote spatial development planning in the context of the changes associated with European integration in the nineties¹. It then focuses on the development, levels and forms of cooperation and on types and examples of measures taken to intensify and apply CB spatial development planning.

Successive phases of Interreg underscored the importance of joint CB spatial development and programmes. Cross-border spatial development planning was also added as a new measure under INTERREG IIC and IIIB. The measure entitled "Studies Related to Development Plans" emphasised that border regions should be treated as "an integrated geographical unit."

In the following Interreg IV (OCT) programmes many initiatives consolidated in Europe, as well as the ESPON Programme (European Spatial Planning Observation Network) and other structures and organizations consolidated, such as EURISY.

Interreg V raises some questions, as it happens in the whole European building. From the AEBR, the MOT, the AER, the CPMR, Eurocities, the CEMR and many other European regional and local associations, from the EU institutions, and from many other instances, it is still insisted every day on the need to deepen European cross-border spatial planning in a prospective, integrated and sustainable manner.

¹ It seems convenient to remind here that the first editions of this Handbook were prepared in 1995-2000. The review is prepared in 2015 and still is not complete. Along 2015 a publishable edition is to be finalized, including more relevant Interreg III and IV (2000-2013) projects (author's note).

FROM THE EUROPEAN REGIONAL POLICY TO A SPATIAL DEVELOPMENT POLICY

The EU's Regional Policy was only initiated in 1975, 40 years ago, by a Council decision on the basis of Article 235 of the Treaty of Rome (European Economic Community). Since then, the aim of regional policy has been to contribute to "redressing the most important regional imbalances in the Community." The European Regional Development Fund (ERDF) was created for this purpose. The spatial dimension still played a distinctly secondary role in this regional policy. The Single European Act (SEA), which took effect on 1 July 1987, strengthened the regional policy objective. Articles 130 (a-e) of the EC Treaty are particularly important to regional policy. In paragraph 2, the text of Article 130a employs wording found in the preamble to the EC Treaty, thus adding a special spatial objective to that of the first paragraph: "In particular, the Community shall aim at reducing disparities between the levels of development of the various regions and the backwardness of the least-favoured regions." The Treaty on European Union (TEU) signed on 7 February 1992 in Maastricht takes this a step further. Inter alia, in a reworded Article 130d of the EC Treaty it provides in particular for the creation of a "cohesion fund" through which funding was to be provided to projects in the environment and trans-European networks in the area of transport infrastructure. The EU Treaty of Maastricht very clearly sets new directions for a European spatial development policy in several areas:

- increased democratic control by the European Parliament in the form of a right of veto in the setting up of the Structural Fund (Art. 130d EC Treaty);
- introduction of the generally applicable principle of subsidiarity (Art. 3b EC Treaty); and
- establishment of the "Committee of the Regions (CoR)" as a regional body "consisting of representatives of regional and local bodies" (Art. 198a-c EC Treaty).

In addition, this Treaty contained general regulations on the spatial development of the Union with respect to the "creation of an area without internal borders" and "the promotion of economic and social cohesion", to be crystallised in the following goals and measures of spatial development:

- reducing disparities between the levels of development of regions (Art. 130a EC Treaty);
- developing trans-European networks (Art. 129b §1 EC Treaty);
- preserving, protecting and improving the quality of the environment (Art. 130r §1, EC Treaty);
- prudent and rational utilisation of natural resources (Art. 130r, §1, EC Treaty); and
- respecting national and regional diversity (Art. 128, §1, EC Treaty).

These jurisdictional provisions of the Treaty enabled the Union to be more active in regional policy, even though the Maastricht Treaty itself did not provide for any independent authority in spatial development policy.

FURTHER APPROACHES TOWARDS A EUROPEAN SPATIAL DEVELOPMENT POLICY

According to the Council of Europe's European Regional/Spatial Planning Charter (the *Torremolinos Charter*), adopted on 20th May 1983 after more than 20 years of dealing with spatial planning issues in the European Conference of Ministers responsible for Regional Planning (ECMRP) of this international organization created in 1949 gathering currently 49 Member States, the term 'regional/spatial planning' (*Raumordnung, aménagement du territoire, ordenación del territorio*) is defined as "the spatial expression of the economic, social, cultural and ecological policy of each society". All 22 Member States of the Council of Europe at that time were able to agree on this very broad general formula. Nevertheless, even today there are still major differences in the interpretation of the terms 'spatial planning' or 'spatial development'. Consequently, since 1994 the EU Member States in their policy statements have referred to the tradition-neutral and clearer term 'spatial development policy', defined as 'a policy which favours the development of an area in accordance with certain principles and guiding concepts'.

On the basis of the European Regional/Spatial Planning Charter, numerous policy debates of spatial planning ministers since 1989, as well as the EC documents "Europe 2000" and "Europe 2000+", the EU's ministers responsible for spatial planning at their informal Council meeting on 21-22 September 1994 in Leipzig decided on so-called 'Principles for a European Spatial Development Policy'. These define the essential aims of spatial development as:

- promotion of economic and social cohesion in the EU (sustainable economic and social progress) by reducing disparities between the levels of development of the various regions and the creation of a balanced regional structure; as well as
- sustainable development, which means both an environmentally respectful economic development which maintains today's resources and their functional capacity for future generations, and a more balanced spatial development maintaining diversity, which concerns all human activities.

In the concrete implementation of these aims at European, national, regional and local levels, special attention is to be given to regional diversity in Europe, and thus the special situations and respective levels of development in the regions.

The earlier European Parliament spatial development concepts of 1983 and 1990 as well as the European Commission strategy paper "Europe 2000" were not able to sufficiently assess nor take into account the consequences of the developments in Central and Eastern Europe after 1989. Therefore, the EU Ministers responsible for spatial planning agreed at their informal meetings in 1992 (Lisbon) and 1993 (Liège):

- to develop concepts for the entire Community area in the form of an expanded strategy paper, "Europe 2000+";
- in the future, to regard the trans-European networks and urban networks, which are essential planning instruments at European level, as particularly important for spatial development policy; and
- to move forward in "the preparation of a European Spatial Development Perspective" (ESDP).

This European Spatial Development Perspective was drawn up by the EU Member States in conjunction with the European Commission.

FOLLOWING STEPS TOWARDS A EUROPEAN SPATIAL DEVELOPMENT PERSPECTIVE (ESDP)

The document entitled "Principles for a European Spatial Development Policy", resulting from the informal Council of Ministers for spatial planning held in Leipzig (1994) and jointly prepared by the EU Member States and the European Commission, represented the political basis for further cooperation in the field of spatial planning policy in the European Union. The basic spatial planning principles (guiding principles) for future urban development were successfully laid down in Leipzig in 1994. Important scenarios and analyses for properly evaluating spatial development were worked out in subsequent years. In 1997, the first ESDP draft was submitted in Noordwijk (NL) under the Dutch Council Presidency. This stimulated a broad public debate in which governments, parliaments, non-governmental organisations such as the AEBR and the regions took part. The ESDP approved at the Informal Council of Spatial Planning Ministers in Potsdam (1999) as a result of a Europe-wide discussion process.

The **policy goals and options** proposed in the ESDP were oriented towards the spatial and structural development in the (then) 15 EU Member States, and provided mainly for:

- a spatial orientation of EU policies;
- a polycentric spatial development and a new partnership between the cities and the countryside;
- the access to infrastructure and knowledge for all; and
- a prudent management of the natural and cultural heritage.

Both the debate on the document and the ESDP itself illustrated the need for the ESDP to be continuously refined. EU enlargement and the stepped-up dialogue with the countries of the Mediterranean greatly affected European spatial development, including the development of the internal and external border regions affected. The following revision of the ESDP focussed mainly on spatial development problems related to an EU enlargement in Central and Eastern Europe.

In applying the ESDP, in other words when implementing its goals and options, the Member States intended to work closely with the European Commission. For CBC, the most important measures and projects were those in Chapter 4 of the ESDP. The AEBR was closely involved in drawing up these recommendations. These include in particular Chapters 4.4 and 4.5 on CBC, which are introduced with the sentence, "(180) The regional and local authorities are amongst the key actors of European spatial planning" ².

² European Commission (ed.): ESDP - The European Spatial Development Perspective, Towards a balanced and sustainable development of the EU, adopted at the Informal Council of Ministers responsible for spatial development in Potsdam, May 1999, p. 46.

In moving towards an integrated spatial development, the ESDP recommended three levels for further spatial co-operation:

- community;
- transnational/national; and
- regional/local.

At **community** level, cross-border programmes and models for integrated spatial development were supported mainly through EU aid programmes effective at regional level, such as:

- economic and social cohesion through the Structural Fund regulation; and
- encouragement of cooperation with Central and Eastern European Countries and the Mediterranean, included through the Phare and TACIS programmes, amongst others.

The **transnational/national** level was supported mainly by the INTERREG III-B programme, divided into the areas of:

- cooperation in general spatial development;
- alleviating the consequences of flood disasters; and
- drought prevention.

Important objectives of this trans-national policy were:

- to promote sustainable and balanced spatial development of the EU;
- to improve the spatial impact of Community policy in terms of territorial development;
- to improve transnational spatial planning by formulating development priorities for larger cross-country, interconnected regions.

First cooperation programmes for spatial planning were the following (these first programmes coincide currently with transnational areas and were designed in following periods, as well as with the proposals to elaborate macro-regional strategies):

- the North Sea region;
- the Baltic Sea region;
- the Atlantic region;
- South-western Europe;
- the Western Mediterranean and Southern Alps;
- the Adriatic, Danube, Central and South-eastern European region (CADSES);
- the Northwest European metropolitan region.

All these programmes were also intended to encourage the CBC described for the regional/local level in the chapter "Methods and measures for cross-border development planning".

Because it was not possible to take sufficient account of the Central and Eastern European countries in the ESDP, the European Conference of Ministers responsible for Regional

Planning (ECMRP - CEMAT), met in the framework of the Council of Europe decided to consider the "Guiding Principles for sustainable spatial development of the European continent". The document was prepared in the Head Committee of Senior Officials of CEMAT starting in 1997 and adopted at the 12th European Conference of Ministers responsible for Regional Planning (7-8 September 2000) in Hanover.

These guiding principles included among others the following precepts for a sustainable spatial development policy for the whole of Europe —including the Russian Federation—, which means they apply to all Member States of the Council of Europe:

- promotion of balanced socio-economic development;
- improvement of the regions' competitiveness;
- protection of natural resources;
- development of regional identity and diversity; and
- cooperation between spatial development policy and spatially relevant sector policies.

In future, spatial development policy in Europe should above all make a contribution towards:

- creating an attractive environment for private investments at local and regional levels, investments that are also compatible with public interests (public-private partnerships); and
- encouraging the integration of European border regions by expanding metropolitan regions and gateway cities and developing sustainable transport (urban networks) into a pan-European transport network.

Among the proposed development policy measures, almost all of which were important to cross-border regions, the demand to step up transnational and CBC as a tool for better linking economic development and spatial planning is particularly important.

THE TERRITORIAL AGENDA, THE GREEN PAPER ON TERRITORIAL COHESION AND MULTI-LEVEL GOVERNANCE

After the integration of 10 new Member States from Central and Eastern Europe in the EU in 2004, the ESDP was the object of discussion, revision and adaptation, producing the first version of the **European Territorial Agenda** (TA), approved in Leipzig in 2007 during the German Presidency of the Council. The TA highlighted the importance of the polycentric development model, especially after an EU enlargement that revealed its territorial disparities at a greater scale than before. It also rejected a policy favouring great metropolitan areas.

With the TA, Member states introduced a new coordination mechanism for the territorial development policy, including decision-making between various public sectors and the private initiative, besides the necessary participation of civil society —**multi-level governance**—, which needs a “vertical” and a “horizontal” coordination between decision-making bodies, developing policies at different levels in various sectors, with the aim to

guarantee its coherence and generate synergies for a better sustainable and integrated development of European territory.

This new coordination is nowadays the base of the EU Territorial Cooperation Policy. The experience with the TA has demonstrated that a balanced territorial development cannot be conceived only as a top-down process or through the mere horizontal coordination of sectoral policies.

This process speeded up during the German Presidency of the **Council of the EU**³ (first semester of 2007) in order to develop the TA and several additional documents. The experience of inviting the organizations of regional and local authorities to the Council made possible to consolidate the **NTCCP** (*Network of Territorial Cohesion Contact Points*), national (and the association's) contact points created during the Portuguese Presidency of the Council (second half of 2007), and the **UDG** (*Urban Development Group*), to support technically the cooperation amongst ministers responsible for spatial planning and to implement the Territorial Agenda. They also are the backbone of communication between all stakeholders linked to the TA and its Action Programme⁴. NTCCPs are composed by the Member States, the candidate and guest countries (Iceland, Norway and Switzerland), EU institutions and relevant local and regional organizations (AEBR, AER, CEMR, CPMR, Eurocities and other).

Ministers modernised the policy orientations of the ESDP with the Territorial Agenda and added stronger emphasis on:

- the competitiveness of regions and cities including creation of innovative clusters;
- climate change concerns; and
- territorial cooperation and multilevel governance.

The Territorial Agenda has been followed up by an ambitious Action Plan, which currently is under implementation involving Member States in carrying through several projects.

The European Commission has supported this policy process and gradually processed a policy response at European level related to the territorial development. This was visible in the **4th Cohesion Report** that for the first time mentioned a new concept of "territorial cohesion" which in 2009 was ratified with the Lisbon Treaty.

In 2008 the Commission launched a debate publishing a **Green Paper on Territorial Cohesion**. This document put a territorial perspective on economic and social cohesion setting the objective of a more balanced and harmonious development of the European territory. It focused on 3 key territorial development dynamics:

³ Also known as the **Council of Ministers**, the **Consilium** or, simply, the **Council**. This is a rotating six-month presidency amongst the 28 Members of the EU. It should not be confused with the **European Council**, which brings together the Member States's Heads of State and Government. It has a permanent President (the **President of the EU**) with a term of 30 months, renewable only once. Neither should it be confused with the **Council of Europe**, international organization founded in 1949, with headquarters in Strasbourg and currently having 47 Member States.

⁴ See ESPON, Territorial Monitoring Report - Progress towards the Territorial Agenda of the European Union 2020. Luxembourg, December 2014

- concentration;
- connections; and
- cooperation.

It paid as well particular attention to regions with specific geographical features.

The Green Paper on Territorial Cohesion was accompanied by a Staff Working Document and posed questions for a European wide debate run until 28th February 2009.

The next step in defining the future EU Cohesion Policy after 2013 was envisaged by the **5th Cohesion Report** published by the European Commission in October 2010.

A wide evaluation and updating process of the Territorial Agenda concluded with the Hungarian Presidency of the Council in the first half of 2011, with the adoption of the new TA. The (reviewed) Territorial Agenda 2020, Towards an Inclusive, Smart and Sustainable Europe of Diverse Regions, was discussed and elaborated at the NTCCPs, being approved at the Informal Meeting of Ministers responsible for Spatial Planning and Territorial Development on 19th May 2011 in Gödöllő (Hungary).

The Territorial Agenda 2020 (TA2020) is the concrete expression of a wide agreement amongst Member States and European institutions regarding territorial cohesion. An outstanding innovation to fulfil TA2020's objectives is the **place-based approach**, an approach based in the essence and the characteristics of every territory, as an endogenous development potential to drive territorial cohesion processes at three levels: local, regional and national. This procedure was proposed in the report *An Agenda for a Reformed Cohesion Policy. A place-based approach to meeting European Union challenges and expectations*, prepared by Fabrizio Barca in April 2009 upon the request of Danuta Hübner, European Commissioner for Regional Policy. The **Barca Report** is a fundamental document to understand the new concept of European Territorial Cohesion.

The TA2020 also faces the multiple geographical impact of global change. The great value of the variety of European landscapes, very diverse and with hardly distinguishable borders, at least at first sight, appears as the most remarkable element of European geography. This is a main challenge for Euroregions and similar structures, which have to define their common potentials within the context of European regions and landscapes.

The TA2020 urges public (and private) decision-makers in every territorial level to take active part in the design and implementation of specific mechanisms to put into practice the Agenda's principles in every territorial sphere (multilevel governance).

METHODS AND MEASURES FOR CROSS-BORDER DEVELOPMENT PLANNING

The aim of CB spatial planning is to help overcome all the negative effects of how borders are drawn which influence the extent to which they are open. CB planning includes cooperation in the fields of spatial planning, urban and rural development planning, and regional and local planning.

CB development planning, which deals with the intentional effects that society, the economy and the natural, structural and social environment cause on spatial development in border regions, is carried out at all levels of planning as part of European spatial development policy, national spatial planning measures, urban and rural and regional planning, and local planning for real estate use and building.

The first important legal and technical foundations for CB spatial planning are defined in the *Torremolinos Charter*, the **European Regional Spatial Planning Charter** approved by the CEMAT (the European Conference of Ministers responsible for Spatial Planning) at the Council of Europe during their meeting on 20th May 1983 at this Southern Spanish town; and the **Framework Convention on Improving Transfrontier Cooperation between Territorial Communities or Authorities**, the 1981 Madrid Outline Convention and its three Additional Protocols. Since then, many Member States of the Council of Europe have concluded bilateral and trilateral agreements applying the framework convention in recent years (see ch. A3 in this handbook). The **Guiding Principles for sustainable spatial development of the European continent**, approved by the CEMAT in Hannover on 7th and 8th September 2000 must also be included.

The European Commission has encouraged CBC since 1990 through the Interreg programmes and other oriented to EU external borders, neighbouring countries and those preparing their accession. This has also meant an incentive for cross-border spatial development between neighbouring territories. After Interreg I (1990-1993), in Interreg II-A (1994-1999) a special attention was paid since 1995 to promoting CB spatial development between directly adjacent areas. The Community initiative Interreg II-C was added since 1997 with an innovative approach to integrated spatial development policy at transnational level. Since then, transnational cooperation between the Member States in Europe took the form of seven "General programmes" and two "Programmes to prevent flooding and combat drought"—Interreg IIC Rhine-Maas activities (IRMA) and France/Italy—. Besides, there were also four other pilot projects under Art. 10 of the ERDF for implementing transnational Operational Programmes for regional planning: the Northern Periphery, Western Mediterranean, Eastern Alps, and South-Eastern Mediterranean. Due to the keen interest of the Member States and of regional and local authorities in transnational cooperation (TNC) projects, such cooperation was continued and strengthened under Interreg III-B in the 2000-2006 timeframe. Similarly, TNC had its chapter in the Territorial Cooperation Objective (TCO, 2007-2013⁵) with 13 TNC areas, and in Interreg V (2014-2020) there are 15 programmes.

Consequently, CBC in regional development planning has to distinguish mainly between three levels of intervention, as it was expressed in the ESDP:

- the national level, where cross-border regional development planning is carried out with the help of governmental or spatial planning commissions;
- the regional/local level, where regional development planning is promoted according to a division of authority which varies by country; and

⁵ It will finally be known as Interreg IV (authors' note)

- local development and spatial planning.

The bi- and trilateral governmental and spatial planning agreements of the second half of the XXth Century, such as those between the Benelux countries and between Germany and its neighbours Belgium, France, the Netherlands, Austria, Poland and Switzerland were of special importance for transnational cooperation and spatial planning with neighbouring countries. With the help of these agreements, governmental, spatial planning and regional commissions were created which have carried out fruitful CBC in spatial development planning over the last 50 years within the confines of their limited possibilities. Their primary task is the longer-term definition of concrete forms of CBC by authorities on the respective planning levels according to the principle of subsidiarity.

Furthermore, regional/local co-operation in spatial development has continued to deepen and develop in recent decades. It was promoted by the EU since Interreg I yielding, for example, the euroregions, which increasingly provide their own development concepts as an input to spatial planning perspectives. Drawing on these ideas, they positively influence national and regional spatial planning on both sides of borders and make them more concrete. In recent years, the euroregions have co-operated admirably with the state planning authorities to smooth out the asymmetries in regional planning policies of neighbouring countries. Cross-border successes were achieved particularly on the basis of partnership and subsidiarity in the field of planning through:

- the elaboration of cross-border guidelines with the participation of municipalities and regions;
- the development of cross-border wildlife reserves;
- transport and communication planning on all European borders;
- the development of CB facilities and services: industrial, trading and technology parks, sewage networks, waste management, water and electricity supply; and
- the inclusion of spatial planning considerations and goals into the CB development and action programmes of regional policy and into the Operational Programmes of Interreg I and II-A. And this evolved greatly in III-A and TCO/IV-A).

Nevertheless, the AEER has always been in favour of an even higher intensification of CBC in the field of spatial development with greater participation of local and regional authorities (LRAs). Above all, it is essential to avoid national specialised planning being coordinated across borders exclusively in sectoral terms. Specialised planning based on laws stipulating specific measures must be oriented towards the aims, principles and guidelines of spatial development planning. For cross-border coordination in spatial planning, early information and participation of neighbours plus the coordination of spatial plans, whose binding force has traditionally ended at national borders, are often sufficient. However, where the voluntary commitment of spatial planning authorities to resolutions and recommendations of spatial planning commissions is not enough because basic conflicts of interests threaten the development of the border region, the states involved have to be prepared to make cross-border planning obligatory by a treaty (e.g. ground water, brown coal, raw materials).

The CB character of planning was going deeper, being a “cement of the European House”. Interreg still was a somehow beta-version, and the consolidation of pure CBC approaches was possible. That is why it was stressed that future CBC was going to need an intensification in all planning levels through:

- accurate analyses of current and future spatial development problems;
- analyses of the legal obstacles and restrictions hindering cross-border planning cooperation;
- continuous cross-border information and territorial observation with the help of socio-economic analyses of spatial development;
- preparation of cross-border spatial development guidelines and programmes for overall spatial development in the context of developing adjacent regions and communities;
- implementation of development programmes (Interreg III and hereinafter) based on special agreements;
- formulation of sectoral development plans (e.g. for transport and communications, tourism, urban and rural development);
- determination of important metropolitan areas (urban networks) in border areas, as well as regional and local cooperation between cities divided by national borders in the interconnected cross-border areas of larger centres;
- regular cross-border coordination of all planning and measures having spatial impact;
- checking whether there are areas of spatial planning policy action in border areas;
- classification of protected areas, biotope networks and CB wildlife reserves, and CB landscape planning;
- preparation of rehabilitation programmes to improve the environmental situation;
- special CB planning for border regions particularly affected by large (trans-European) transport routes under development; and
- coordination of local planning in border municipalities.

The elaboration of directly obligatory common cross-border regional plans was very much stressed for all public planning, as the most advanced form of CB spatial planning, to which CB local planning would then have to adapt. All spatial planning and regional policy measures should be put into the framework of "regional cross-border development perspectives" and "Operational Programmes" to make them easier to implement. There are good examples of such planning under Interreg III-A, such as on German/French/Swiss, German/Dutch, German/Polish and German/Czech borders. These involve already long lasting regional CBC between spatial development and regional policies.

THE CREATION OF ESPON, THE EUROPEAN OBSERVATORY ON TERRITORIAL DEVELOPMENT

As we have seen previously, European policy makers have over the last decades discussed and developed policy orientations for the European territory. Policies for regional development are an inherent part of the Lisbon Treaty, with the aim of facilitating economic,

social and territorial cohesion. The aim of territorial cohesion shall be seen in the increasing interest by policy makers for a territorial approach with deeper horizontal policy integration, which has emerged little by little. The subsequent INTERREG programmes are a result of this process, which has implied an opening for cooperation in a larger territorial context, being it cross-border, transnational or inter-regional.

The demand for a cross-sector strategy for the European territory was first voiced in 1992. This challenge was taken up by EU Member States that developed and approved at an Informal Ministerial Meeting in Potsdam in 1999 the European Spatial Development Perspective (ESDP). This document included policy orientations, approaches and governance ideas that are still to be found in the policy thinking today.

The European Commission was supportive to a number of actions set up by Ministers in Tampere in 2006. Of particular importance was their support to transnational activities under Interreg as well as to the idea of a European Observatory on Territorial Development. The test of the observatory later led to the first **ESPON 2006 Programme**.

This intergovernmental process has over the last years experienced a revival as all Member States of the enlarged Union adopted in 2007 a Territorial Agenda for the EU and its Action Plan. Other milestones were Commissioner Hübner's **Green Paper on Territorial Cohesion**, the **Barca Report**, the **5th Cohesion Report** published by the European Commission in October 2010, and the **6th Cohesion Report**, published in July 2014.

The **objectives of the ESPON Programme 2006** were mainly applied research and studies on territorial development and spatial planning seen from a European perspective in support of policy development.

National, regional and local knowledge is partly already existing and available, although only covering smaller parts of the European territory. With the ESPON 2006 Programme and by addressing an enlarged EU territory and larger territorial entities, the Commission and the Member States expected to have at their disposal:

- the diagnosis of the principal territorial trends at EU scale as well as potentials and imbalances within the European territory;
- impact analysis of EU policies and their influence on the territory and on cohesion;
- European maps of major territorial structures and regional diversity within a wide range of themes important for the development of regions and larger territories;
- integrated, cross-sectoral analysis and spatial scenarios offering a European perspective on regions and larger territories and their development opportunities;
- indicators and typologies assisting a monitoring and setting of European priorities for a balanced and polycentric enlarged European territory;
- integrated tools and appropriate instruments (ESPON database, indicators, methodologies for territorial impact analysis and spatial analyses, mapping facilities) in order to improve the spatial co-ordination of sector policies.

In assuring the necessary research capacity for the applied research within ESPON a special effort was foreseen to build a supporting scientific community in the field of European territorial development which naturally should include a multitude of academic disciplines.

THE ESPON 2013 PROGRAMME

The ESPON 2013 Programme, the ***European Observation Network for Territorial Development and Cohesion***, was adopted by the European Commission on 7th November 2007. The programme budget of €47 million was part-financed at 75 % by the European Regional Development Fund under Objective 3 for European Territorial Cooperation. The rest was financed by 31 countries participating, 27 EU Member States and Iceland, Lichtenstein, Norway and Switzerland.

The mission of the ESPON 2013 Programme was to:

“Support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory by (1) providing comparable information, evidence, analyses and scenarios on territorial dynamics and (2) revealing territorial capital and potentials for development of regions and larger territories contributing to European competitiveness, territorial cooperation and a sustainable and balanced development”.

The actions carried through under the programme included different, however strongly interrelated operations:

- Applied research on different themes of European territorial dynamics was the core business, providing scientifically solid facts and evidence at the level of regions and cities. These results made it possible to assess strength and weaknesses of individual regions and cities in the European context. The applied research was conducted by transnational groups of researchers and experts.
- Targeted Analyses together with stakeholders was an important project type that made use of ESPON results in practice. Stakeholders expressed their interest and ESPON provided a team of experts that carried through the analysis in close collaboration. Stakeholders then made use of the European perspective in results in policy considerations for their territorial context, in strategy development or other activities, that benefits development.
- Scientific Platform development was supported by an ESPON Database project and actions dealing with territorial indicators and monitoring as well as tools related to territorial analyses, typologies, modelling and updates of statistics.
- Capitalisation of ESPON results that includes media activities and different ESPON publications. Events such as ESPON Seminars and Workshops were regularly organised and a transnational effort in the capitalisation was ensured by a network of national ESPON Contact Points.
- Technical Assistance, Analytical Support and Communication ensured the sound management of the programme and the ability of processing scientific output towards the policy level.

ESPON uses an open competitive process in the selection of partners for projects. Calls are launched regularly.

THE ESPON 2020 PROGRAMME

Adopted by the European Commission on 12th February 2015, the ESPON 2020 Programme aims at promoting and fostering a European territorial dimension in development and cooperation by providing evidence, knowledge transfer and policy learning to public authorities and other policy actors at all levels.

Its **mission** is to continue the consolidation of a European Territorial Observatory Network and grow the provision and policy use of pan-European, comparable, systematic and reliable territorial evidence.

The **objective** of the ESPON 2020 Cooperation Programme is to support the reinforcement of the effectiveness of EU Cohesion Policy and other sectoral policies and programmes under European Structural Investment (ESI) funds as well as national and regional territorial development policies, through the production, dissemination and promotion of territorial evidence covering the entire territory of the 28 EU Members States, as well as 4 Partner States of Iceland, Liechtenstein, Norway and Switzerland.

Primary **target groups** are:

- European policymakers, in particular in the field of Cohesion Policy as well as other relevant sectoral and thematic policies and programmes, particularly those currently not fully articulating their territorial approach.
- National policymakers and practitioners responsible for territorial cohesion, ETC programmes, macro-regional strategies and Cohesion Policy preparation and implementation at national level, as well as other relevant policy fields.
- Authorities implementing ESI Funding programmes and preparing periodical reporting.
- Regional and local policymakers and practitioners responsible for territorial development and planning and/or involved in cross-border, transnational and macro-regional cooperation.

As secondary target groups, the following actors are important as receivers and users of territorial evidence:

- Organisations promoting different regional/urban interests at EU level.
- University academics, both researchers and students as future decision makers.
- The private sector and wider European audiences.

As the providers of the research capacity and scientific excellence for ESPON 2020, academics, scientists and researchers are important for ESPON 2020 outputs. Indirectly, the actions and corresponding activities of ESPON 2020 will therefore benefit the scientific community within Europe in the field of territorial research.

In order to fulfil the strategy, mission and objectives related to the ESPON 2020 Programme, two **Priority Axes** will govern the programme implementation:

- Priority Axis 1: Territorial Evidence, Transfer, Observation, Tools and Outreach
- Priority Axis 2: Technical Assistance (TA)

The organisation of the programme implementation along two Priority Axes is closely related to the establishment of a Single Beneficiary, the ESPON EGTC, for the implementation of Priority Axis 1 of the ESPON 2020 Programme.

Priority Axis 1 covers a single thematic objective of the ETC Regulation and will deliver in relation to the Investment Priority: Institutional capacity and an efficient public administration.

The five **specific objectives** (SO) that will guide the implementation of the ESPON 2020 Programme are:

- SO 1: Enhanced production of territorial evidence through applied research and analyses.
- SO 2: Upgraded knowledge transfer and use of analytical user support.
- SO 3: Improved territorial observation and tools for territorial analyses.
- SO 4: Wider outreach and uptake of territorial evidence.
- SO 5: Leaner, and more effective and efficient implementation provisions and more proficient programme assistance.

Budget: 48,678,851.00 €; EU contribution: 41,377,019.00 €

The Managing Authority is the Ministry of Sustainable Development and Infrastructure Department for Spatial Planning and Development (DATER) of Luxembourg, Division for European Affairs, 4, Place de l'Europe, L-2946 Luxembourg. Contacts: Tel: +352 247-86934; Thiemo.Eser@mat.etat.lu; <http://www.dat.public.lu>; Further information: European Commission, Press Release 13 February 2015 [Boost for better spending of EU Cohesion Policy investments](#).

NEW TECHNOLOGIES FOR SPATIAL PLANNING

New technologies offer growing opportunities to modernize and innovate in procedures, methodologies, etc., in many fields.

Regions can benefit from these initiatives oriented to support local and regional authorities for a better knowledge and management of the territory.

The following example is a good picture of these possibilities.

DeTeC - Detecting Territorial Potentials and Challenges

The thematic scope of DeTeC is based on the fact that regions in Europe are no longer isolated entities but are linked to a larger territorial context that opens up possibilities for

utilising new and underused territorial potential for the development of regions and cities. Understanding the position of one's region or city in the larger territorial context and searching for potentials and comparative advantages is a necessity in the accelerating globalisation and competition.

Awareness and openness for including a European dimension in strategy building and policymaking is therefore of major importance in developing new regional policy approaches. This project is expected to meet the demand for analytical methods and approaches and to support local and regional practitioners and policy makers looking for ways to detect territorial potential involving a European perspective and to turn challenges into potential.

This project provides practical guidance on how to utilise ESPON knowledge to detect territorial potential and turning challenges into potential deriving from their larger territorial context. It includes concrete cases of good practices in utilising territorial potential, based on benchmarking, comparison with similar regions/cities.

The target group for the project was practitioners and policy makers, first and foremost at regional and municipal level, which were provided with an overview and guidance in their day-to-day work. The general guidance on analytical approaches and methods are also relevant for practitioners and policy makers involved in development considerations in cross-border, national and transnational settings.

The Lead Partner was Nordregio, Nordic Center for Spatial Development, Sweden. The project's lifetime was from September 2012 to March 2014, and more information can be obtained contacting the Project Expert at the ESPON Coordination Unit: peter.billing@espon.eu

EURISY

EURISY is a non-profit association of space agencies and other related official departments (www.eurisy.org), which mandate is growing the access of society to the benefits of innovative services and information through satellite.

In the new EURISY website there is a data base of good practices in several sectors:

- environment, climate and health;
- energy and infrastructure;
- communication and digital society;
- tourism, culture and leisure;
- transports and logistics;
- smart cities;
- risk management and emergencies;
- agriculture, forests and fishing.

Next step is the introduction of electronic governance, also at a cross-border level. In this sense, several projects are exploring this important issue, amongst others the eSENS Project (Electronic Simple European Networked Services). Its main goal is the improvement the cross-border access of citizens and businesses to public services in Europe by provision of interoperable IT solutions.

BEST PRACTICES

CROSS-BORDER REGIONAL DEVELOPMENT PROSPECTS FOR EUREGIO RHEIN-MAAS-NORD (DE/NL)

Key facts: Assessment of cross-border regional development prospects for euregio rhein-maas-nord.

Region: euregio rhein-maas-nord (D/NL)

Project description: The euregio rhein-maas nord recognised the special importance of and need for cross-border regional planning and development because its position in the Single Market is changing from that of two peripheral areas on either side of a national frontier with neighbouring areas of economic importance (the nodal points: Eindhoven (NL) and Rhine/Ruhr (DE), to that of a location in the core of Europe. Since the previous instruments of regional planning had been far too territorially-oriented, a regional development strategy was prepared for the euregio rhein-maas nord area looking towards the 21st century. All the developments expected as a result of the dismantling of barriers were also examined.

Results: A workshop attended by many different organisations, cities and ministries and based on extensive socio-economic analyses took place in December 1993, followed by wide expert discussions. The results of this workshop were incorporated into the project. The results of this were included as regional development guidelines in the review and preparation of the Operational Programme INTERREG II of the euregio rhein-maas nord.

The main trends identified which needed to be addressed included an increased cross-border functional division of labour, rapid economic and technological structural changes, growing traffic volumes and worsening environmental conflicts.

Elements of "Good Practice": The projects involved built-in mechanisms to ensure the involvement of a wide variety of organisations, on a cross-border basis, in the process of exploring projects for the cross-border region.

The results of these consultations were incorporated into the development of a strategy and the Operational Programme for INTERREG II (1995-1999).

THE FORMULATION OF LARGE-SCALE, CROSS-BORDER REGIONAL PLANNING MODELS AND CROSS-BORDER SPATIAL DEVELOPMENT PLANNING PROGRAMMES

Good examples in the formulation of cross-border spatial development planning models are contained in:

- The **Lake Constance** model (AT/DE/CH), 1982, updated 1994/95 and further.
- The "first global structural draft of the BENELUX countries" of 1986, updated in 1994-1996 and issued in 1997 as the "Second global structural draft of the BENELUX countries". It covers cross-border planning of the **BENELUX** countries and an urban network, transport network and models for landscape, tourism and recreation areas. There is an updated programme, presented in February 2014.
- The "Model for regional planning programmes" in the **Saar/Lor/Lux** region, 1995. And further creation of the **Great Region**.
- The "Regional development models for the spatial development of the **German-Polish border**" (DE/PL), 1995.
- The Alpine Convention (AT/CH/D/IT), 1991.
- The Carpathian Convention,
- The "Cross-border regional planning model for the **North Rhine-Westphalia/Netherlands** border region - experts report" (DE/NL), 1994

The "Regional planning model for the North Rhine-Westphalia-Netherlands border area" was prepared in 1993 and 1994 for the German-Dutch Regional Planning Committee - UK South. It was completed in 1997. The regional planning model for the northern border region of UK-North in the German-Dutch border region was then drawn up in 1995-1997. The UK-South model includes:

- Information on the conceptual foundations of a "Cross-border regional planning model".
- The future prospects, opportunities, risks and tasks of regional development with respect to demographic development, urban landscapes, rural districts, transport flows and networks, industry and recreation/culture, as well as concluding recommendations for spatial development planning.
- A regional planning model for the border area containing the following subject areas:
 - o Model for "cross-border cooperation".
 - o - Model for "Regional structure, cities and municipalities".
 - o - Model for "Mobility and transport systems".
 - o - Model for "Landscaping, recreation areas and the environment".
- Euroregional action areas of regional planning from the standpoint of spatial development planning for the model's four "action areas".

CROSS-BORDER INVENTORY (SI/AT)

Key facts: Cross-border status report and analyses of strategically important aspects of development

Region: Slovenia, Austria

Project Description: During the preparation of the socio-economic assessment of the Slovenian/Austrian border region, undertaken for the Phare CBC multi-annual indicative programme (MIP), it became evident that the methodology and statistical sources for data collected on both sides of the border vary considerably. This project therefore involved the preparation of a cross-border inventory and a cross-border strategy in order to develop a robust basis for multi-annual planning of cross-border cooperation activities, the annual review of the MIP and for further physical, environmental or socio-economic planning purposes. Outputs were:

- Joint development concept;
- Cross-border inventory and information systems;
- Analysis of selected development issues of strategic importance.

Slovenian and Austrian consultants carried out the project which was funded under Phare CBC and INTERREG IIA respectively. A cross-border Steering Committee was established comprising, on the Austrian side, representatives of the Federal State Chancellery and the Länder (Styria, Carinthia), and on the Slovenian side, representatives of the Ministry of Economic Relations and Development and two representatives from the border region. The Steering Committee was involved in determining the methodology and directing the study. It also received interim and final results.

Results: The Slovenian part of the project was included in the 1995 Phare CBC programme, while a complementary programme was submitted in the framework of the Austrian INTERREG IIA programme. The project has recently begun and no findings are available as yet.

Elements of "Good Practice": The project provided the opportunity for exchange of know-how and experience at expert level as well as a basis for on-going planning of cross-border activities, not only within the framework of Phare CBC / INTERREG IIA but beyond. Indicated a commitment for cooperation between Slovenia and Austria at expert level and at the level of national and regional authorities, demonstrated by the establishment of a Steering Committee.

STUDY FOR ESTABLISHMENT OF CORSICAN-SARDINIAN INTERNATIONAL MARINE NATURE RESERVE (IT/ FR)

A marine nature reserve was established in the area of the *Bouches de Bonifacio*, between Corsica (FR) and Sardinia (IT). Two national parks already existed on either side of the border and they were incorporated into the new reserve. A feasibility study preceded the establishment of the reserve, receiving funding under INTERREG I.

A joint Steering Committee was established under the control of the chief executives of the environment offices of Corsica and Sardinia. It is supported by two technical committees, one French and one Italian. A director of the reserve project was appointed by the Corsican environment office.

The objectives of the study were the following:

- determination of the size of the new reserve;
- investigation into the legal requirements needed to give the reserve director power over external factors threatening the reserve, (e.g. the right to impose penalties on polluters, regulations which can be put in place to protect the public domain constituted by the reserve);
- studies into the number, purpose and frequency of visits to the area (tourists, yachts, passenger vessels);
- survey of the sub marine and terrestrial habitats;
- survey of historical and architectural sites;
- studies into the interaction of socio-economic activities in the area and the reserve itself.

The detailed study of the socio-economic situation in the area of the reserve was seen as vital since the reserve depended on successful interaction with these external factors to ensure its long-term existence as a unique ecosystem. Planning was needed to accommodate and regulate the demands of:

- the tourism industry;
- the passage of sea-traffic (tankers in particular pose a threat);
- industry in the immediate and the surrounding region whose emissions cause pollution.

The study received funding within the framework of the INTERREG I programme for Corsica and Sardinia due to the many ways in which the reserve affects and is affected by the cross-border economy.

REGIONAL PLANNING FOR SUSTAINABLE CROSS-BORDER DEVELOPMENT OF THE LIVING SPACE ON THE UPPER RHINE (CH/DE/FR)

Title: Regional planning orientation framework for the area covered by the Upper Rhine Conference mandate

Project description: The Upper Rhine region, which has extensive experience in cross-border cooperation going back to 1965, is rendered especially diverse by the regional characteristics of its German, French and Swiss sub-regions. Governmental cross-border cooperation has been institutionalised in the "Upper Rhine Conference" since 1975/1991. Under INTERREG IIA, the Upper Rhine Conference was relatively quickly to try and take stock of the regional planning situation and consider future development. The extensive inventory with its analysis, strengths-weaknesses analysis and development scenarios were used to create a "Regional planning orientation framework for the Upper Rhine region". This framework, clearly summarised and presented in a well-organised book with maps, tables, illustrations and bibliography, served as the basis for a broad public discussion by all actors in the Upper Rhine Region and provided a framework for the organisation of future living and business conditions, job creation, the quality of transport systems, shaping the environment and the nature of cooperation between the cities on the Upper Rhine.

The Upper Rhine Conference seeks to involve a broad public in the discussion of issues affecting the Upper Rhine region. All elected officials, all public, economic and social actors and all residents should actively participate in defining common priorities for the future living and working space on the Upper Rhine in the heart of Europe by submitting their comments and suggestions.

SPATIAL PLANNING MODEL (DE-NL)

Title: A spatial planning model by the Subcommittee South of the German-Dutch Regional Planning Committee (UK-South) for the North Rhine-Westphalia/Dutch border region (DE-NL)

Project Description: The "Spatial planning model" of the "German-Dutch Regional Planning Committee-UK South" is mainly the result of a cross-border regional planning study and comprises a special model for the future "cross-border cooperation" of UK South, as well as three thematic models for "spatial structure, cities, urban areas", "mobility and transport systems" and "landscape, open spaces and the environment". It also comprised regional models for four cross-border regional planning action areas.

Results: The "cross-border cooperation" model constituted an agreement between North-Rhine Westphalia and the Netherlands on how to organise future cooperation in spatial planning and regional planning. It also established cooperation by UK South with other cross-border bodies like the Euregios. For three thematic models, the government

committee reached agreement mainly on the application of basic principles such as "decentralised concentration of urban areas", "avoiding traffic" and "creating cross-border networks of landscape structures and open area functions".

Elements of "Good Practice": The governmental "regional planning model" confirmed the Euregios' outstanding role in cross-border cooperation and reflected the hope that these regional planning models would become part of the euroregions' development concepts. As a result, the basic ideas presented in the model could be suitable for implementation in regional policy projects in the euroregions.

A CROSS-BORDER DEVELOPMENT PERSPECTIVE FOR REGIONAL PLANNING (DE-NL)

Title: A cross-border development perspective for regional planning for the region of the Subcommittee North of the German-Dutch Regional Planning Committee (D/NL)

Project description: The area studied included the region between the northern part of the Netherlands and the German border area of Lower Saxony plus a sub-region (EUREGIO) of North Rhine-Westphalia. Three spatial planning initial situations and action approaches were developed for the border region and its sub-regions by studying the entire area and analysing its strengths and weaknesses. This procedure was used to develop a strategy for models and spatial perspectives and set out an action framework for strategically significant projects with the participation of both regional actors and the Ems-Dollart region.

Results: "Models for regional planning" were worked out for the three priority areas of rural regions and urban nodal points; mobility and transport systems; and the natural and cultural landscape. These models identified and illustrated the key elements of desirable future development in the northern German-Dutch border area. These perspectives had no direct legal binding force.

Elements of "Good Practice": Although the development perspective for regional planning might not be legally binding at the cross-border level, it should facilitate afterwards coordinated development measures on both sides of the border. For this reason an action framework was also established on a cross-border basis for strategically significant projects for both the border area as a whole and its sub-regions, and the development perspectives identified for the action areas.

EUREGIO CROSS-BORDER SPATIAL DEVELOPMENT PERSPECTIVE (DE/NL)

Title: EUREGIO cross-border spatial development perspective

Project description: The "EUREGIO cross-border spatial development perspective" was a planning concept for the entire EUREGIO region. It was the outcome of an interactive regional process of discussion involving all agencies representing public interests as well as with the social partners. The perspective pursued two goals of strategic development:

-
- to strengthen the area's socio-cultural and economic integration through the optimal identification of opportunities provided by the European single market and the region's innate potential, and
 - to develop the cross-border region into a functional entity with sustainable spatial development in which intra-regional interdependencies are supported and development goals and measures are defined jointly.

Results: The development process which EUREGIO strove for until 2015 was clarified using a strategic development model which projected the goals of development onto the EUREGIO and provided the priorities and potential for development. These result was an action concept for the priority areas: closer international and regional ties, the economic and supply structure and the natural and cultural landscape. The perspective formed an essential basis for the EUREGIO Interreg IIIA programme.

Elements of "Good Practice": The development model and action concept were used to draw up an action programme for developing the EUREGIO region together with regional actors and the social partners. It contained proposals for development projects to be carried out in the region in the short- and medium-term with the participation of municipalities, chambers, associations and other regional actors.

INTERREG III –PHARE CBC SPATIAL PERSPECTIVE FOR THE BAVARIAN-CZECH BORDER REGION (DE/CZ)

Project description: The involvement of academics and regional actors plus extensive participation by the region's social partners and a steering group resulted in the following being proposed in the spatial perspective:

- description of the area and its socio-economic development,
- an analysis of strengths and weaknesses,
- guidelines and development strategies for cross-border economic development, sustainable spatial and environmental development, infrastructure and human resources, and institutional development, and
- measures and project proposals, including with respect to the EU's eastward enlargement.

Results: The spatial perspective was jointly developed on the basis of regional cross-border development concepts. It comprised:

- an overall concept for providing for the border area's future on a sustainable basis; and
- specific projects to be carried out during the 2000-2006 support period.

Accordingly, the border area had a comprehensive concept for taking advantage of EU resources, which could be used as the basis for drawing up the "Joint Programme Document (JPD)" according to Phare CBC regulation and the Operational Programmes under the INTERREG IIIA guidelines.

Elements of "Good Practice": The guiding principle in formulating the spatial concept was, on the one hand, a cooperative partnership between the Free State of Bavaria and the Czech Republic, and on the other, the committed assistance of municipal policymakers, administrations, associations and citizens. This meant that the "bottom-up" approach required by the EU could be practised in an exemplary manner.

"VIADRINA 2000" PERSPECTIVE (DE-PL)

Title: "Viadrina 2000" development perspective and action plan

Region: Euroregión Pro Europa Viadrina (DE/PL)

Project description: The "Viadrina 2000" perspective was a refinement of the 1993 development and action perspective. It took into account the experience acquired prior to 1999, the increase in the number of euroregion members and new administrative structures on both sides of the Oder. The analysis of the socio-economic situation in the euroregion presented the area and population on 1st May 1999, and studied employment, joblessness, the economic structure and growth of industry and agriculture, and the infrastructure, and reports on the status of cross-border cooperation.

Results: One important result was the strengths-weaknesses analysis for the euroregion and the models for regional development derived from it in the areas of economic cooperation, infrastructure and the environment, municipal and regional development, the enhancement of regional identity and the promotion of the notion of Europe. The same models furnished the appropriate support priorities for 2000-2006, which also included the priority of spatial planning and urban, municipal and regional development. Corresponding action areas were cross-border regional planning, the development of professional regional marketing, the provision of training for employees and joint urban development.

Elements of "Good Practice": The "Viadrina 2000" perspective was drawn up on a joint and cross-border basis by the management, bodies and members of the euroregion. It was the result of an intensive dialogue and opinion-forming process in the euroregion and among other things took account of the views of spatial planning by the environmental authorities and social partners. It therefore served as the foundation for the INTERREG IIIA programme on the German side and the Phare CBC programme on the Polish side. Formulating the concepts in particular mobilised the euroregion's internal human potential, whilst also demonstrating its possibilities and limits.

GEOPORTAL - OTALEX-C (ES/PT)

Region: Extremadura (ES), Alentejo y Centro (PT)

OTALEX is financed by the European programme INTERREG III A, and its objective is to study and show the reality of a territory, which is composed of the Alentejo region in Portugal and

the Extremadura region in Spain, conventionally separated by an administrative frontier but joined by their physical, environmental, social and economic features. It is about rural spaces of low demographic density where natural and cultural resources together with environmental quality represent its basic attraction.

The IDE OTALEX is the result of the effort, commitment and collaboration between institutions from both frontier sides, with the three administrative levels involvement: State, Regional and Local. It shows how to make the Alentejo-Extremadura territory data homogeneous and standard, using maps visualization clients, place names and catalogue searches, always following the INSPIRE directives.

Portal: <http://www.ideotalex.eu/OtalexC/indexGeoportal.do>

THE ATLAS OF THE ISLAND OF IRELAND (IE/UK)

Gleeson, J. (Ed.) The Atlas of the Island of Ireland. Mapping Social and Economic Partners. All-Island Research Observatory (AIRO) in Maynooth (IE) and the International Centre for Local and Regional Development (ICLRD) in Armagh (UK), 2015

Includes information on population, economic status and labour force, industry of employment, education, transport, housing, nationality and ethnicity, religion, health and caring, and the All-Island HP Deprivation Index.

This Atlas was part-funded by the Interreg IV-A Programme managed by the Special EU Programmes Body

ADDED VALUE OF CROSS-BORDER COOPERATION⁶

Similar to the decision of a company to settle in a specific spot, cross-border cooperation does not only depend on economic aspects, but also on a business-friendly environment. Cross-border cooperation can only exploit its full potential and achieve the highest added value if the right framework conditions are present:

- peaceful living together at borders
- borders as meeting points and not as areas of separation
- a socio-cultural environment, which creates trust (comprehension and understanding of the neighbour and its language).

⁶ AEBR Document "The Added Value of Cross-Border Cooperation
http://www.aebr.eu/files/publications/151013_Added_Value_of_CBC_clean_final_version_JG_and_MGR_EN.pdf

The full added value of cross-border cooperation in Europe has only become visible in an environment created after more than half a century of peace, European integration and open borders.

EUROPEAN ADDED VALUE

European added value arises from the fact that in the light of past experience, people who are living together in neighbouring border regions want to cooperate and thereby make a valuable contribution to the promotion of peace, freedom, security and the observance of human rights.

POLITICAL ADDED VALUE

Political added value involves making a substantial contribution towards:

- the development of Europe and European integration;
- getting to know each other, getting on together, understanding each other and building trust;
- the implementation of subsidiarity and partnership;
- increased economic, social and territorial cohesion and cooperation;
- preparing the accession of new members;
- using EU funding to secure cross-border cooperation via multiannual programmes, and ensuring that the necessary national and regional co-financing is committed in the long term.

INSTITUTIONAL ADDED VALUE

Institutional added value entails:

- active involvement of citizens, authorities, political and social groups on both sides of the border;
- guaranteed knowledge about one's neighbour (regional authorities, social partners, etc.);
- long-term cross-border cooperation in structures that are capable of working efficiently:
 - as a vertically and horizontally functioning partnership, which is the base for every cross-border cooperation, despite having different structures and areas of responsibility;
 - as a legally accepted target of aid and a working partner, receiving and administering funds;
- joint drafting, implementation and financing of cross-border programmes and projects.

Experience gained throughout Europe shows that jointly developed programmes and projects can be most effectively implemented if the regional and local partners play a relevant role.

ECONOMIC ADDED VALUE

The economic added value becomes apparent in the respective regions, albeit in different ways, through:

- the mobilisation of endogenous potential by strengthening the regional and local levels as partners for and initiators of cross-border cooperation;
- the participation of economic and social players (for example, chambers of commerce, associations, companies, trade unions, cultural and social institutions, environmental organisations and tourism agencies);
- the opening up of the labour market and harmonisation of professional qualifications;
- additional development, e.g. in the fields of infrastructure, transport, tourism, communication, the environment, education, research and cooperation between small and medium-sized enterprises, and also the creation of more jobs in these areas;
- lasting improvements in the spatial development and regional policy;
- the improvement of cross-border infrastructure (not solely transport).

SOCIO-CULTURAL ADDED VALUE

Socio-cultural added value is reflected in:

- lasting, repeated dissemination of knowledge about the geographical, structural, economic, socio-cultural and historical situation of a cross-border region (including the media's help);
- the overview of a cross-border region provided in maps, publications, teaching material, and so on;
- the development of a circle of committed experts (multipliers), such as schools, youth and adult educational establishments, the conservation authorities, cultural associations, libraries, museums, churches, and so forth;
- equal opportunities and extensive knowledge of the language or dialects of the neighbouring country as a component of cross-border regional development and a prerequisite for communication.

In this way, socio-cultural cross-border cooperation becomes a constituent element of regional development. Only if socio-cultural cooperation takes place, a workable cross-border environment for business, trade and services can be established. 4

CONCLUSION

Cross-border cooperation was and is successful and creates added values (the concrete examples in the annex underline this). However, the potentials of cross-border cooperation are by far not fully used. One reason are the rather low resources. Cross-border cooperation is and remains a political task and a priority of the EU as the most important instrument for European integration and functioning cohesion.

ANNEX: CONCRETE CROSS-BORDER EXAMPLES MAKING ADDED VALUE EVIDENT

Following examples make the added value evident. They are selected in such a way that they cover the whole EU territory (similar actions take place also in other border areas):

- **Regional specific cross-border development concepts/strategies as a basic element for sustainable successful cooperation:** e.g. practically all border areas in Germany and the BENELUX, as well as in Austria with its neighbours, Italian/French border, sea protection areas Corsica/Sardinia (Strait of Boniface), Finland/Sweden (Gulf of Bothnia), territorial observatory Alentejo/Extremadura/Centro (ES-PT), Atlas of the Island of Ireland (IE/UK);
- Creation of the necessary **cross-border infrastructure (also maritime) as inevitable physical precondition for cross-border cooperation** with regard to creating growth and jobs: e.g. Spain/France, Spain/Portugal, Alpine area, *Kungspilen* in Sweden/Norway, new ferry Kvarken-Mitscandia (FI/SE), Euroregion Elbe/Labe (DE/CZ), border crossings at the new internal borders Germany/Poland, Bulgaria/Romania, Hungary/Slovakia, and the external borders like Poland/Ukraine and the Balkans;
- Further promotion of **cross-border growth and economic development** in addition to the developments at national levels: cross-border area Ireland/Northern Ireland; Germany/Belgium/Netherlands with new jobs; Spanish/Portuguese border; Vienna/Bratislava (AT/SK); Irish-Welsh Network for Social Entrepreneurship (WINSENT);
- New **cross-border business relationships** between producers and suppliers (important role of the Chambers of Commerce): e.g. network of Chambers in Northern Greece/Bulgaria; Czech Republic/Saxony (DE); in other borders of Germany, particularly with Denmark, or France along the Upper Rhine; the cross-border Chamber of Commerce of Gipuzkoa (ES) /Bayonne (FR) (*Bihartean*), Hungary/Burgenland (HU/AT); agro-food industry (Benelux, DE/DK, IE/UK), *Öresund* (DK/SE); common branding (Alpine area, Carpathians, Pyrenees); aquaculture (IT/FR, Lake Constance CH/AT/DE);
- New **cooperation and sales opportunities for small and medium-sized enterprises.** These companies typically operate within a radius of some 200 km from their location, which usually covers the geographic area of the neighbouring border region: e.g. Northern Greece/FYROM - entrepreneurship centre for the Balkans and the Black Sea; the Arctic Investors Network at the Finish/Norwegian/Swedish border; forum of entrepreneurs at the Spanish/Portuguese border; InterComm (IE/UK); T-Cheesimal (IT/MT);

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- **Promote entrepreneurial skills and the creation of start-ups especially for young people:** e.g.: Latvia/Lithuania/Belarus, Bulgaria/Serbia, Sweden/Norway, Ireland/Northern Ireland, Spain/Portugal, Morocco/Gibraltar.
 - **A more efficient use (critical mass) of public funds by using greater catchment area for business activities and services** on both sides of the border (in many cases, businesses and services, such as research facilities and universities, waste management plants, recycling and infrastructure facilities, would not yield a profit or not even be available at all in border regions if there is no cross-border cooperation): e.g. joint sewage plants on the Polish/German border; joint libraries in the Upper Rhine region, Saar/Lor/Lux area and on the Danish/German border; joint projects in the health sector in many cross-border areas (e.g. emergencies, obstetrics, primary care) with a milestone at the *Cerdanya* Cross-Border Hospital in Puigcerdá (ES/FR), Telemedicine in Pomerania (PL/DE) and Finland/Russia; Regional Energy Planning in Western Macedonia-Epirus (GR)/Albania; Bio Base Europe in Euregio Scheldemond (NL/BE) and other renewable energies projects;
 - **Joint research and innovation** (critical mass) generating additional synergies: e.g. cooperation in the field of technology in Extremadura/Alentejo; Technology and Business Park on the Austrian/Czech and Austrian/Hungarian border; Mechatronics project and Centre for Microscope and Spectroscope Analyses in EUREGIO (DE/NL); in Öresund (DK/SE), in the Danish/German border area, in South Tyrol (IT)/Tyrol (AT), the Iberian Nanotechnology Laboratory in Braga (Portugal/Spain);
 - Establishment of a **cross-border labour market** which offers new and additional employment opportunities, also for women, and collectives under risk (e.g.: minorities, handicapped and long term unemployed people): France/Switzerland with adjustment payments for commuters that work in Switzerland; German/French border area along the Upper Rhine; Öresund with its specific labour market strategy; Hedmark/Värmland (NO/SE); Eurocity Torneo (SE)/Haparanda (FI); Slovenia/Steiermark (AT); Galicia/Norte (ES/PT); cross-border EURES projects in several cross-border areas like Galicia/Norte, Bavaria (DE) /Czech Republic,
 - Additional synergies and spin-off effects thanks to the **cooperation of universities, colleges of higher education and other educational institutions:** cooperation of universities Strasbourg/Basel/Freiburg/Karlsruhe in the Upper Rhine or in Lorraine/Saarland as well as between universities in Friuli Venezia Giulia/Slovenia/Austria; *Collegium Polonicum* between Poznan-Slubice (PL)/Frankfurt (Oder) (DE);
 - **Bilingual cross-border professional training:** German/Polish, Dutch/German and French/German border areas, Pyrenees; hotel management, especially addressed to rural areas (DE/CZ, ES/PT, IE/UK); farming and livestock (ES/PT); crafts and design (DE/DK, SE/NO);
 - Sustainable **cross-border environmental management and environmental protection** in Extremadura/Castilla y León/Centro (ES/PT); the Pyrenees; Bavaria/Upper-Austria/ Czech Republic; Poland/ Ukraine/ Belarus; the Baltic States/ Russia/ Belarus; Belgium/ the Netherlands/ Germany; North Karelia (FI)/Republic of Karelia (RU); international rivers Duero and Tagus (ES/PT); Ore Mountains (CZ/DE); Peipsi Lake (EE/RU), cross-border water management and supply in the River Mur (AT/SI), Krompach (CZ/DE); waste management at city of Dorst (DE/FR/LU), and other areas along the Rhine and the Moselle, cooperation of fire brigades in ES/PT, Euroregion
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Spree-Neiße-Bober (DE/PL), environmental training between NPC (FR)/Canterbury (UK); Stanca Costesti (RO/MD);

- Establishment and improvement of **cross-border public transport links** (buses, railways, trams) for the benefit of citizens, commuters and tourists: e.g. Austrian/German border close to Salzburg, in the Euregio Egrensis (CZ/DE) and Euroregion Neisse-Nisa-Nysa (DE/CZ/PL) with a cross-border public transport system including throughout tariffs; bus Frankfurt (Oder) / Slubice (DE/PL); multimodal transport terminal with a trade centre in Frankfurt (Oder) (DE/PL); research centre for logistics in Euregio Rhine-Meuse-North (DE/NL); tram Strasbourg/Kehl (FR/DE); public transport across the Öresund Bridge (DK/SE);
- **Cross-border tourism concepts and projects**: Lake of Constance (DE/AT/CH); Euroregions along the Czech/German border; joint touristic service centre Poland/Lithuania; Galicia/Norte with a touristic map for Spanish/Portuguese area; Tatry (Poland/Slovakia) in the Carpathian Mountains; joint touristic marketing and promotion activities in Ireland/Northern Ireland and in the Working Community of the Pyrenees (Andorra/France/Spain); joint touristic strategies for Kent/Nord-Pas-de-Calais (UK/FR), Via Julia Augusta (AT/IT); Egnatia (GR/AL); Border Castles (ES/PT); Gothic Castles (PL/LT/RU); Baltic Fortresses (Baltic Sea Region); Cross-Country Skiing (CZ/PL); Augustów Canal and Neman River (BY/PL); Livonian Pearls (EE/LV); Route of POW camps (DE/PL); the witch trail (CZ/PL); Cross-Border Air Tourism (LT/PL); Cross-Border Wine Routes (HU/HR); Friuli Venezia Giulia/Slovenia (IT/SLO);
- **Cross border culture and media** provide in-depth knowledge of the daily-life and culture of the neighbours and facilitate the generation of trust: Many cultural activities in Central Europe, Scandinavia, Southern Europe, the Alps, the Pyrenees, the Black Sea area, the Carpathians often very much connected with tourism promotion. Furthermore, there are networks of professionals and creative industries (Musicians in ES/PT, Museums in AT/SI, Fine Arts in Meuse-Rhine); joint festivals (Saxony-Bohemia, PL/SK, BY/LT); summer camps for young people (DE/PL, GR/AL); training for creative industries (Great Region) and so forth;
 - o Media: early cross-border radio projects (ES/PT, Radio Sami in NO/FI/SE, Radio Pomerania in DE/PL), TV (DE/DK, Cross-border Citizenship in BE/FR), cross-border newspapers in several European areas;
- **Cross-border cooperation as a model for “new governance”** (everywhere in Europe through EGTC’s, Euroregions and similar structures, which practice subsidiarity and partnership in a daily basis and networks, despite different structures, competencies and laws on both sides of the border (asymmetries); electronic government tools in the Eurocity Valença-Tui (ES/PT), Haparanda/Torneo (SE/NO), eSENS - cross-border e-government in Central Europe, led by North Rhine-Westfalia.

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