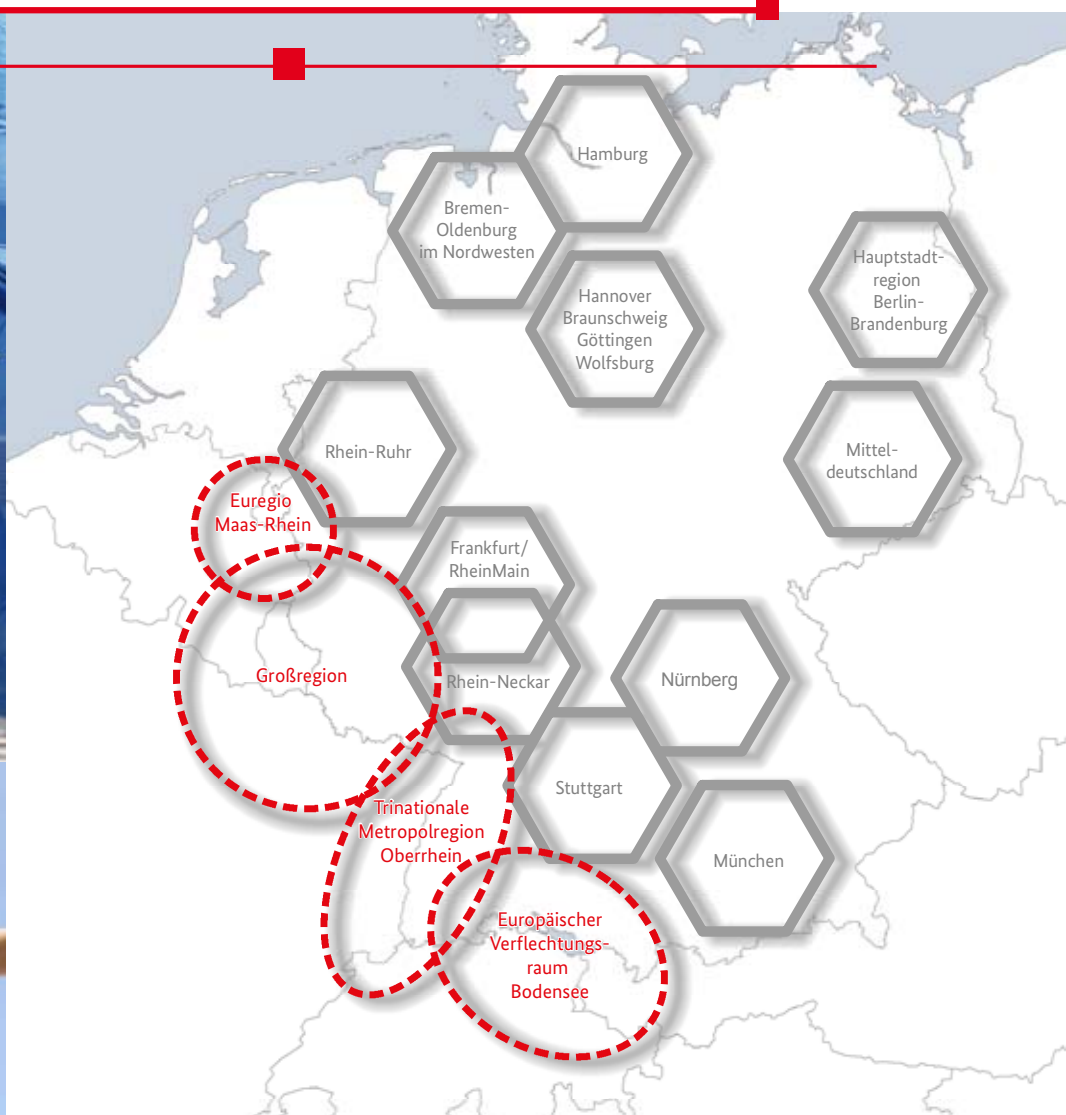**Initiativkreis Metropolitane Grenzregionen**

# Initiative Group of German Regions in Cross-Border Functional Regions

Final Report of the Demonstration Project of Spatial Planning (MORO)

Hamburg

Bremen-
Oldenburg
im Nordwesten

Hannover
Braunschweig
Göttingen
Wolfsburg

Hauptstadt-
region
Berlin-
Brandenburg

Rhein-Ruhr

Euregio
Maas-Rhein

Mittel-
deutschland

Frankfurt/
RheinMain

Großregion

Rhein-Neckar

Nürnberg

Trinationale
Metropolregion
Oberrhein

Stuttgart

München

Europäischer
Verflechtungs-
raum
Bodensee

www.metropolitane-grenzregionen.eu

# ■ FOREWORD

The Concepts and Strategies for Spatial Development in Germany adopted by the Standing Conference of Ministers responsible for Spatial Planning and the federal states in 2006 have, inter alia, stimulate provided impetus for economic growth. The strategic approaches for growth and innovation focus on metropolitan regions, regional growth centres and cross-border metropolitan spheres of influence such as the Euregio Meuse-Rhine, the Greater Region, the Upper Rhine Trinational Metropolitan Region and the Lake Constance Region. These regions share essential things: In a Europe-wide comparison they are characterised by their international appeal and market potentials and exhibit the most intense cross-border interrelationships in Europe.

The promotion of partnerships in large functional regions helps to make greater use of the individual capabilities and better harness the diversity of each city and region in order to strengthen economic and social cohesion. An extended understanding for planning is one of the pillars on which this approach rests. "Supraregional partnerships" form a framework in which local authorities, cities, urban-rural regions and peripheral regions can cooperate across levels and where joint efforts of policymakers, administration, science, industry and civil society are promoted. Besides the metropolitan regions in Germany, cross-border metropolitan functional regions of influence assume a special responsibility. Political-administrative borders are increasingly overcome also in cross-border areas of living and trade where functional spaces evolve which face new, specific challenges. Finally, territorial cohesion plays a significant role for and in the European Union. This is demonstrated by the fact that territorial cohesion is laid down in the Treaty of Lisbon as a major element of the respective EU policy.

For this reason, and in addition to the national pilot projects of urban-rural partnerships, since 2008 the Federal Ministry of Transport, Building and Urban Development has been supporting the Regio Aachen, the Regionalverbände (regional associations) Mittlerer Oberrhein, Südlicher Oberrhein, Hochrhein-Bodensee and Bodensee-Oberschwaben as well as the Saarland to establish a partnership of cross-border metropolitan regions. In 2011, an institutional setting named Cross-Border Metropolitan Regions Initiative (IMeG) was created for this partnership. This report documents precisely the developments and leaves no doubt that cross-border metropolitan regions support a spatial development policy which is geared towards growth and innovation. The entire project helps to better establish cross-border metropolitan regions as a means of national and European policies. It is not just the founding regions that are given fresh impetuses through close cooperation to make a major contribution to the territorial cohesion of Europe. Other cross-border metropolitan regions could learn from exchange with the IMeG too.

The present report clearly shows that the Initiative has laid the foundations in a number of different areas. It gives a solid basis for further work. Now it aims to increase its internal visibility, but it must also increase their efforts regarding external partners and, as the case may be, win additional partner regions beyond the border. Another common challenge will be to develop a planning culture and create routines which also allow dealing with issues that might be controversial but are of fundamental importance to the further development of the cross-border metropolitan regions. Cross-border cooperation which is merely project-based often tends to avoid regional development conflicts. The new structural funding period of the EU starting in 2014 or the realignment of the trans-European transport network, for example, provide opportunities launches together new projects.

As part of the current discussion on the further development of spatial development concepts and strategies spatial planning at the federal level supports the inclusion of cross-border metropolitan regions in the concept of "European Metropolitan Regions in Germany".

I am convinced that the work of this Initiative will be brought to life by the commitment of those involved, and I hope that its achievements will last. There is no doubt that the present report of the Cross-Border Metropolitan Regions Initiative is an exhaustive source of information for the interested reader.

Jens-Uwe Staats
Federal Ministry of Transport,
Building and Urban Development

# Contents

# THE MORO "INITIATIVE GROUP OF GERMAN REGIONS IN CROSS-BORDER FUNCTIONAL REGIONS"

## ▪ Chapter 1 summary

The step taken with the initiation of the Demonstration Project of Spatial Planning for cross-border functional regions (MORO güV) and, above all, with the establishment of the Cross-Border Metropolitan Regions Initiative (IMeG) was essential for the discourse regarding cross-border metropolitan regions (CBMRs) in Germany. An important basis for the later work of the IMeG had already been created in the first MORO phase. This basis strengthened the network, provided orientation for the network's strategic direction, and served positioning on the national and European level. Today – five years after MORO güV was launched and two years after the IMeG's founding in Berlin – the Federal Government assesses the path taken with the two Demonstration Projects as a success (Erdmenger 2012). This view is shared by the project partners as the Demonstration Project has generally created a good and systematic basis on which the cross-border metropolitan regions can continue to build in the future as well (Hüser 2012).

# 1.1
## FROM CROSS-BORDER FUNCTIONAL REGIONS TO CROSS-BORDER METROPOLITAN REGIONS

The discussion between the Federal Government and the Länder regarding the Concepts and Strategies for Spatial Development in Germany (BBR/BMVBS 2006: 8) adopted by the Standing Conference of Ministers responsible for Spatial Planning (MKRO) in 2006 provided the decisive impulse for the Demonstration Project of Spatial Planning for cross-border functional regions: The economical strong cross-border regions did not feel that their role in future spatial-structural development in Germany had been adequately taken into account. This particularly applied to the concept of European metropolitan regions, which represent a central premise of the "growth and innovation" concept due to their "motor function" for growth and innovation, as well as for societal and social developments. The need to also extend this concept to cross-border functional regions, such as the Upper Rhine region or the German-Belgian-Dutch border region, was therefore apparent (BBR/BMVBS 2006: 44; cf. also Sinz 2007).

In 2001, the German interior metropolitan regions joined to form the "Metropolitan Regions Initiative" (Initiativkreis Europäische Metropolregionen in Deutschland, IKM). While the IKM pushed the discussion regarding the role and position of metropolitan regions in Germany, some neighbouring countries elaborated initiatives extending beyond national borders at an early stage. For example, cross-border functional regions were included in the discourse for restructuring spatial-political systems in France and Switzerland – although the approaches remained limited to the more narrow area of cross-border agglomerations (see also Hartz/Damm/Köhler 2010: 503ff).

An important contribution was made by the ESPON[1]-project "Metroborder", which dealt with Cross-Border Polycentric Metropolitan Regions (CBPMRs) and their potentials for cohesion in the EU (ESPON/University of Luxembourg 2010). The starting point was the finding that cross-border regions can contribute to a flourishing Europe and to implementation of the EU's Europe 2020 strategy, but that a national focus hampers this (ESPON/University of Luxembourg 2010: 5). In two case studies, the Greater Region and Upper Rhine, it could be shown that these regions "are an important, newly emerging element in European spatial planning and harbour great development potential" (ESPON/University of Luxembourg 2010: 15).

These initiatives opened the metropolitan perspective for cross-border regions and, not least, were thereby supporters for the Demonstration Project of Spatial Planning for cross-border functional regions – abbreviated MORO güV[2]. MORO güV was launched in 2008 by the Federal Ministry of Transport, Building and Urban Development (BMVBS) and the Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR) in cooperation with Regio Aachen (now Zweckverband Region Aachen), the Regionalverbände (regional associations) Mittlerer Oberrhein, Südlicher Oberrhein, Hochrhein-Bodensee and Bodensee-Oberschwaben, as well as the federal state of Saarland as the leading partner. The regional partners represent institutions within Euregio Meuse-Rhine, the Greater Region[3], the Trinational Metropolitan Region Upper Rhine and the Lake Constance region. In February 2011, the MORO partnership presented its final report (BMVBS 2011).

---

1   ESPON = European Spatial Planning Observation Network

2   Within the MORO "Supraregional partnerships in cross-border functional regions" (MORO güV) the IMeG-partnership has been launched between 2008 and 2011. Between 2011 to 2013 the partnership has been supported by the MORO "Initiative Group of German Regions in Cross-Border Functional Regions"

3   The abbreviation "Greater Region" denotes the Greater Region of Saarland – Lorraine – Luxembourg – Rheinland-Pfalz – Région Wallonne – Communauté Française de Belgique and the Deutschsprachige Gemeinschaft Belgiens

Fig. 1: The metropolitan regions in Germany and the regions of MORO for cross-border functional regions
(cartography: agl based on BBSR geodata and the website IKM)

MORO set itself the aim of shifting the economical strong cross-border regions into the focus of spatial development in Germany. A further objective was and is to create awareness of the specific frame conditions of spatial development in cross-border metropolitan regions. Although the cross-border cooperation of the MORO partner can now look back on a decade-long tradition and is also a part of daily business on the borders to the former "Eastern Bloc" since the fall of the iron curtain, national borders continue to create barriers today. The focus on national governance, differing planning and administrative cultures, duplicate functional and infrastructural structures, language barriers and, not least, stereotypes in perception of neighbours that persist today hamper cooperation and harmonised territorial development in the cross-border regions (BMVBS 2011: 9f). These barriers are specific to cross-border regions and simultaneously underscore the need for cross-border cooperation. Not least, it's the differences between the sides of the border that foster close (commuter) interrelations, growing cross-border mobility, and intensive business relationships.

# ■ 1.2
# THE "CROSS-BORDER METROPOLITAN REGIONS" INITIATIVE (IMEG)

From the beginning, the MORO partnership pursued the aim of joining forces in a network in order to better represent the interests of cross-border metropolitan regions.

The founding of the IMeG in Berlin on the 17th of March in 2011 was the result of an intensive, two-year work phase in the Demonstration Project for cross-border functional regions. To establish the work of the IMeG regions for cross-border metropolitan regions, the two-year initial phase was assisted by the Federal Spatial Planning as part of the MORO "Initiative Group of German Regions in Cross-Border Functional Regions", abbreviated MORO IMeG.

## Members and organisational structure

The project partners who have previously collaborated in MORO güV are simultaneously the current members of the IMeG. Through the accession of the Euregio Meuse-Rhine in summer 2013 the IMeG involves for the first time a cross-border metropolitan region with its sub-regions beyond the German border. The federal state Rhineland-Palatinate joined the partnership as an associated member. The IMeG is open to further members; this applies to the sub-regions of the IMeG regions in the neighbouring countries and, however, also to further cross-border regions, provided their spatial and functional structures correspond with the self-conception and objectives of the IMeG.

## Self-conception

The IMeG does not regard itself as competition for the established cooperation structures in cross-border regions but rather aims to support existing structures in order to drive territorial cooperation and cross-border metropolitan spatial development forward. As the members are essentially institutions responsible for spatial planning and development – comparable to IKM – spatial planning policy and regional development foreground the joint work. The territorial perspective is therefore decisive for the self-conception of the network.

## Objectives

1. The partnership sees the necessity to combine strategy development based on functional integration and metropolisation with concrete projects – to this end, cooperation structures and regional governance are to be further developed.

One advantage is that important phases of "region building" in the IMeG regions have already been completed. Now, the regionalisation processes need to be made more effective; to this end, existing barriers that are specific to cross-border regions must be actively

dismantled and a shared perspective of the cross-border regions developed. It is a matter of further developing regional governance for strategy development and project work that prioritises territorial integration and metropolisation.

2. The partnership promotes better use and synchronisation of European and national funding policies. This means: more coordination between neighbouring states in cross-border regional development!

The former INTERREG programme or today's mainstream programme Objective 3 – "European Territorial Cooperation" (ETC) – serves to test and develop cooperation under difficult frame conditions. In the future, however, this will not suffice for providing impulses for economic and spatial planning policy, for tackling infrastructural challenges in cross-border regions, taking up conflict-laden topics, or overcoming differences in systems. The IMeG therefore wants to promote extending funding strategies at national level to cross-border regions, setting up adequate funding programmes, and synchronising programmes.

3. The partnership wants to establish a learning network and further develop the self-conception of the cross-border metropolitan regions as development motors.

The partners support cross-border metropolitan regions and continuously further develop strategies for promoting this spatial category – to benefit a learning network. Building on the results of the MORO process started in 2008 – the IMeG wishes to strengthen the self-conception of the cross-border metropolitan regions, to profile these regions, and to take a shared position. Particularly this last point is indispensable for becoming jointly active with regard to German spatial development policy and also larger networks at the European level, and to effectively represent the interests of the cross-border metropolitan regions.

4. The partnership promotes anchoring the cross-border metropolitan regions as "motor" areas in spatial planning concepts and developing a coordinated policy of the federal and Länder governments for these cross-border regions.

First successes have been shown here: The IMeG and its members accompanied the debate regarding an updating of the Concepts for Spatial Development in Germany.

Based on the work of IMeG, the cross-border metropolitan regions have been included in the new federal Spatial Planning Report (BBSR 2012). In addition, they are to be included for the first time in the concept map (see Fig. 2).

5. The partnership wants to position the cross-border metropolitan regions within the European spatial development discourse.

Furthermore, IMeG promotes closer interlinkage of the further development of national concepts with European strategies and discussions regarding structural development. This includes, for example, continuing the Territorial Agenda of the European Union 2020 (TAEU 2020), the structural fund debate 2013+, the ESPON programme, or the Europe 2020 strategy. To realise the objectives tied to the strategy "we need integrated answers that are differentiated based on the territory and that are institutionally consented", also beyond administrative borders existing within and between Member States (Streitenberger 2012).

6. The partnership aims to better network the initiative group in Europe.

The IMeG wants to acquire further partners for successful positioning of and cooperation between cross-border metropolitan regions in Europe. At the same time, exchange of experience is strived for with European networks, such as the Association for European Border Regions (AEBR) or the Mission Opérationelle Transfrontalière (MOT), along with further cross-border metropolitan regions in Europe.

**Tasks and work process**

Since its founding, the IMeG partners have conceptually and strategically expanded their joint work. Particularly in the initial phase, priority was placed on intensifying a shared self-conception with regard to the role of cross-border metropolitan regions in Europe (see chap. 2). The strategic and operative spheres of action previously identified in MORO güV for promoting the metropolitan orientation in cross-border regions (BMVBS 2011: 76) served as a work basis for IMeG in seeking regional flagship projects that support and illustrate the concept of cross-border metropolitan regions (see chap. 4 and 5). Cross-regional flagship projects for cross-border geographic information systems (GIS) and cooperation processes also decisively contributed here (see chap. 6 and 7). The IMeG has thereby fulfilled the task set by
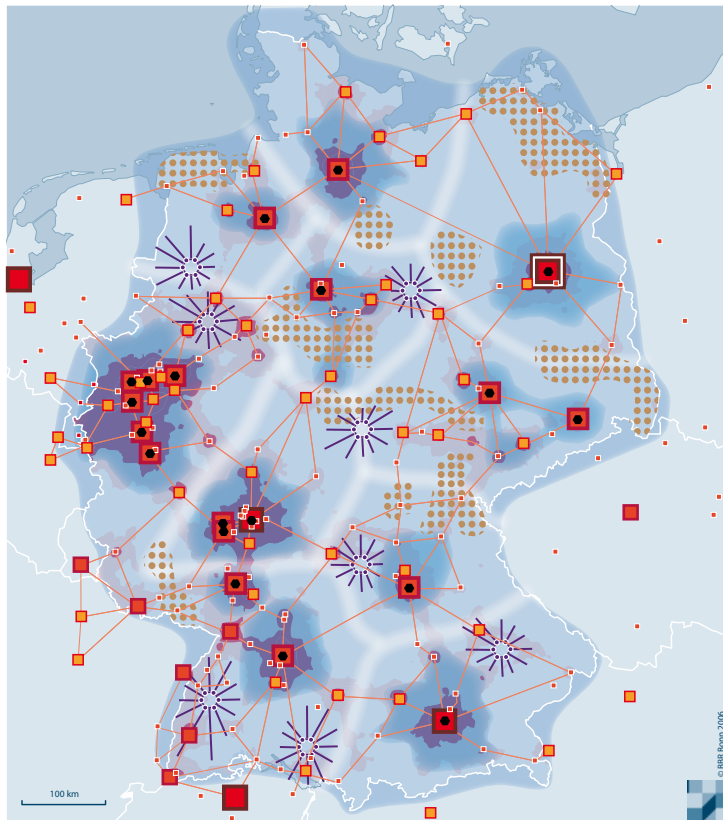
**Metropolitan Region**

Cores of the Capital Region and of existing European Metropolitan Regions

Other cities with Metropolitan Functions

Metropolitan Region

Areas of influence including rural areas

Transition region between Metropolitan Regions
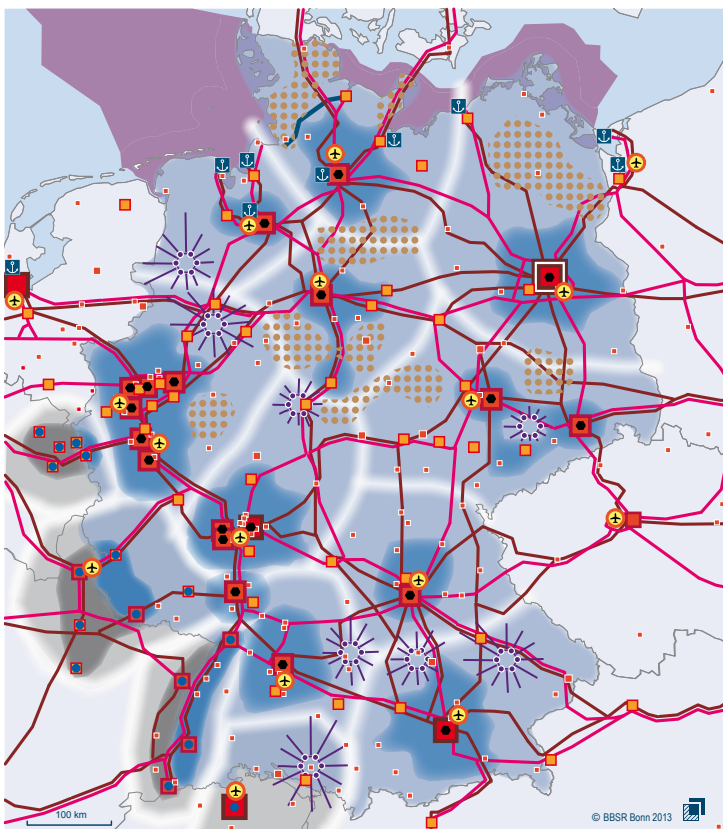
**Growth regions outside Metropolitan Regions**

**Stabilisation areas**

**Spatial structure**

Central area of high density

Dense intermediate area

The map is illustrating the concept. However, the signature do not stand for determined planning.

**Metropolitan Regions**

Cores of the Capital Region and of existing European Metropolitan Regions

Further Locations of metropolitan functions

Immediate metropolitan spheres of influence

Larger metropolitan spheres of influence including rural areas

Transition regions between metropolitan spheres of influence

Cores of the metropolitan border regions (IMeG)

Immediate metropolitan spheres of influence in the metropolitan border regions (IMeG)

Metropolitan border regions (IMeG)

**Rural und urbanized areas of economic growth**

**Areas with special structural need for action**

**Transport infrastructures**
(Source: Results as agreed in the trialogue of 29 May 2013)

Road - Core network

Rail - Core network

International airport - Core network

Maritime port - Core network

The Kiel Canal

Maritim planning area

The map is illustrating the concept. However, the signatures do not stand for determined planning.

Fig. 2: The concept map from 2006 (above; BBSR/BMVBS 2006: 40)
and draft of the updated concept map 2013 (below; BBSR, status: 20.08.2013)

The "Cross-Border Metropolitan Regions" Initiative
// Positioning

The "Positioning" document can be downloaded as German, English and French version on www.metropolitane-grenzregionen.eu

the Federal Government to perform own conceptual preliminary work and to integrate this in the discourse process relating to spatial planning policy.

The IMeG made an early effort to communicate with the national sub-regions of the neighbour countries and also with other cross-border functional regions, such as EUREGIO/MONT-Region, the Cross-Border Metropolitan Region Szczecin and EuRegio Salzburg – Berchtesgadener Land – Traunstein, regarding possible cooperation. Potential partners are all cross-border regions that integrate intensive cross-border functional interrelations and metropolitan (sub-) functions in one polycentric spatial structure and which present established cross-border institutions, or cross-border regions that are recognisably on the path to this. The question was soon raised as to whether there are further cross-border metropolitan functional regions, which could be identified among Germany's cross-border regions, and whose German sub-regions could strengthen the initiative as partners. In an extensive process, the partnership considered these regions, sought exchange, and carried out meetings with authorities in the locations in order to gain an impression of the respective region and its cross-border structures.

In addition, intensive exchange with networks throughout Germany and Europe (IKM, MOT, AEBR) was initiated. The European Conference "Metropolitan Border Regions in Europe", which took place on the 19th and 20th of November in 2012 in Luxembourg, particularly contributed to networking at the European level (see chap. 8).

### Positioning

To present the objectives and priorities of the IMeG to the interested (expert) public, the partnership published a "Positioning" document in November 2012. Important messages expressed therein include that Cross-Border Polycentric Metropolitan Regions (CBPMRs) support, above all, the objectives of TAEU 2020: They contribute to territorial cohesion and cooperation in Europe. As motors for growth, they

push economic, societal and social development in the European cross-border regions. That's why cross-border initiatives are important for Europe!

With the "Luxembourg Theses" presented during the conference, the IMeG referred to the Strasbourg Declaration of the Standing Conference of Ministers responsible for Spatial Planning (MKRO) dated 23 February 2007, the EU Europe 2020 strategy, and TAEU 2020. The "Luxembourg Theses" were intended to initiate a more foregrounded positioning of cross-border polycentric spatial development in the EU as well as the networking of urban regions and cities in national spatial planning policies and European cohesion policy (see chap. 8).

# CROSS-BORDER METROPOLI-TAN REGIONS IN EUROPE

## ■ Chapter 2 summary

Cross-border metropolitan regions are characterised by specific, constitutive attributes:
1. intensive cross-border functional interrelations and commonalities,
2. existing institutional agreements for large-scale cross-border cooperation,
3. large-scale character and a polycentric spatial structure, as well as
4. metropolitan functions and potentials for growth and innovation.

The IMeG regions and further European CBMRs, such as the Eurometropolis Lille-Kortrijk-Tournai or Grand Genève lie in the European pentagon – the strongest EU region in terms of economy and population (BBSR 2010: 73f). But there are also dynamic and strong cross-border regions outside of the pentagon: These include, in particular, the Öresund Region or centrope.

CBMRs play an important role not only for national spatial development but also for European cohesion: CBMRs are a "Europe in miniature" in which EU directives and guidelines manifest their direct effects, and are simultaneously "laboratories of European integration". Cross-border metropolitan regions contribute to the implementation of the EU 2020 strategy and boost Europe's global competitiveness. With regard to European regional development, they promote territorial balance and a polycentric Europe (Mehlbye 2012). Cross-border territorial cooperation is a central element of European cohesion policy. Opportunity lies in viewing borders as a resource!

# 2.1
# CROSS-BORDER METROPOLITAN REGIONS AS A NEW SPATIAL CATEGORY

At the start of the MORO for cross-border functional regions, focus was placed on finding an approach and, finally, a reliable definition for cross-border metropolitan regions as a (new) spatial category in the European context. Several workshops and expert reports (TU Dresden 2009/2010a,b) on the topic, as well as the BBSR study "Metropolitan Regions in Europe" (BBSR 2010) provided the basis for this. As a result, the partners agreed on constitutive characteristics that summarise the attributes of cross-border metropolitan regions and the self-conception of the partnership (BMVBS 2011: 40ff):

1. Cross-border metropolitan regions are characterised by intensive cross-border functional interrelations and commonalities.

2. The cross-border cooperation is based on existing institutional agreements.

3. The regionalisation is characterised by a large-scale character and a polycentric spatial structure.

4. The cross-border metropolitan regions integrate metropolitan functions and have special potentials for growth and innovation.

These indicators not only characterise the IMeG regions but also other CBMRs in Europe, such as the Öresund Region, the Eurometropolis Lille-Kortrijk-Tournai, Grand Genève or centrope. These are "strong" cross-border regions with high potential for coherent spatial development in Europe.

**1. Intensive cross-border functional interrelations and commonalities**

A look at the map of IMeG regions shows that their core areas comprise cross-border agglomerations or urban networks with intensive functional and spatial interrelations. The interrelations are particularly reflected in the area of business clusters, job markets and educational offers, retail or health services, transport networks, or

also cultural and leisure-activity offers. The intensity and scope of cross-border interrelations are important indicators of functional integration in cross-border regions. However, due to difficult data availability, the high amount of effort tied to collecting the data, and lacking comparability of the datasets, a concrete analysis of functional integration is no easy task.

One indicator that is a good reflection of intensive relationships on the employment market and close cooperation interrelations in cross-border metropolitan regions is commuter interrelations. Although only a total of 7% of the EU population is mobile across borders, 80% of this mobility takes place in cross-border regions (Euro-Institut 2010: 20). The number of cross-border commuters in the Greater Region, for example, presents the highest figures in Europe (ESPON/University of Luxembourg 2010: 47). In 2011, approximately 211,000 people commuted to their jobs here. With about 155,000 people (approx. 3/4 of all border-crossing commuters), Luxembourg presented the highest number of commuters (see Fig. 3). Half of the commuters in Luxembourg reside in France; one-fourth comes from Belgium and Germany, respectively (Interregionale Arbeitsmarktbeobachtungsstelle 2012: 84). The phenomenon of a rising number of cross-border commuters to Luxembourg has been observed in the past three decades (Gerber/Enaux 2012: 6); the number of commuters in the region is also expected to further rise in the future.

Increasing exchange can also be observed in science – particularly in collaborations between universities. With around 30 academic institutions and approx. 3.8 million inhabitants, the Lake Constance region is a cross-border "knowledge" region. The International University of Lake Constance (Internationale Bodensee-Hochschule, IBH) connects over 27 higher education institutions in various areas of the cross-border functional region and cooperates closely with companies in the location. These are functional interrelationships that particularly promote the concept "growth and innovation" (Regional-
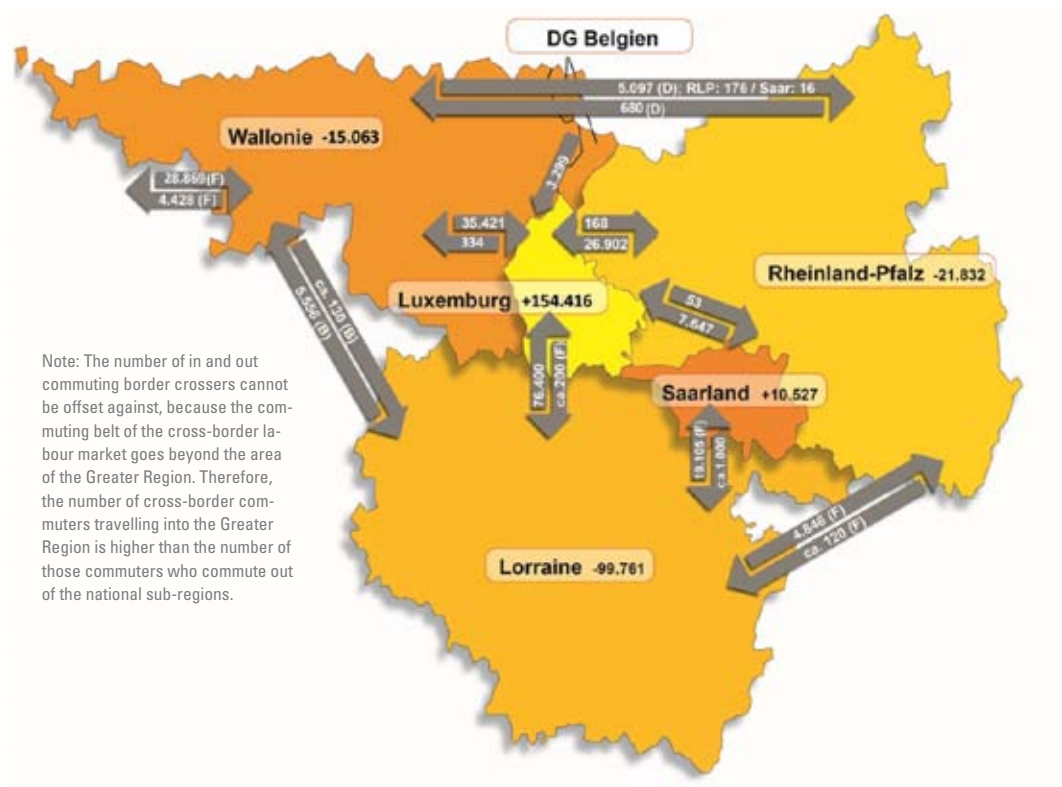
Note: The number of in and out commuting border crossers cannot be offset against, because the commuting belt of the cross-border labour market goes beyond the area of the Greater Region. Therefore, the number of cross-border commuters travelling into the Greater Region is higher than the number of those commuters who commute out of the national sub-regions.

Fig. 3: Cross-border commuter flows in the Greater Region in 2011 (Interregionale Arbeitsmarktbeobachtungs-stelle 2013, sources IGSS: BA: INAMI; INSEE (estimate))



Fig. 4: Member universities of the International University of Lake Constance
(Regionalverband Bodensee-Oberschwaben/Regionalverband Hochrhein-Bodensee: 26)

verband Bodensee-Oberschwaben, Regionalverband Hochrhein-Bodensee 2010: 27).

The intensive, functional interrelations are primarily limited to the region close to the border and do not in any way reflect the administrative framework of cross-border cooperation, for example, in the Greater Region or the Trinational Metropolitan Region Upper Rhine (TU Dresden 2010b: 8). However, in general, larger regional delineations are important for achieving the objectives of strengthened international perception and competitiveness pursuant to a metropolis concept. It takes a critical mass for a cross-border region to be perceived at all, and a large-scale character for specific development potentials to be identified and utilised.

## 2. Existing institutional agreements in cross-border cooperation

In the IMeG regions, stable institutional cooperation structures have manifested that only few metropolitan regions in Germany show in this form. The existing institutional arrangements provide the opportunity to implement new concepts of metropolitan governance. At the same time, adapting established routines and administrative fields of action in cross-border cooperation is a particular challenge.

At the end of 1960s, or beginning of the 1970s, today's IMeG regions utilised first experience with cross-border cooperation to found official intergovernmental commissions with sub-regional committees or commissions, and corresponding thematic working groups. The aim was to better coun-teract problems on either side of the border as a joint force. For example, the following administrative, cross-border bodies were founded: the Euregio Meuse-Rhine Foundation (1975); in the Greater Region, the German-French-Luxembourgish Interregional Council and the Regional Commission Saarland-Lorraine-Luxembourg-Trier/West Palatinate (1969-1971); the Franco-German-Swiss Intergovernmental Commission and later Upper Rhine Conference (1975) in the Upper Rhine region; and the International Lake Constance Conference (1972) with its heads of government and thematic commissions.

The late 1980s and early 1990s were marked by continuous development of the cross-border institutions: Legislative bodies were established, such as the Interregional Parliamentary Council (1986) as the legislative body of the Greater Region, the Lake Constance Council (1991) in the Lake Constance region, the Euregio Council (1995) in Euregio Meuse-Rhine or the Upper Rhine Council in 1997 between Alsace, Baden, Northwestern Switzerland and South-Palatinate.

Cross-border cooperation experienced a tremendous upswing in the 1990s through the Community Initiative INTERREG: A number of projects with a variety of topics have been realised since that time. INTERREG is now integrated in the mainstream funding of the EU as Objective 3 "European Territorial Cooperation". The core elements of the funding programme, such as consultation, partnership principle, the necessity to co-finance, and programme planning and guidance have been further developed over the years (Euro-Institut 2010: 7f). For now over 20 years, the EU has provided funding to European regions as part of INTERREG or ETC – a success story that is to be continued in the fifth funding period (2014-2020).

It was not until later, starting with the year 2000, that a "level-based differentiation" set in – a phase in which e.g. (municipally funded) eurodistricts and urban networks, along with cross-border projects were initiated (Euro-Institut 2010). Since that time, the predominantly national structures have been supplemented by network-oriented, non-institutional forms of cross-border cooperation with actors from business and civil society (Blatter/Scherer 2006: 283).

As hierarchical governance options and formal sanctioning possibilities are to a great extent lacking in the cross-border context, the actors depend on voluntary negotiation of interests and consensus-oriented cooperation. The resulting cooperation structures and practices represent the joint aim of the actors to actively tackle the problems in the cross-border regions. The years of experience of the actors and institutions are a key competence for territorial cohesion in Europe (Euro-Institut 2010).

Recently, it can be observed that the cross-border regions are shifting their institutional orientation to a stronger representation of metropolitan functions. The advancement of the Upper Rhine region to a "Trinational Metropolitan Region", or the efforts for structuring a Cross-Border Polycentric Metropolitan Region in the Greater Region based on the ESPON results (ESPON/ University of Luxembourg 2011) are good examples of this (see chap. 3).

## 3. Large-scale character and polycentric spatial structure

With both the interior German metropolitan regions and the cross-border metropolitan regions, focus is placed on large-scale regionalisation processes with the aim of establishing competitive spaces for cooperation and action on a European or even global scale. With the beginning of first cross-border partnerships, the large-scale structures of the IMeG regions were established and gradually expanded,

| Phase | Zeitraum | Merkmal | Ausprägung in den MORO-Regionen |
|---|---|---|---|
| Administrative Institutionenbildung | späte 1960er bis frühe 1970er Jahre | Erste administrative Erfahrungen und der systematische Aufbau grenzüberschreitender Beziehungen führen zur Gründung offizieller Regierungskommissionen mit teilräumlichen Regionalausschüssen bzw. Regionalkommissionen und entsprechenden thematischen Arbeitsgruppen bzw. zur Gründung von Stiftungen | **Euregio:** Gründung der Stiftung Maas-Rhein 1975<br>**Großregion:** Gründung der Deutsch-Französisch-Luxemburgischen Regierungskommission und der Regionalkommission Saarland-Lothringen-Luxemburg-Trier/ Westpfalz 1969-1971<br>**Oberrhein:** Gründung der Deutsch-Französisch-Schweizerischen Regierungskommission und der späteren Oberrheinkonferenz 1975<br>**Bodensee:** Gründung der Internationalen Bodenseekonferenz 1972 mit ihrer Konferenz der Regierungschefs sowie thematischer Kommissionen |
| Gouvernementale Differenzierung | späte 1980er bis frühe 1990er Jahre | Schaffung legislativer Organe | **Euregio:** Euregiorat 1995<br>**Großregion:** Interregionaler Parlamentarierrat 1986, dem ein Interregionaler Wirtschafts- und Sozialausschuss folgte<br>**Oberrhein:** Oberrheinrat 1997<br>**Bodensee:** Bodenseerat 1991 |
| Projektorientierte Professionalisierung | ab Beginn 1990er Jahre | Durchführung grenzüberschreitender Projekte | Insbesondere befördert durch die Implementierung und erfolgreiche Umsetzung der Gemeinschaftsinitiative INTERREG in allen vier Grenzregionen |
| Ebenenspezifische Differenzierung | ab 2000 | Gründung von Eurodistrikten, Städtenetzen, Durchführung von Agenda-Prozessen | **Euregio:** Eurodistrict Aachen-Heerlen (Projekt)<br>**Großregion:** Eurodistrict SaarMoselle, Städtenetz QuattroPole<br>**Oberrhein:** 4 Eurodistrikte (REGIO PAMINA, Strasbourg-Ortenau, Freiburg/ Centre et Sud Alsace, Trinationaler Eurodistrict Basel)<br>**Bodensee:** Bodensee Agenda 21 |

Tab. 1: Phases of institutionalisation in cross-border cooperation in the IMeG regions
(following Euro-Institut 2010, in: BMVBS 2011: 61, changed)

for example in Euregio Meuse-Rhine, the Lake Constance region, and the Greater Region.

The cross-border metropolitan regions are characterised by a polycentric spatial structure. In addition to agglomerations and urban regions, they also integrate spaces with rural structures. Cooperation between cities, their environs and rural sub-regions, as well as between strongly growing and structurally weak sub-regions leads to a function and work division that can be actively utilised to strengthen the entire region: "Through partnership between these structurally and economically varying region types, all sub-regions are to contribute to a strengthening particularly of growth and innovation" (BMVBS 2011: 15).



Saarland-Lorraine-Luxembourg



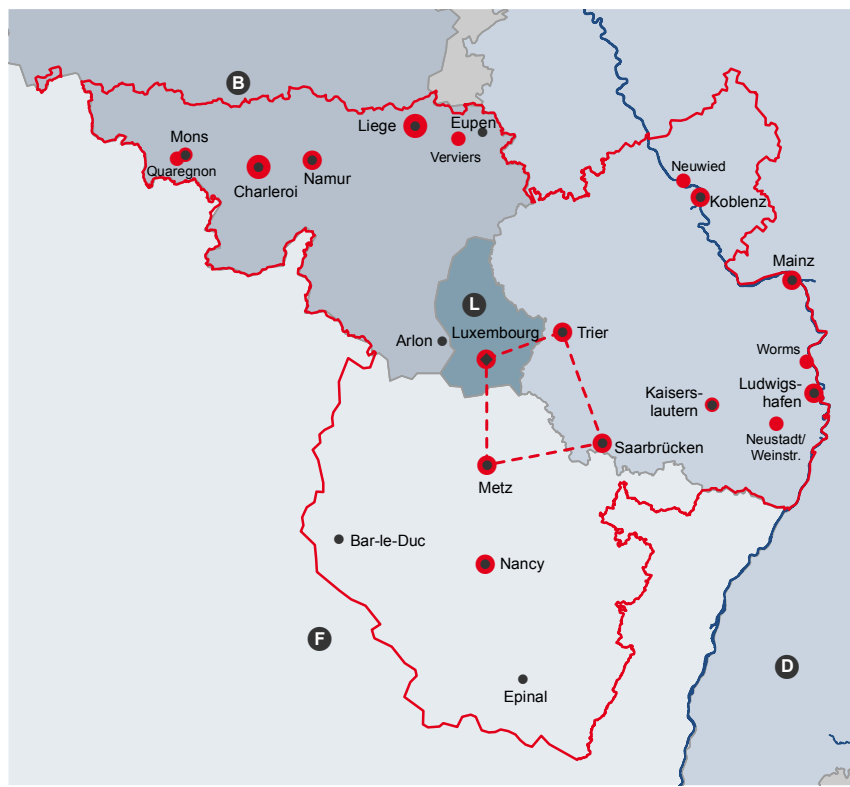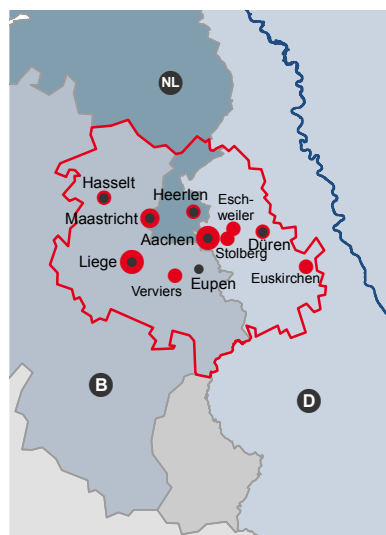Regional Commission SaarLor-Lux-Trier/West Palatinate
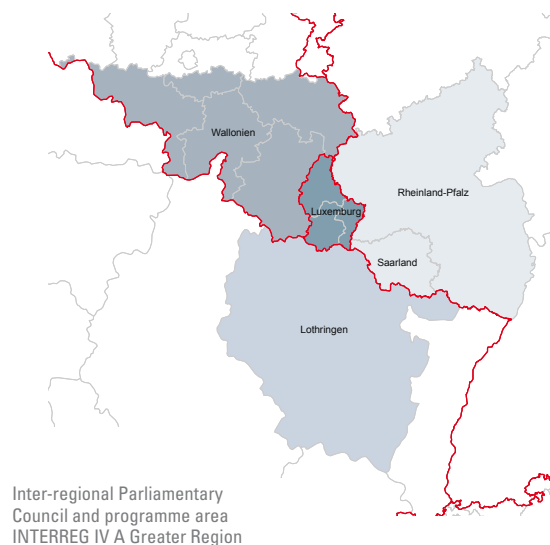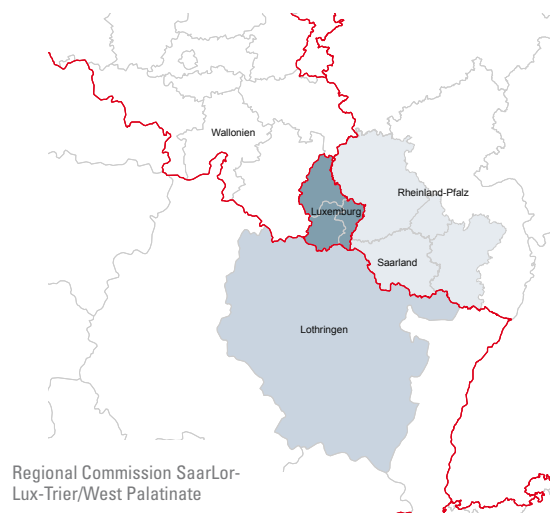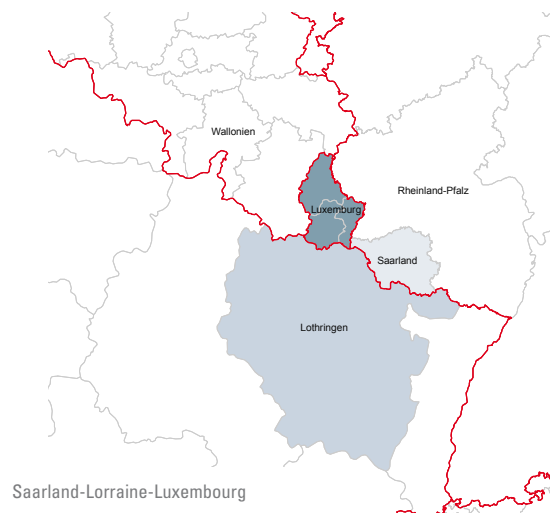
Fig 5: Large-scale regionalisation processes on the example of the SaarLorLux region (cartography: agl based on geodata of the BBSR and the regions; see Schulz 1997)



Inter-regional Parliamentary Council and programme area INTERREG IV A Greater Region

**Legend:**

◆ National capitals

● Core City / regional centre

⬚ Quattropole
(cross-border city network
of regional centre)

**Population of cities**

● > 200 000

● > 100 000

● > 50 000

— National borders

Kilometer
0    50    100

**Greater Region**

B
Mons
Quaregnon
Charleroi
Namur
Liege
Eupen
Verviers
Neuwied
Koblenz
Mainz
L
Arlon
Luxembourg
Trier
Worms
Kaisers-lautern
Ludwigs-hafen
Saarbrücken
Neustadt/Weinstr.
Metz
Bar-le-Duc
Nancy
F
Epinal
D

**Euregio Meuse-Rhine**

NL
Hasselt
Heerlen
Esch-weiler
Maastricht
Aachen
Düren
Stolberg
Liège
Verviers
Eupen
Euskirchen
B
D

**Trinational Metropolitan Region Upper Rhine**

Karlsruhe
Strasbourg
Baden-Baden
Offenburg
F
D
Colmar
Freiburg
Mulhouse
Lörrach-Weil
Basel
CH

**Cross-border functional region Lake Constance**

Villingen-Schwenningen
D
Konstanz
Ravensburg
Friedrichshafen
Kempten
Winterthur
St. Gallen
Zürich
Vaduz
CH
A

Fig. 6: The polycentric urban system in the four IMeG regions
(cartography: agl based on geodata of the BBSR and the regions; from BMVBS 2011: 25, 27, 30, 32)

## 4. Metropolitan functions and potentials for growth and innovation

A central attribute of the IMeG regions are their metropolitan location factors. Back in 2005, a symposium carried out by the Federal Office for Building and Regional Planning (BBR), the Academy for Spatial Research and Planning (ARL), and the Regionalverband Bodensee-Oberschwaben reached the conclusion that "clear indications show that particularly with cross-border growth regions, but perhaps not only with these regions, the concept of the metropolitan regions is to be supplemented by additional growth motors." (Köhler 2007: 118).

This finding was reinforced, among other things, by the work of the BBSR on "Metropolitan Areas in Europe" (BBSR 2010), which targets a redefining of metropolitan functions, the presentation of their regional distribution at the European level, and differentiation and categorisation of metropolitan regions. Pursuant to the study, metropolitan regions are "those areas or places in which a large variety of metropolitan functions are densely concentrated" (BBSR 2010: 6). It could be shown that the metropolitan functions primarily refer to the centre of Europe, above all to the European pentagon with the corners London, Hamburg, Munich, Milan and Paris (BBSR 2010: 73f). Currently, 46% of the European gross domestic product (GDP) is produced in the pentagon, which only makes up 14% of European territory and in which 32% of the European population resides. The IMeG regions lie in the centre of this space and have metropolitan sub-functions that, to a certain extent, are certainly comparable with those of the German interior metropolitan regions (BMVBS 2011: 51). But there are also dynamic and strong cross-border regions outside of the pentagon: these include, among others, the Öresund Region and centrope.

The result of the BBSR study on metropolitan regions in Europe is supported by the analysis of the ESPON project "Metroborder" (ESPON/University of Luxembourg 2010: 15ff). Among other things, the ESPON category "Functional Urban Areas" (FUA) served as a basis for analysis. It was shown that Cross-Border Polycentric Metropolitan Regions in sub-regions have metropolitan qualities that are not to be underestimated. In addition, it becomes clear that cities only contribute to the metropolitan dimension of the border region within the polycentric structure of the cross-border regions, and that it is a matter of complementary elements of a complex polycentric system. Beyond the regions belonging to the IMeG the Öresund Region, the Eurometropolis Lille-Kortrijk-Tournai, Grand Genève and centrope correspond to the functional criteria of cross-border metropolitan regions in Europe.
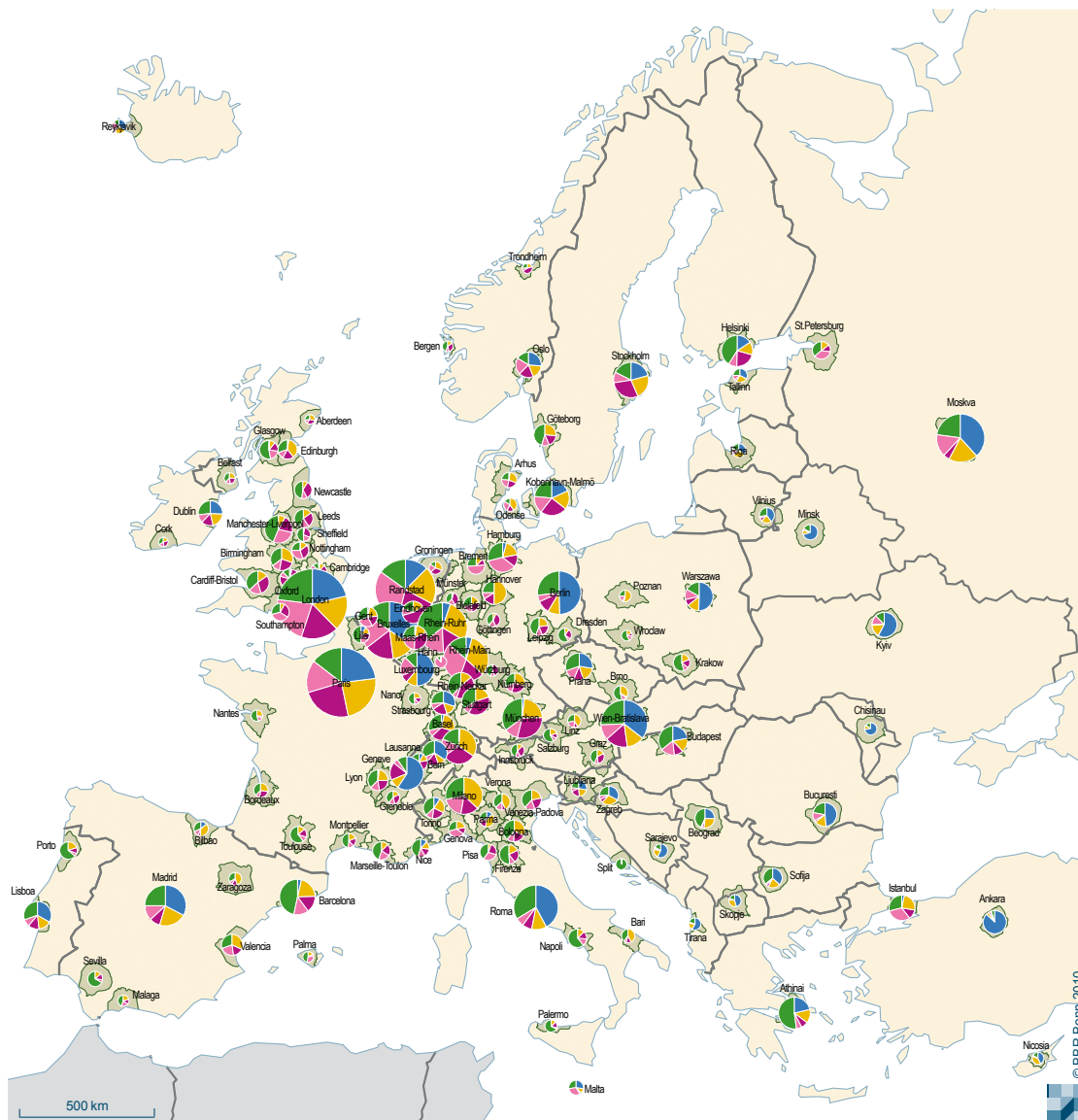
**Index value of metropolitan areas**
(standardised, maximum = 100)

100
50
10
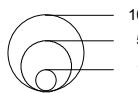
**Shares according to functional areas**

Culture   Politics

Transport   Economy

Science
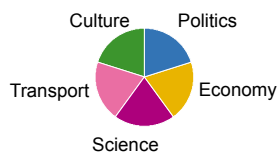
**Significant metropolitan areas**

| | |
|---|---|
| London | 100.0 |
| Paris | 97.9 |
| Randstad | 74.5 |
| Bruxelles | 66.8 |
| Rhein-Ruhr | 51.1 |
| Moskva | 47.2 |
| Wien-Bratislava | 45.1 |
| Rhein-Main | 41.2 |
| Roma | 40.8 |
| Berlin | 38.7 |

Fig. 7: Spatial distribution of metropolitan functions in Europe (BBSR 2010: 72)

Eurométropole Lille-Kortrijk-Tournai: 3,544 km²; population 2 million; Kortrijk (B), Lille, Tournai (F)

Euregio Meuse-Rhine: population 3.9 million; 10,800 km²; Aachen, Düren (D); Liège, Hasselt (B); Maastricht, Heerlen (NL)

Öresundskomiteen: 21,000 km²; population 3.7 million; Malmö, Helsingborg, Lund (SE); Kopenhagen, Frederiksberg, Roskilde (DK)

centrope: 44,500 km²; population 6.6 million; Wien (A), Brno (CZ), Gy r (HU), Bratislava (SK)

Öresundskomiteen

Euregio Maas-Rhein

Großregion

Euro-métropole Lille-Kortrijk-Tournai

Trinationale Metropolregion Oberrhein

Grenzüberschreitender Verflechtungsraum Bodensee

CENTROPE

Grand Genève

Cross-border metropolitan regions (IMeG-regions)

Further cross-border metropolitan regions in Europe

ESPON-category "Functional Urban Area" (FUA)

Capital city, city with > 200.000 inh.

Greater Region: population 11.3 million; 65,400 km²; Mainz, Ludwigshafen, Koblenz, Trier, Kaiserslautern (D); Saarbrücken (D); Metz, Nancy (F); Luxembourg-City (L); Charleroi, Lüttich, Namur, Mons (B)

Grand Genève: 2,000 km²; population 915,000; Genève (CH), Annemasse (F)

Trinational Metropolitan Region Upper Rhine: population 5.9 million; area: 21,500 km²; Karlsruhe, Freiburg im Breisgau (D); Strasbourg, Mulhouse (F); Basel (CH)

Cross-border functional region Lake Constance: population 3.6 million; 19,850 km²; Friedrichshafen, Konstanz, Ravensburg (D); Zürich, St. Gallen, Winterthur (CH); Bregenz, Dornbirn, Feldkirch (A), Vaduz (FL)

Fig. 8: The cross-border metropolitan regions in Europe (cartography: agl based on geodata of the BBSR, ESPON and the regions)

# ■ 2.2
# IMPORTANCE AND ROLE IN
# THE EUROPEAN CONTEXT

**"Europe in miniature"**

With the Schengen Agreement, the Single European Act (SEA), the Maastricht Treaty, and the introduction of the euro as part of the currency reform, important steps for a European growing together were taken at European level. The effects of these milestones are most apparent in the cross-border regions and everyday life of the population. Cross-border regions are motors of the functional integration process and cradles of intensive inter-relations extending beyond national borders – Europe in miniature. For those who live in the cross-border regions, many possibilities arise from the border situation: Advantage is taken of specific offers for jobs and services, educational institutions, cultural activities and leisure facilities on either side of the border, as well as infrastructures and offers that specially cater to border regions, such as bilingual kindergartens, educational institutions and study programmes (BMVBS 2011: 9).

Despite the successes of European policy and the specific opportunities that cross-border regions offer, the particular challenges of a Europe of the regions are also apparent (cf. Hrbek/Weyand 1994): From the perspective of the national states, the cross-border metropolitan regions have a peripheral position. This is reflected in the respective national policies. Various administrative competencies and responsibilities of the respective countries lead to complex multi-level interrelations in the cross-border regions and require constant national reconnection. This hampers joint cross-border actions and delays administrative processes (TU Dresden 2010a: 9).

**"Laboratories" of European integration**

Cross-border regions thereby not only symbolise Europe but are also "laboratories" of European integration. Concepts developed at European level, such as territorial cohesion, take effect here. Among others, the Territorial Agenda of the EU 2020 is a milestone in that polycentric spatial development and innovative networking of urban regions and cities were foregrounded in European cohesion policy as a primary territorial priority. One demand of the TAEU 2020 is that the development strategies of the cities and regions be more strongly oriented on the objectives of the EU Europe 2020 strat-

egy – intelligent, sustainable and integrative growth – to promote territorial cohesion and the utilisation of territorial potentials. Cross-border polycentric metropolitan regions can make a special contribution to this because, as motors of growth, they can boost economic, societal and social development along interior borders in Europe and thereby promote the competitiveness and sustainable development of Europe in the context of territorial cohesion. And their potential is far from being exhausted: In the future, the objective will be to develop metropolitan strategies for cross-border regions and to thereby promote their development to the best extent possible.

At the same time, differences between European CBMRs resulting from historical events cannot be denied: "What is happening on the western borders has a long tradition; on the eastern borders, it is much newer and needs to be tested. That is why it is important to guide processes, such as that of the IMeG, and to advocate examples that are worthy of imitation. At all national borders, you can observe what is everyday life for many. A variety of social and cultural relationships, interdependencies, new modes of work division between urban and rural regions, city and countryside [...]" (Erdmenger 2012).

**National borders as a resource**

"Cross-border regions are characterised by a conflicting relationship with the nation state as the special opportunities offered by cross-border regions are based on the effectiveness of national regulatory provisions on the one hand and the practical challenging of these regulatory provisions on the other hand" (Heidenreich 1999: 6). This conflict results in a divide along national borders that provides decisive impulses for economic interrelations in the cross-border regions. Labour and tax law, wage agreements and social security, work and residence permits, and also regulatory provisions pertaining to environmental law are regulated in highly differing ways in the national sub-regions of the cross-border regions. These differences make it interesting to take active advantage of new possibilities on the other side of the border: This comprises, among other things, the "cultivation of new sales markets through foreign distribution and production facilities, reduced costs through differences in salary and labour costs and different envi-

ronmental regulations; and the cultivation of innovation potentials through varying technological expertise. In addition, cross-border regions can profit from the specific opportunities arising from spatial proximity; they can become a platform for cross-border cooperation and innovation networks" (Heidenreich 1999: 2).

Numerous companies in cross-border regions are internationally oriented and extremely successful in the global market – they take advantage of strong regional business clusters and often profit from multilingual employees that stimulate cross-border mobility as commuters (TU Dresden 2010a: 11ff).

Cross-border cooperation can also increase the financial options in the region: "The example of Basel and Geneva shows however that the border can also represent a source of new opportunities and at different levels. From a political perspective, the border situation enables the local authorities concerned to hope for increased autonomy through cooperation and alliances which transcend institutional and territorial divides. In this quest for autonomy, the mobilisation of financial resources enabled by cross-border cooperation constitutes without any doubt a strong motivation. On the institutional level, the presence of a State border creates the opportunity to invent original forms of governance, considering in particular the wide flexibility of legal and regulatory provisions which surround cross-border cooperation" (Sohn/Reitel/Walther 2009: 16).

As a prime example, the cross-border metropolitan region centrope shows that, particularly in the early institutionalisation phase of this border region, the factor "difference" was a central strength: While Austria offers an incentive for cooperation with its technical know-how and technological developments, the Czeck, Slovakian and Hungarian regions are characterised by cost-favourable production options (Lutter 2012).

CBMRs have decisive competitive advantages in the European context: However, in view of progressive globalisation, they need to think in larger associations and view their opportunities as global – particularly with regard to metropolitan development: "Competition is world-wide and no longer a zero-sum-game within Europe or a nation," says Peter Mehlbye, director of the ESPON Coordination Unit in Luxembourg in 2012. The requirements for this are good as the borders are increasingly easier to overcome and the advantages arising from the differences between the sides of the borders can be more easily utilised by companies and commuters. Borders are therefore not to be seen as barriers but more as a resource that should be more intensively utilised in the future (Sohn/Walther 2011: 1).

| Types of benefit | Border functions involved | Rationales | Examples of CBMRs |
|---|---|---|---|
| Positional benefit | Delimitation | Territorial gateway | Basel, Geneva |
| | | Cross-border delocalization (metropolitan overflow) | Basel (EuroAirport) |
| Differential benefit | Differentiation | Exploitation of cost differentials (value capture) | Luxembourg, Geneva, Basel |
| Locus of hybridization | Differentiation | Confrontation of differences resulting in cultural or institutional innovation | Basel, Geneva, Lille, Aachen-Liège, Maastricht |
| Object of recognition | Affirmation | Staging of the international character of a city-region (territorial marketing) | Basel, Copenhagen–Malmö |
| | | Political recognition of peripheral actors | Geneva |

Tab. 2: The border as a resource (Christophe Sohn 2012)

# REDESIGNING: METROPOLITAN GOVERNANCE IN CROSS-BORDER REGIONS

## Chapter 3 summary

All cross-border metropolitan regions have established their cooperation structures under conditions specific to the region – some CBMRs have institutional structures that have been developed over decades; others are actively tackling this subject just now due to major political changes, as the example of centrope impressively shows.

Changed frame conditions prompt cross-border regions to reevaluate their existing structures from time to time. The Trinational Metropolitan Region Upper Rhine, for example, recognised that further development of the institution is vital for strengthening the metropolitan character. This process has already been initiated with the establishment of the four-pillar model in the Upper Rhine region.

The instrument of the European Grouping for Territorial Cooperation (EGTC) introduced in 2007 is relatively new in the discourse on possibilities for optimising governance structures. Through EGTCs, obstacles in cross-border cooperation are to be more easily overcome. In 2008, the Eurometropolis Lille-Kortrijk-Tournai was the first region in Europe to take up this new "offer". Today, there are numerous EGTCs; newly founded groupings, such as the Euregio Meuse-Rhine are being explored.

In the past few years, intensified initiatives for redesigning cross-border cooperation in the IMeG regions, as well as in other European CBMRs (e.g. centrope or Eurometropolis Lille-Kortrijk-Tournai) have been launched. This applies to cross-border regions that already have a long and successful tradition of cooperation and institutionalisation, and that would now like to adapt in order to accommodate changed frame conditions. At the same time, new modes of cross-border cooperation have established themselves on the former border to the Eastern Bloc in the past years. What the old and emerging cross-border regions have in common is that they will increasingly need to consider how they can align their cross-border structures to metropolitan governance in the future.

**Trinational Metropolitan Region Upper Rhine**

The further development of the Upper Rhine region to a trinational metropolitan region was decided at the 11th "Dreiländerkongress" (trinational conference) in January 2008 on the basis of extensive expert and political preliminary work by the Regionalverbände between the years 2005 and 2007. The Trinational Metropolitan Region Upper Rhine was founded on the 9th of December 2010 in Offenburg on the initiative and with participation of the foreign ministries of the Republic of France, the Swiss Confederation, and the Federal Republic of Germany.

A governance model based on four pillars was introduced and intended to serve sustainable further development of the economic resources in Upper Rhine, to position the region in national and international competition in the best manner possible, and to implement spatial projects through a common spatial policy. Last but not least, attractive, cross-border living space was to be created in the Upper Rhine (website TMO).



Fig. 9: The reorganisation of the Trinational Metropolitan Region Upper Rhine based on four pillars (TMO 2010: 7)

The strategy pursues the aim of "making the Upper Rhine visible and further developing it as a European 'powerhouse' through intensive [sectoral and horizontal] cooperation between politics, science, economy and civic society" (TMO 2010: 3). No new administrative structure is to be created in this: "Rather, it's about optimising coordination between the traditional players and being open to new partners with the aim of establishing platforms and networks, to jointly take full advantage of the existing potentials, and to pool available resources" (website TMO).

With this step, the attempt is made to more strongly involve actors from science and business (chambers of commerce, companies etc.), and also citizens in the development of their region.





Pictures on the left: citizens' forum of the Trinational Metropolitan Region Upper Rhine on 22.01.2011 in Karlsruhe (Picture: Dirk Kron, „suedlicht moderation . mediation . planungsdialog"/Freiburg)

## The Greater Region

In 1995, Saarland, Lorraine, Luxembourg, Rhineland-Palatinate, Wallonia, and the French- and German-speaking community of Belgium declared their agreement to create the Greater Region as a continuation of the SaarLorLux-Region. The interregional cooperation is financed, among others, by committees such as the Economic and Social Committee and working groups, the EGTC INTERREG Greater Region, and the Inter-regional Parliamentary Council. The political representatives regularly exchange at summit meetings.

With the "Berlin Declaration" at an informal summit meeting on 7th July 2011 in Berlin, the executive members obliged to develop the Greater Region into a Cross-Border Polycentric Metropolitan Region (CBPMR) and to establish a programme for implementation. At the 13th summit meeting in January 2013, the political representatives confirmed their call for a metropolitan development strategy for the Greater Region. This strategy is to be based on a polycentric territorial development that takes the reciprocally supplementing functional requirements in the respective sub-regions into account. The strategy serves the step-by-step creation of a CBPMR and is to be a common thread in the work of the summit (Gipfel der Großregion 2013). Various interests are tied to this: the economic potential, the attractiveness, and the ability of the Greater Region to compete with other large European metropolitan regions are to be increased or enhanced. In addition, polycentric spatial development is to be promoted, new city-landscape relationships are to be created, and equal access to knowledge and infrastructures is to be ensured through the development of education and research networks (Diederich 2012). First concepts for an action programme have been presented in the meantime (Gipfel der Großregion 2013). For the future, however, there is the question of whether the existing governance structures also need to be adapted for the establishment of a CBPMR. This will be shown in the upcoming years.

## Euregio Meuse-Rhine

Since the 1990s, Euregio Meuse-Rhine has been implementing INTERREG projects highly successfully. However, since 2009, it has seen a need for targeted development of its institutional structures and fields of activity in cross-border cooperation. With its EMR 2020 strategy, the EMR has defined its priorities for the upcoming years. Further associations, such as the Working Group Charlemagne, have formed in the euroregional territory and strive to reflect the approach of variable geometries in cooperation. Suitable governance structures were considered here as well. In a statement of intent between Stadsregio Parkstad Limburg and StädteRegion Aachen on the 19th of October 2009, the objective of strengthening cooperation by founding a European Grouping for Territorial Cooperation (EGTC) was established.

In 2010, the Gemeente Heerlen, the city of Aachen, die German-speaking community of Belgium, and the Gemeente Vaals were also included in the process. Only one year later, the partners decided to first found a trinational Working Group Charlemagne. The working group is a more flexible form of cooperation based on which the implementation of various projects can be jointly organised, but which does not have legal status (website StädteRegion Aachen). At the moment, it is not yet known whether the working group will develop into an EGTC structure; some partners continue to be strongly interested in pursuing this path while others are more hesitant.



Three border point in Vaals (Picture: Euregio Maas-Rhein)

**Cross-border functional region Lake Constance**

Since the post-war era, fixed cooperation structures have developed in the Lake Constance region with the founding of the International Commission for the Protection of Lake Constance (Internationale Gewässerschutzkommission für den Bodensee, IGKB, 1959): In 1972, the first Lake Constance Conference took place as an informal platform for the countries and cantons bordering Lake Constance. After two further subsequent conferences, the International Lake Constance Conference (Internationale Bodensee Konferenz, IBK) was established as an organisation in 1979. In a last extension of the IBK, the canton of Zurich and the Principality of Liechtenstein were added (website IBK).

In terms of the territory as a whole, IBK continues to be assigned the greatest importance. It is supported by numerous formal and informal institutions and networks on the specialisation-functional level, depending on the topic and task. These variable structures function very well and demonstrate the strength of the informal network in the Lake Constance region.
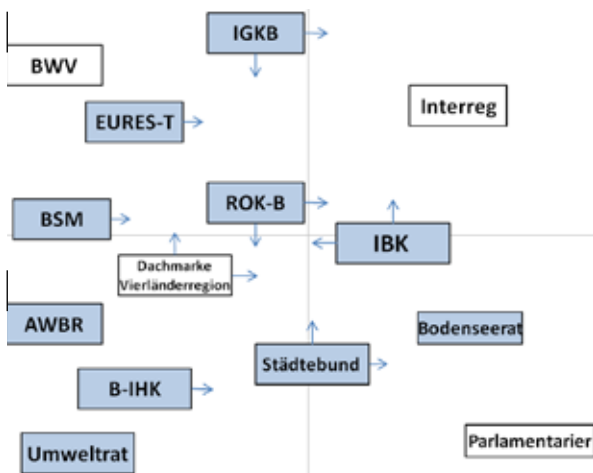


Fig. 10: The "Vierländerregion Bodensee" (the Four-Country Region of Lake Constance) – Organising cooperation structures with network character (IBK-Archiv)

At the same time, the cooperation structures show institutional deficits: "The cross-border cooperation in 'Regio Bodensee' can be viewed as 'fair-weather politics'.

This means that the cross-border committees (nearly) exclusively deal with topics that do not involve conflicts between the individual countries. In the past, topics such as the problem of Zurich Airport or the (planned) radioactive final disposal site Benken (CH) have not been treated by the central cross-border committees" (Scherer/Schnell 2002: 14). They therefore offer only few options for handling conflict-laden subjects and planning tasks in cross-border regional development.

Recently, however, increasing willingness to take on "difficult" subjects as well can be observed based on the long-standing and trust-based cooperation. In November 2011, for example, the International Lake Constance Spatial Planning Commission (Raumordnungskommission Bodensee, ROK-B), which has existed since 2000, decided to develop a joint strategy for dealing with wind energy plants that are relevant to spatial planning. This is to provide the basis for the respective plans of the neighbouring Lake Constance countries (minutes of ROK-B of 09.11.2012).

The IBK is currently pursuing optimisation of cross-border governance at various levels. For example, close cooperation has been agreed with partner bodies, such as the "Parlamentarierkonferenz" (Parliamentary Commission), the "Städtebund" (International League of Towns on Lake Constance), or the "Bodenseerat" (Lake Constance Council). The IBK also intends to more intensively deal with spatial development matters and, to this end, to deepen its cooperation with the Lake Constance Spatial Planning Commission. Among other things, the "key points for a cross-border spatial-development concept" currently in preparation by the ROK-B are to be politically discussed and coordinated at the level of the IBK heads of government as well.



Foto: IBK-Archiv

**centrope Capacity: Concentrated efforts overcome borders**

The national sub-regions in the centrope region are closely interrelated and have a long, shared history tied to the Danube Monarchy, but they were also separated for a long time by the iron curtain. Only when all centrope countries joined the EU and the last barriers were removed on the employment market in May 2011 could the regions develop as in fast motion; the same applies to the newly created governance structures (see Fig. 11).

With the help of the flagship project centrope capacity funded by the EU programme CENTRAL EUROPE, important preconditions for institutional development of the border region had been created by the end of 2012. In addition, necessary preliminary work and development steps for establishing the "Central European Region centrope" had been performed by 2007 in two INTERREG projects (website Regionalmanagement Burgenland).

In centrope, the "Political Board" is the highest level today and comprises the heads of government and mayors of the centrope partner regions and cities. It communicates the current status of cooperation at the political level, its contents and objectives at semi-annual centrope summits (centrope Koordinationsbüro 2012a: 6). At the 4th summit in 2012, for example, it was agreed to continue to make efforts to improve the governance structures: "Building on our joint efforts [...], to maintain the transnational cooperation model of centrope and to further improve the governance framework for continuous, effective and balanced collaboration, we agree to pursue the 'centrope business plan 2013+' within the realm of our current financial possibilities" (centrope Koordinationsbüro 2012b: 2).

With the establishment of the regional offices in the Czech Republic, Slovakia and Hungary, along with the overarching centrope Coordination Office, the cooperation has taken enormous leaps since 2009 (see Fig. 12), which is manifested in a number of projects (Chinalski 2010: 60). However, what form the central coordination should take in the future is currently being discussed. On an interim basis, the rotational principle with annual change of the centrope chairman could be installed. On medium-term, a jointly financed coordination structure (possibly an EGTC) is envisaged.
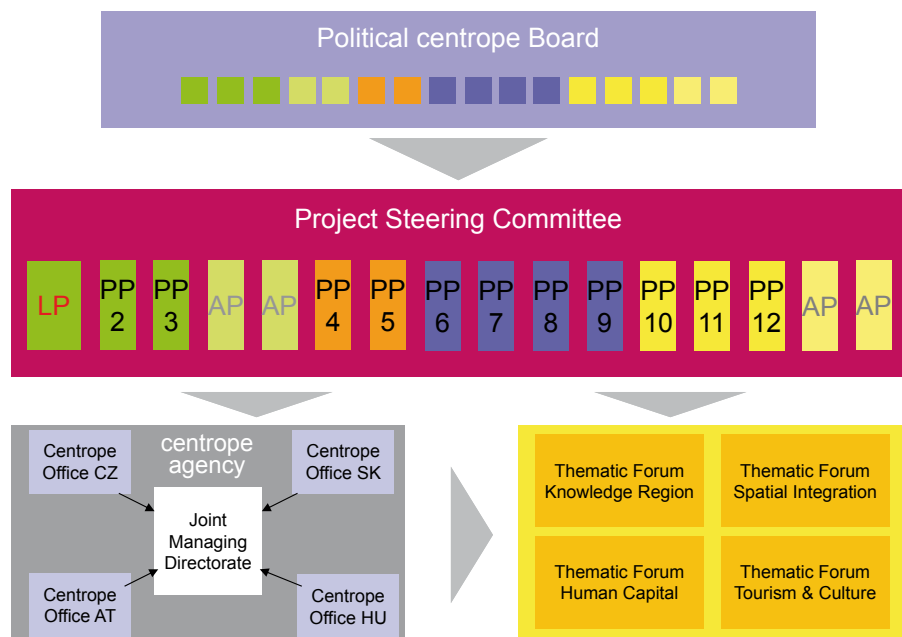


Fig. 11: The institutional establishment of centrope (© centrope agency)

The basic cooperation that comprises all centrope partners functions well in this regard. Extending beyond this, the emphasis is placed on strategic alliance cooperation between "interested" centrope partners. The basic cooperation is the basis of the initiative and is responsible for steering and developing of the whole project. This comprises, that it supports – in its function as central service and development unit – e.g. political or administrative decision makers (see. Fig. 13). The alliance partnerships are based on thematic implementation projects that individual partners can work on, depending on interest (Chinalski 2010: 60). The actors are aware that cooperation efforts only become effective and are only perceived by the population through projects (Lutter 2012).

"The most important objective [of all cooperation efforts in centrope] lies in the establishment and testing of a viable transnational structure for the partnership-based control – 'governance' – of cooperation in the region as a whole" (website centrope).



Fig. 12: The development of centrope as part of the capacity process (© centrope agency)
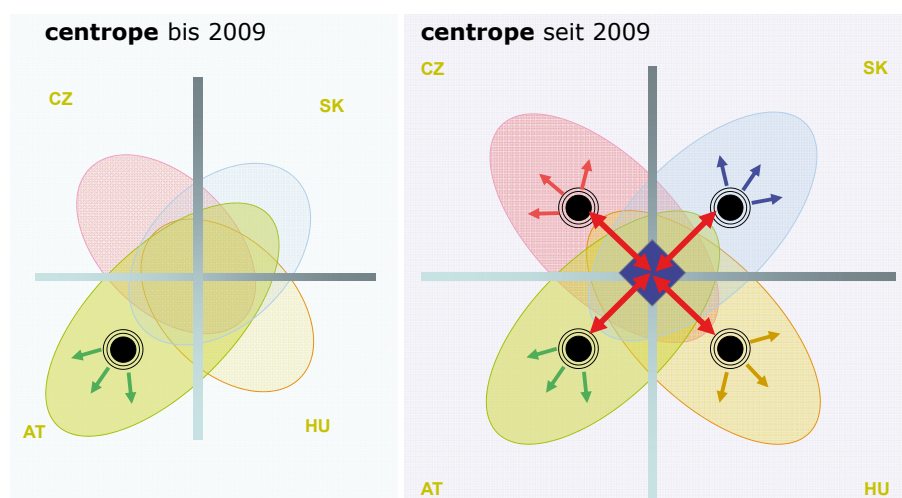


Fig. 13: Basic and alliance cooperation as a success factor for integrated territorial development (© centrope agency)
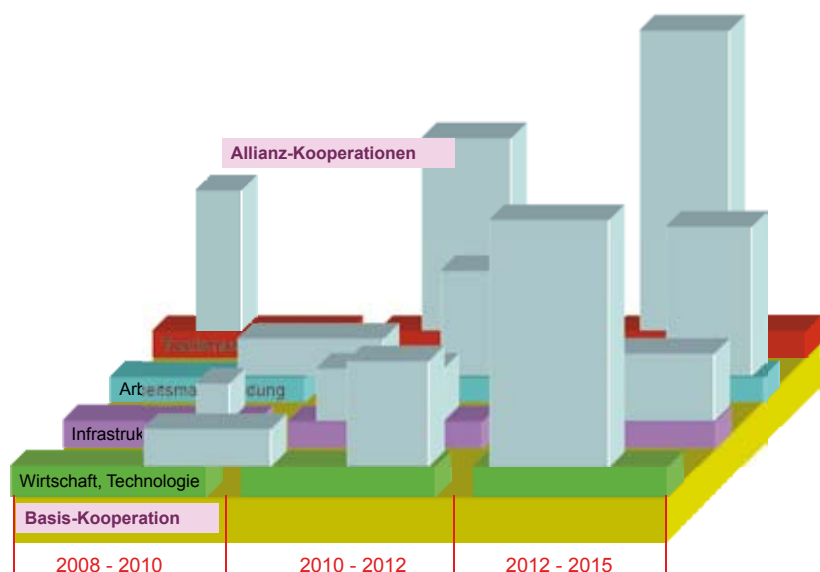
**Eurometropolis Lille-Kortrijk-Tournai: The first European EGTC**

With the founding of the first "European Grouping for Territorial Cooperation" in 2008, a new path was taken for further developing the institutional framework in the Eurometropolis Lille-Kortrijk-Tournai. The founding of the EGTC was based on the finding that former structures, such as the Standing Inter-Communal Cross-Border Conference, no longer sufficed for properly managing the cross-border tasks.

The EGTC Lille-Kortrijk-Tournai is characterised by its governance approach, which was jointly developed by the 14 institutions involved in the founding, and which considers the concerns tied to a polycentric, tricultu-

ral and binational metropolis. A clear understanding of the task results from this: The EGTC is to be the basis for cooperation, dialogue and political debates, and to bring all important institutions to one table. It targets the promotion of cross-border coherence throughout the region and the creation of best requirements for the interior functioning of the region. In addition, the EGTC is to facilitate, support and initiate cross-border projects.

With the founding of the first EGTC in Europe, the Eurometropolis Lille-Kortrijk-Tournai was a trailblazer for now 14 further groupings for territorial cooperation. Five years after its founding, these structures have proven to be successful for the cross-border region and cooperation among the various actors has vastly improved.

| Consultative bodies | Operational functioning | Decision-making bodies |
|---|---|---|
| Forum | Liaison Group | Assembly |
| Forum | Agency | Presidency |
| Conference of mayors | Thematic working groups + Working group Europe + Task Force Eurometropolis 2030 | Board |

Fig. 14: Organigram of the EGTC Lille-Kortrijk-Tournai (Eurométropole 2011)

# STRATEGIES FOR STRONG CROSS-BORDER METROPOLI-TAN REGIONS

## ■ Chapter 4 summary

A cross-border metropolitan region needs shared perspectives and images to bring the region to life. Spatial images can promote a common understanding of the potentials of the border region and make development scenarios or models visual. They can thereby set a framework for integrative planning or concrete projects. Images have a strong influence – particularly in multinational cross-border regions, they speak a language that everyone can understand.

In addition to this, flagship projects with a strategic orientation deal with fundamental planning practices and conceptual approaches. Cross-border spatial development concepts and action programmes for the cross-border region create an effective basis for territorial cooperation and an important foundation for the future metropolitan development.

While the interior German metropolitan regions have been able to establish themselves well in the past years, the concept of cross-border metropolitan regions needs to be more strongly anchored: Projects in cross-border cooperation have long been initiated and successfully implemented. However, too often the partners focus on win-win projects and avoid conflict-laden subjects (Schniedermeier 2010: 108f). The cohesive effect of strategic documents in the generation and selection of projects is correspondingly weak (Bächtold 2010: 34).

The IMeG partners previously dealt with this subject in MORO güV and established first priority strategic and operative spheres of action that promote implementation of the concept of cross-border metropolitan regions (BMVBS 2011: 76ff). The spheres of action serve to strengthen functional integration in the cross-border regions, to better utilise their specific locational advantages and potentials, and to dismantle obstacles relating to integrated development and competitiveness. In the following, examples of strategically-oriented flagship projects will be presented and supplemented by example projects with operative character in chap. 5. These are projects that have been or will be implemented in the IMeG regions or in other European CBMRs.

Regardless of whether a region is interior or lies on a border, strategies are an important basis for future regional development. Flagship projects with a strategic orientation can involve various areas, such as fundamental planning practices and conceptual approaches that present an effective framework or basis for territorial cooperation: "One important objective is to enable actors in regional planning to define the cross-border functional regions as cooperative regions of action and to strengthen internal and external recognition. Here, the specific development potentials and required activities, along with shared perspectives and attitudes, objectives and models, information systems and geodata form the focus" (BMVBS 2011: 77). That is why flagship projects with a strategic orientation are primarily based on joint concepts in cross-border regional development. Further strategic spheres of action are cross-border information management and regional monitoring (chap. 6), as well as the improvement of conflict management (chap. 7).

The need for shared perspectives, images and concepts in cross-border regions results, among other things, from the large-scale regional area structures of the CBMRs: With an area of 65,400 km², the Greater Region illustrates this large-scale character in a highly impressive manner – it is the largest of the IMeG regions. But even the far smaller Euregio Meuse-Rhine with 10,800 km² is approximately twice as large as the IKM regions Central German Metropolitan Region (4,300 km²), the Rhine-Neckar Metropolitan Region (5,600 km²), or the Rhine-Ruhr Metropolitan Region (4,400 km²) (BMVBS 2011: 25; Website IKM).

The "operative scale" of the cross-border region extends significantly beyond the everyday radiuses of the people who live there, which hampers the perception of a cooperation region. Shared spatial images and symbols can support a more conscious perception of the region. As can be seen with Lake Constance and the Lake Constance region, common identifying features and spaces determine how connected people feel to their region; they can also be the basis for cross-border cooperation. Technical structures, such as the Öresund Bridge, also have the potential to become landmarks of the region. However, not all cross-border regions utilise the identity-generating effect of cross-border symbols and spaces (BMVBS 2011: 77).

Spatial images can be a first step for establishing "identification anchors". For planners, shared spatial images are important because they can support communication regarding cross-border spatial development strategies. Spatial development strategies are useful for aligning the further regional development to consensus-based objectives and thereby structuring it coherently.

In the following, selected flagship projects will be presented that have been or will be implemented at various spatial levels: The centrope Strategy 2013+ and the DACH+ programme in the Lake Constance region take the cross-border region as a whole into consideration. The spatial development concept Nordwest+ on the German-Swiss border, along with the ESPON project "Metroborder" in the Greater Region place the focus on core areas. Sub-regions are the subject of the cross-border Basel Agglomeration Project and the project for the dynamically developing river landscape Moselle valley in the tri-border region within the Greater Region. The project "Maastricht – Capital of Culture 2018", on the other hand, illustrates ambitions hailing from urban initiatives that aim to "take the region with them".

**Strategy 2013+ for the cross-border region centrope**

In the past years, the centrope Strategy 2013+ has been developed parallel to new cooperation structures in the centrope region: "The main value of this strategy lies in a common understanding of the overarching and long-term aims of the cooperation in centrope, embodied in its various parts – what centrope stands for and what we want to achieve in the years to come" (website centrope). The centrope vision serves as a strategic superstructure: centrope is a laboratory for the future of Europe at the crossroads of the four EU Member States Austria, Hungary, Slovakia and Czech Republic; it is a source of

additional growth, employment and prosperity through a truly common cross-border market; and it is a hub for Central Europe.

"With the launch of a new period of EU cohesion policy in 2014 and the associated co-funding opportunities, the road will be clear for structured implementation of the full [...] centrope Strategy 2013+. It is the declared goal of the partner regions and cities to follow the Strategy's ambitions throughout the upcoming programming process and to pursue the projects and initiatives until the end of the decade" (centrope 2012).
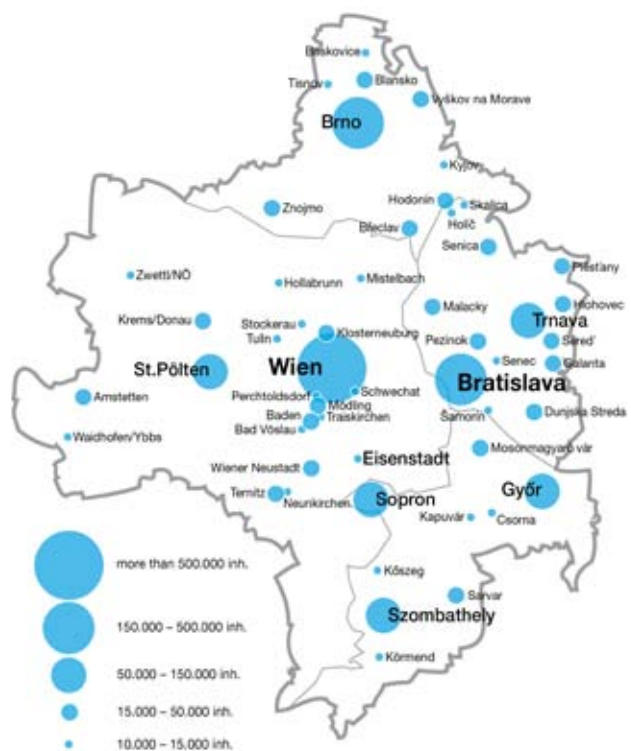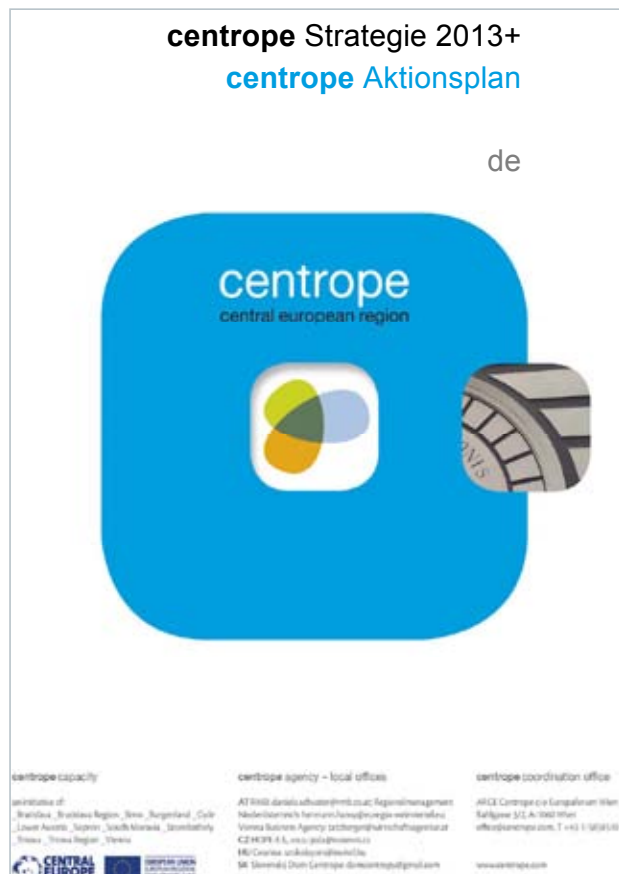


Fig. 15: Cover of the report "centrope Strategy 2013+ – centrope Action Plan" and the polycentric structure of centrope (© centrope agency)

## DACH+ in the Lake Constance region

Using DACH+, first spatial images for the cross-border region of Germany, Austria, Switzerland and Liechtenstein have been generated in the past few years. The maps take up the spatial-structural variety in the Lake Constance region and present the structure of densely populated and rural spaces, central places, development axes and centres, as well as functional-spatial points of emphasis. They additionally capture factors relevant for spatial development: Aside from population development, commuter movements or also overnight stays in the Lake Constance region, an overview of natural spaces and landscapes of the cross-border region can be obtained. The maps created in this manner are unique: For the first time, they show the spatial structure and current developments for the entire cross-border region and waive the illustration of national borders. They allow regional actors and the population to better imagine the cross-border region (Regionalverband Bodensee-Oberschwaben/Regionalverband Hochrhein Bodensee 2010). The datasets are updated and supplemented e.g. by job density or tourist traffic intensity. Dach+ thereby supplies current spatial data and planning criteria! (see Fig. 16).
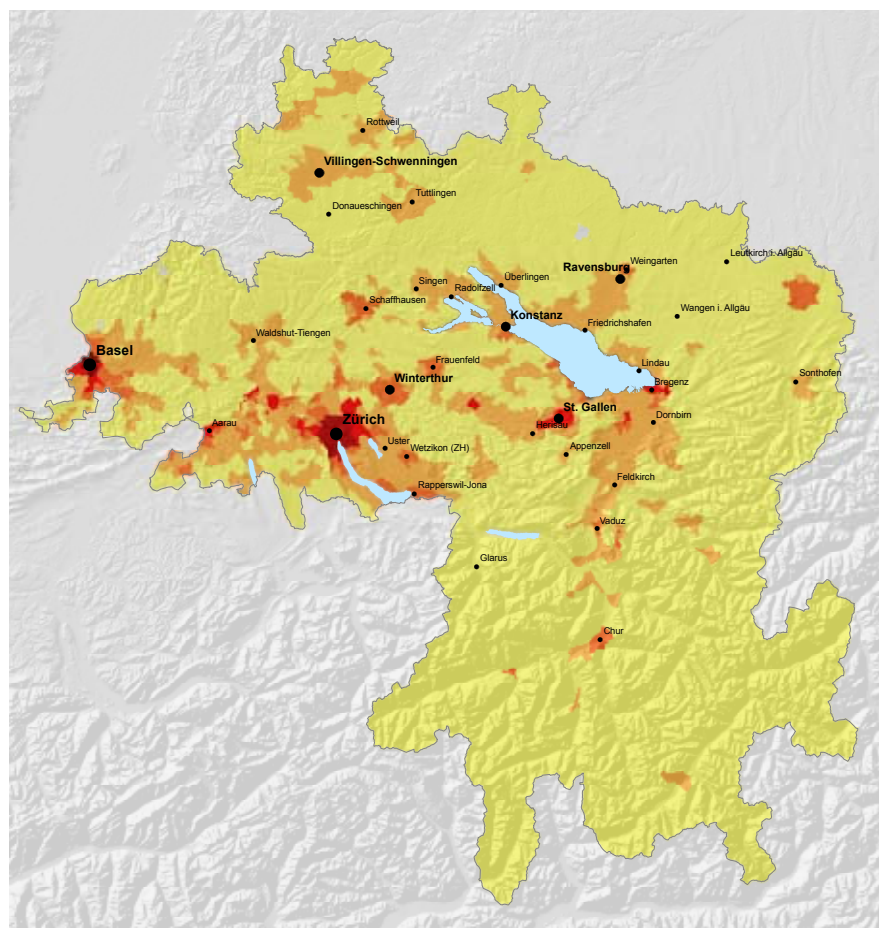


Fig. 16: Job density in relation to the municipal area (Raumübersichten DACH+, INTERREG IV, 2013; Stand der Daten: 2011)

## ESPON project Metroborder in the Greater Region

With a new "picture" of a Cross-Border Polycentric Metropolitan Region in the Greater Region (ESPON/University of Luxembourg 2010: 21), the ESPON project Metroborder supplied a decisive discussion basis for a continuous and certainly controversial political process (see Fig. 17). The Greater Region possesses a marked functional, demographic and morphological polycentricity: "The Greater Region comprises two Functional Urban Areas (FUAs) – the Luxembourg FUA incl. Arlon on the Belgian side, and the Saarbrücken FUA incl. Sarreguemines on the French side. Having two cross-border metropolitan FUAs touching each other is unique in Europe. They can even be regarded as a bipolar, metropolitan, cross-border corridor. [...] Jointly with the neighbouring and surrounding FUAs Sillon Lorrain and Trier, in particular, we see important evidence for a metropolitan, polycentric, cross-border core space of the Greater Region" (ESPON/University of Luxembourg 2010: 73).
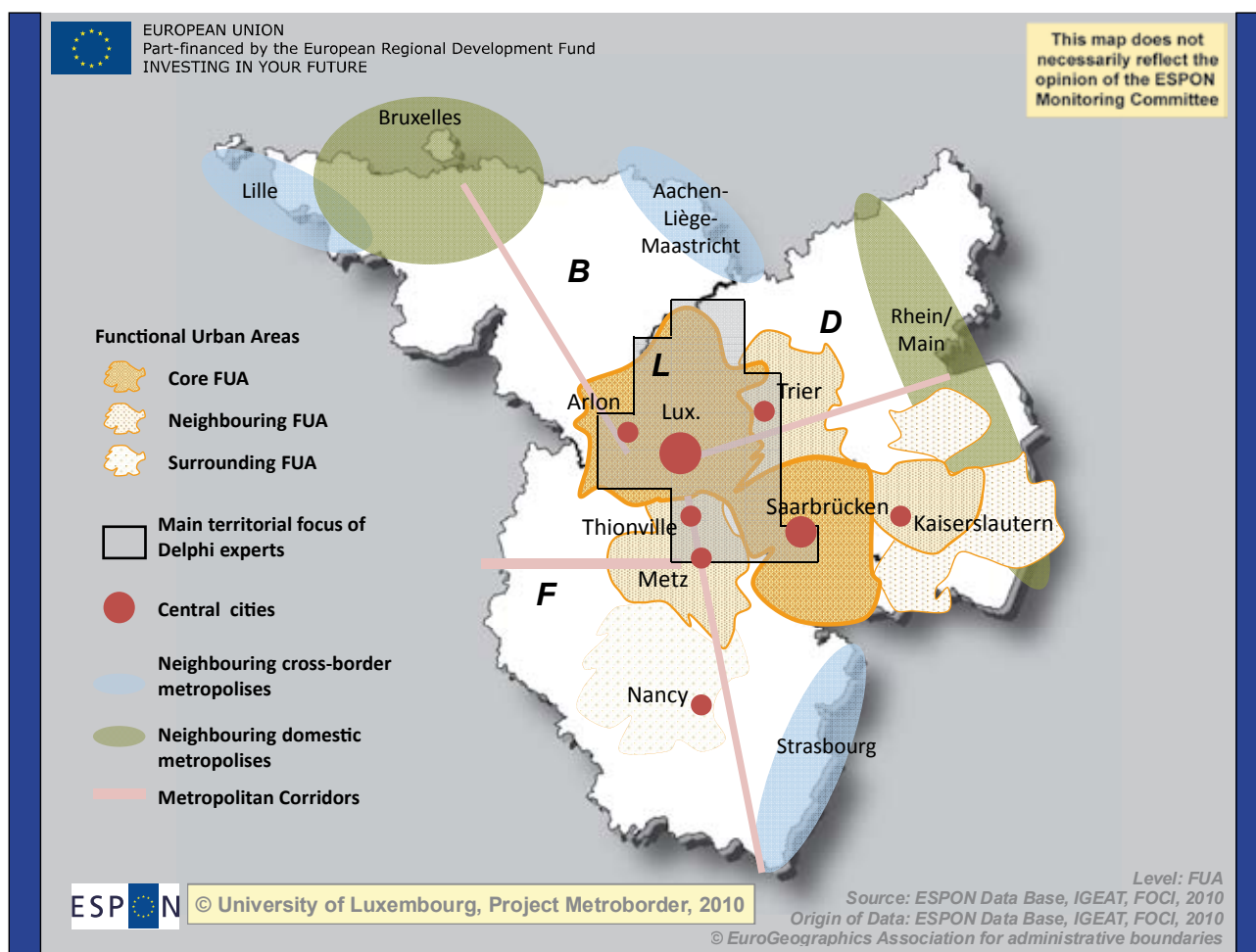


Fig. 17: Result of the ESPON project "Metroborder": A Cross-Border Polycentric Metropolitan Region in the Greater Region – schematic synthesis map of Metroborder results (ESPON/University of Luxembourg 2010: 21)

## Spatial development concept Nordwest+ in the cross-border region Germany-Switzerland

With the spatial development concept (Raumentwicklungskonzept, REK) Nordwest+, the leading planners in the cross-border region have created an informal work basis for cross-canton structural planning of the cantons Aargau, Basel-Stadt, Basel-Landschaft and Solothurn, as well as for regional planning in the German sub-region. As an informal instrument that supplements the structure plans of the cantons, the regional plan Hochrhein-Bodensee and the spatial concept Switzerland on an overarching spatial level, entire Northwestern Switzerland along with the bordering regions are observed in the spatial planning concept Nordwest+ (website Kanton Aargau). Similar as to with classic spatial plans, subjects such as settlement and transportation, nature and landscape are classified in the context of the future spatial development. The resulting plan was new in that it presented no national borders – the "Nordwest+" region appears as a space "without borders".

Above all, the joint planning, developing and decision-making brought the actors together and created a basis of trust for the implementation process. This is what creates the central requirements for tackling growing cross-border concerns in the context of spatial development. In publicity-promoting maps, the objectives are also shared with the population. With the spatial development concept Nordwest+ as a basis, the existing cooperation across canton and national borders is facilitated. The project not only illustrates new approaches, but also formulates open questions for regional planning (website REK Nordwest+).
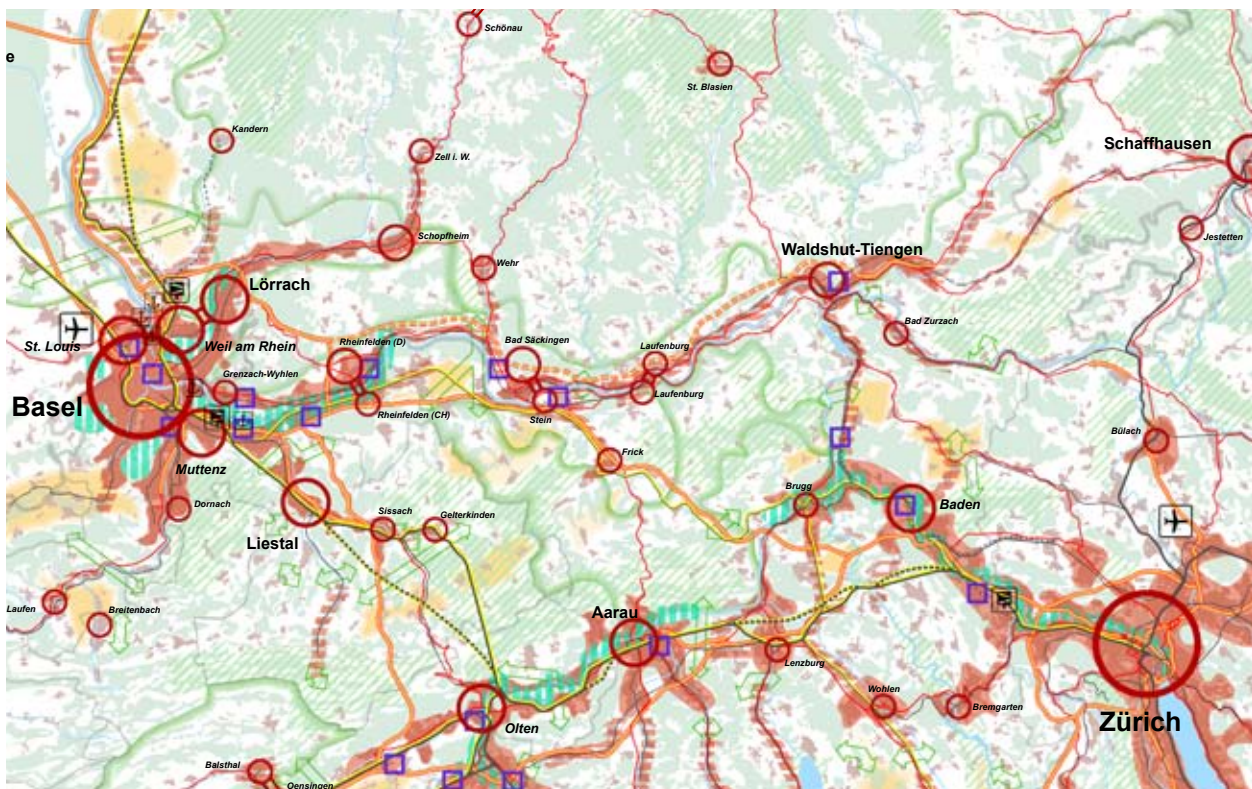


Fig. 18: Regional development concept Nordwest+ (section, Kanton Aargau et al. 2011: 71)

**Agglomeration Programme Basel**

In contrast to the cross-border REK Nordwest+, the agglomeration programmes are a specific, long-term instrument of Swiss spatial planning that is periodically revised and which comprises measures to lead spatial development, infrastructure and transport throughout the entire agglomeration space. Federal funds provided for implementation of the programmes serve as incentives when certain requirements are given relating to e.g. participation, management, as well as analyses on landscape, settlement and transport (website ARE).

The agglomeration Basel is the only large-scale trinational agglomeration in Switzerland and holds significant economic power. As one of the three metropolitan agglomerations in Switzerland, it is of high international importance. The agglomeration space Basel is part of the European north-south transport axis in which regional, national and international passenger and freight traffic by road and rail overlaps and thereby leads to a high volume of traffic. Apart from traffic development, it is a particular challenge to coordinate settlement policies (Website Agglomerationsprogramm Basel).

To better handle these tasks, a regional future vision was created: "A trinational, coordinated, consistent future vision that conveys the intended development of the region is a decisive basic requirement for the delivery of an agglomeration programme" (Website Agglomerationsprogramm Basel). With the Vision 2020 of the Trinational Eurodistrict Basel (TEB), there was first preliminary work, which, however, needed to be further developed as part of the agglomeration programme in order to conform with the co-funding requirements of the Swiss Federal Government. The Future Vision 2030 "Corridor+" was thus created: It impressively presents a spatial vision for the trinational cross-border region in which national borders step behind shared objectives. This prevented "predetermined breaking points": "If you leave the borders out of deliberations regarding where you actually want to go, great potential and a cross-border concept results," says the director of the head office for the Agglomeration Programme, Dr. Patrick Leypoldt at the IMeG conference (2012).
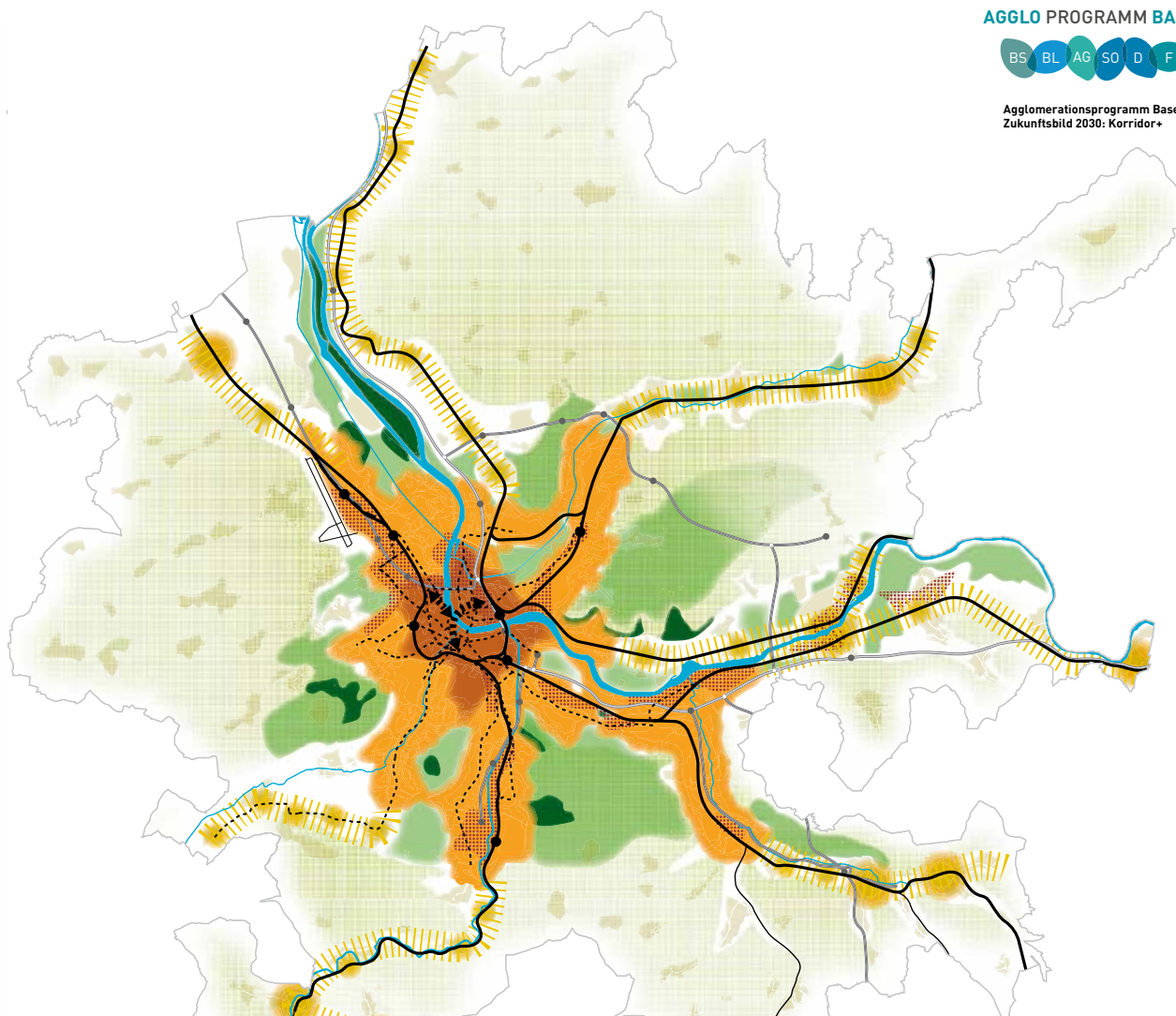
**Perimeter Agglomerationsprogramm**

***Landschaft***

Landschaftsräume

Naherholungsgebiete im engeren
Einzugsgebiet der Agglomeration

Naturschutzgebiete

***Siedlung***

Kernstadt

Regionalzentrum (im äusseren Korridor)

Innere Korridore

Schwerpunktgebiete Siedlung

Äussere Korridore

Übriges Siedlungsgebiet

***Verkehr***

Vorgesehene Bahnverbindung

S-Bahn

Tramlinie

Autobahn

Fig. 19: Future Vision 2030: Corridor+ (Geschäftsstelle Agglomerationprogramm Basel); www.aggobasel.org
Pictures on the left: Geschäftsstelle Agglomerationprogramm Basel 2012: 18, 16

**Preliminary study on the cross-border development concept for the Upper Moselle Valley (Entwicklungskonzept Oberes Moseltal, EOM)**

The preliminary study on the cross-border development concept for the Upper Moselle Valley (EOM) was launched as a Demonstration Project as part of the MORO "Landscape Network Mosel". At the end of 2011, seven Demonstration Projects were approved that exemplify integrated river-landscape development in the cross-border region and that were to simultaneously illustrate the significance of the Moselle Valley for the Greater Region (BMVBS/BBSR 2012a: 1). "The Moselle landscapes represent the diversity in the Greater Region, tied by the Moselle as a shared connection. The natural and cultural heritage has outstanding potential for the Greater Region, and, at the same time, is a challenge for cross-border cooperation [...]" (BMVBS/BBSR 2012b: 17). Not least because the Moselle touches four of five sub-regions in the Greater Region and diagonally cuts through the central area of the CBPMR, there are best requirements for establishing the Moselle as a central river in the Greater Region and simultaneously as a common identifying feature (BMVBS/BBSR 2012b: 7).

The focus of the project lies on the "Dreiländermosel" (trinational Moselle region): "The economic upswing in the Grand Duchy of Luxembourg also affects the countries bordering the Moselle. The number of cross-border commuters increased and thereby the traffic volume. The need for housing and residential land is rising. Price-favourable housing on the German and also the French side attracts numerous people from Luxembourg (see website GR Atlas – Atypical Commuters). In Saarland and Rhineland-Palatinate near the border, this means that the populations in the municipalities are growing and that they are preparing for this – with the designation of new residential areas and also the required infrastructure" (BMVBS/BBSR 2012b: 7).

The Upper Moselle Valley cross-border development concept targets coordination of cross-border spatial development in the Moselle Valley and protecting cultural landscapes. Potentials in the areas of transport and mobility, as well as settlement and landscape development are taken up and intensified. The cross-border functional interrelations which influence, among other things, the everyday life of the inhabitants are to be strengthened.
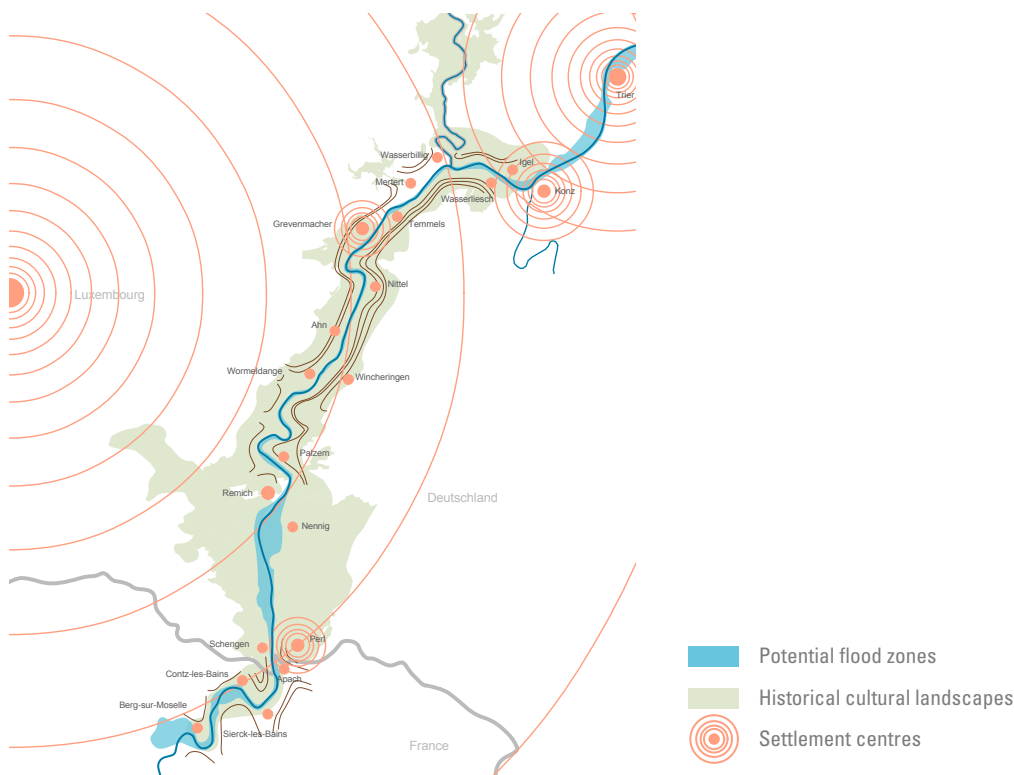


Fig. 20: The cross-border urban system on the Moselle with settlement centres (agl based on data from the website EEA, website Ministère de l'Écologie, du Développement durable et de l'Énergie, MIAT 2009)

Potential flood zones

Historical cultural landscapes

Settlement centres

## Maastricht – Capital of Culture 2018

The initiative "Capital of Culture" is awarded annually to two cities in the EU and aims to highlight the richness, diversity and cultural ties that link Europeans together, and to promote mutual understanding among the people (European Commission website, Arens 2012). For the year 2018, Malta and the Netherlands are entitled to designate. Among others, the city of Maastricht in the Netherlands has made the decision for a cross-border candidacy on behalf of the entire Euregio Meuse-Rhine (Arens 2012). A focal objective of Maastricht's candidacy for "European Capital of Culture" is targeted promotion of the cross-border region's metropolitan potential.

In a broadly based, euroregional participation process, the opportunities and challenges of the joint candidacy were mapped out in working groups, workshops and individual meetings. In the context of the candidacy for Capital of Culture, Maastricht and the Euregio view themselves as the driving force of a new Europe of the citizens in which diversity in culture, language, tradition and landscape is the link between the people. Beyond the art festival, structural developments are to be tangibly advanced. The candidacy with the title "Revisiting Europe" was assessed by the jury as highly promising in November 2012 and was nominated for the final round. Concrete projects will be set after the decision of the Commission in autumn 2013 at the earliest (Arens 2012)



Fig. 21: Cover of the bid book "Europa wiederentdecken" ("Revisiting Europe") for the initiative "Maastricht – Capital of Culture 2018" (Stichting Maastricht Culturele Hoofdstad 2018)

# SETTING A GOOD EXAMPLE – FLAGSHIP PROJECTS WITH AN OPERATIVE ORIENTATION

## ▪ Chapter 5 summary

With concrete strategies and projects for cross-border spatial development, the operative spheres of action target the improvement of functional integration and competitiveness. As a priority, the IMeG partners see starting points for operative projects in the following areas:

- promoting cross-border mobility

- pooling forces in cross-border regions, networking infrastructures

- developing environmental protection and cultural landscapes across borders

- strengthening cross-border metropolitan regions as shared economic and scientific regions

Projects based on strategic needs in the cross-border region can bring significant added value for a metropolitan positioning of the region. They can trigger new projects and stimulate thoughts about future development options of a cross-border region.

With their concrete orientation, operative flagship projects promote territorial cohesion and metropolitan development in cross-border regions. The objective is a tangible improvement of inner-regional functionality with regard to the life and working worlds of the cross-border citizens, along with active positioning in international locational competition. Four operative spheres of action have been defined for this (BMVBS 2011: 89):

• promoting cross-border mobility

• pooling forces in cross-border regions, networking infrastructures

• developing environmental protection and cultural landscapes across borders

• strengthening cross-border metropolitan regions as shared economic and scientific areas

In the following, examples from the IMeG regions and further European metropolitan regions will be presented that demonstrate how cross-border regions can be strengthened through operatively oriented projects. The projects are based on the needs of the cross-border regions and generate added value in the metropolitan context.

# ■ 5.1
# PROMOTING CROSS-BORDER MOBILITY

Transport concepts that are integrated and tailored to the needs of residents are an important precondition for the interior functioning of a cross-border region and for its embedding in supra-regional networks. The rising number of cross-border commuters underscores the particular significance of cross-border mobility. Increasing mobility is welcomed in the cross-border regions; however, the resulting transport problems due to lacking infrastructural development and short-range public transportation that does not cater to the needs of commuters are difficult. There are still often deficits and gaps in the quality of offered connections to the supra-regional transport network, its level of development and conditions, as well in the general quality of connections and infrastructures (Ahrens / Schöne 2008: 96). There is room for improvement here. Transport infrastructure, particularly for short-range public transport, is an area in which people experience how easy it is to overcome borders.



The "Saarbahn": Cross-border public transport in the agglomeration Saar-Moselle (Picture: Dirk Michler)

## BODAN-RAIL 2020 in the Lake Constance region

With 4.5 million inhabitants, the Lake Constance region is an important cross-border business region in which Lake Constance is the central identifying feature and factor for business and the location. At the same time, it divides the national sub-regions and presents a barrier with regard to growing cross-border traffic. There are significant potentials for improvement here that should be strategically coordinated in a cross-border transport concept. For the first time, the project BODAN-RAIL 2020 shows the desired, future status of rail network and operation in the greater region of Lake Constance as a common planning region. With BODAN-RAIL 2020, it could be shown that the rail systems in Germany, Austria and Switzerland can be connected in a continuous junction system with an integral timetable. (website BODAN-RAIL)

By creating a continuous, higher-quality and synchronised transport offer with regularly running (direct) trains and, to a certain extent, significantly reduced travel times, the concept strongly caters to citizens. And that while maintaining profitability: Due to the improved offer, far more inhabitants will use the transport option with the result shown by model calculations that the operation will even cover its costs. The BODAN-RAIL project not only supplied concrete proposals for connecting all rail systems in the Lake Constance region but also planning instruments, such as a network planning model and a demand model. In addition, it promotes new cross-border governance structures through the cooperation and coordination processes between the various transport carriers (website BODAN-RAIL).
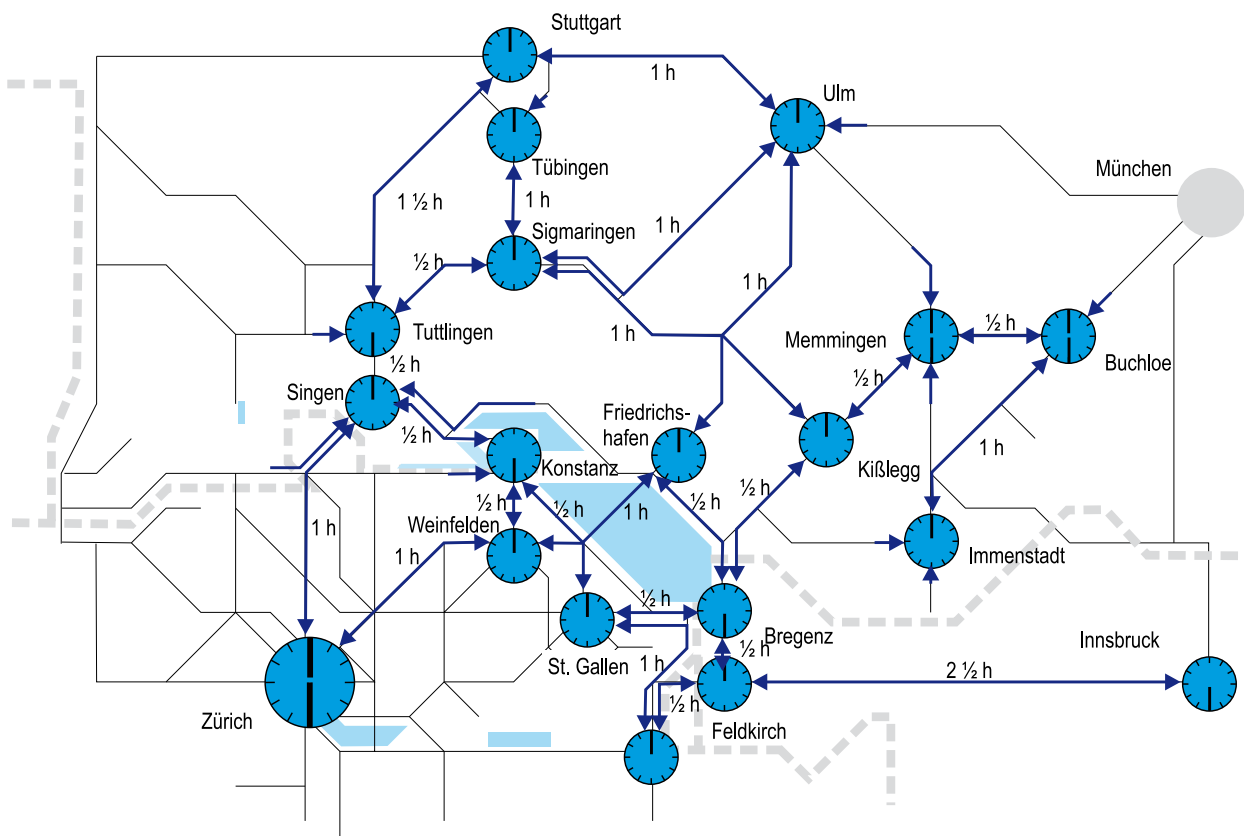


Fig. 22: Vertices and edges in the B-railway network, which connects medium-sized and small centres for a fast cross-border offer (INTERREG-Projekt BODAN-RAIL 2020, 2001: 30)

## M3 – Mobility without borders in Euregio Meuse-Rhine

Mobility is also a major issue in Euregio Meuse-Rhine and bears particular importance with regard to the further development to a European metropolitan region. The improvements in cross-border short-range public transportation that have been achieved or are still being pursued are based on previously demanded transport purposes – in particular commuting for work, studies and education, and shopping and tourism. In addition, specific services are offered that are considered as having a driving function with regard to intensifying (sustainable) economic or regional interrelations in the cross-border region. (Warnecke 2012)

The INTERREG project M3 provides a broad range of measures for this: Planning of additional, cross-border short-range public rail and bus transportation, the improvement of existing service offers, making fares more attractive for customers, better customer informa-tion through cross-border timetable information, and the use of modern technology in electronic ticketing (website mobility-euregio). The marketing label "mobility euregio" with its own website was initiated to create awareness among the region's residents. The website www.mobility-euregio.com offers customers cross-border timetable and fare information, as well as information on leisure offers that covers the entire Euregio Meuse-Rhine. News on latest developments or offers for cross-border public transport can be found on the start page (Warnecke 2012).

The project "M3 – Boundless mobility in the Euregio Meuse-Rhine" is funded with a total of approx. €1.6 million from the INTERREG programme for EUREGIO Meuse-Rhine and nearly €500,000 from the federal state NRW. The measures are jointly developed and implemented by the partners Aachener Verkehrsverbund, the Province of Limburg (NL), De Lijn (B), Région Wallonne & Transport en Commun (TEC) and the City of Aachen.
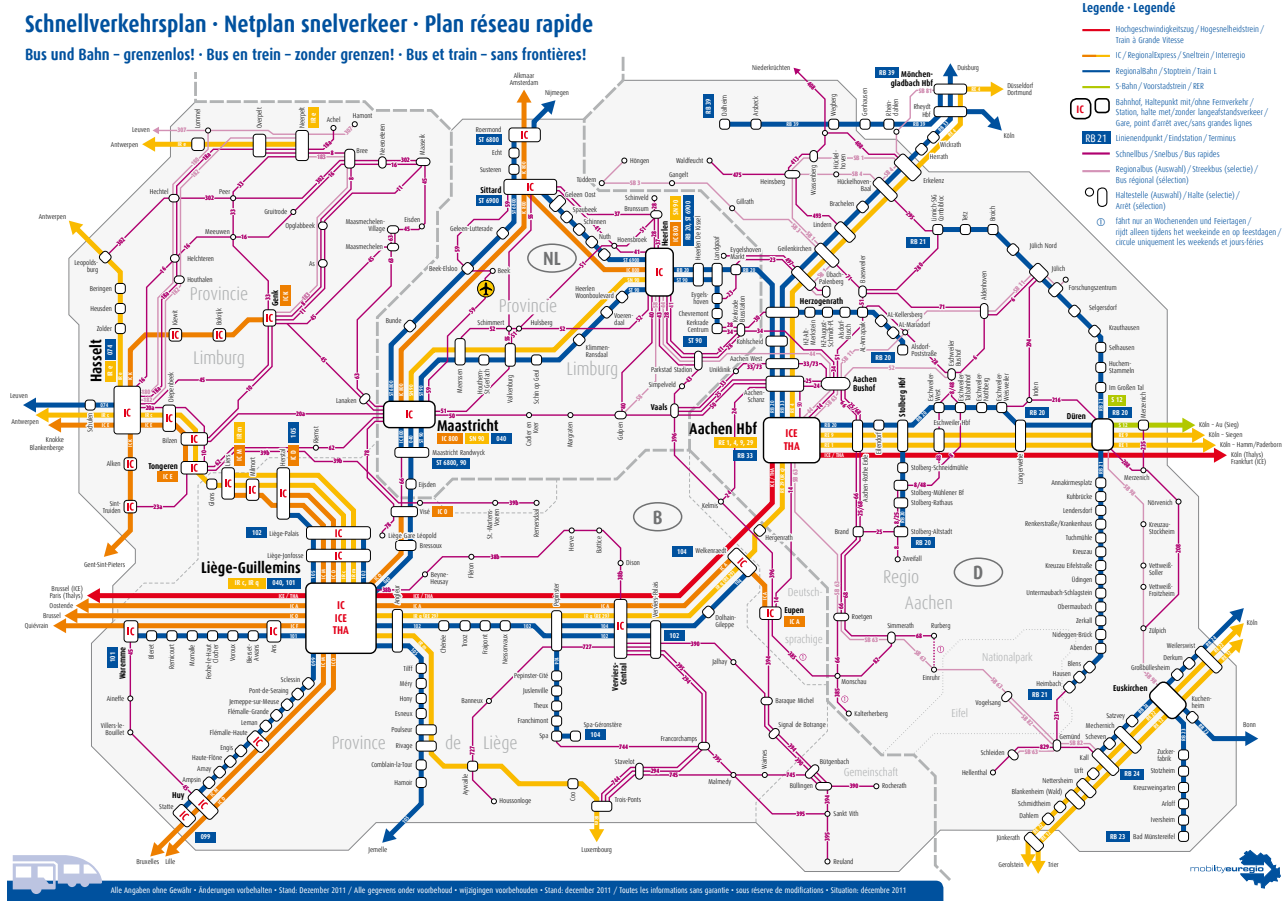


Fig. 23: Bus and rail – boundless! Rapid transit map in Euregio Meuse-Rhine (AVV GmbH)

## Öresund Region – „Greater mobility means more opportunities"

Since its completion in 2000, the Öresund Bridge has become a powerful symbol for the entire cross-border region: It symbolises the merging of the national sub-regions and intensive exchange between Denmark and southern Sweden. The rising number of commuters reveals this: Since the bridge was opened, the number of cross-border commuters has increased sevenfold until 2008. About 19,300 people per day crossed the Öresund Bridge solely for work or study purposes in 2008 (Øresundsbro Konsortiet 2009: 3, 13). In addition to the bridge, a 17 km long railway line (citytunnel) was built in 2010 to advance the connection between the Malmo main station and the Öresund Bridge. Shortened travel times and a significantly better access let Malmö become a very attractive residential area for commut-

ers in the last years (Tiedemann 2012). Not least, the development of mobility has led to further construction projects like the „Ørestad" in Kopenhagen and „Västra Hamnen" in Malmö – both are highly modern districts.

Further, large-scale infrastructural projects are also planned for the future in the region and will target the improvement of international accessibility, inner-regional mobility and the crossing of the region itself. An additional bridge between Helsingborg (Sweden) and Helsingør (Denmark) is planned. The status of Copenhagen Airport as main hub is to be maintained; public transport on both sides of the Sound is to be further developed; and a railway network with, among other things, higher speeds to Kastrup is to be created (website Öresundskomiteen). These topics were discussed at the beginning of 2013 at a joint conference with politicians responsible for infrastructure (Tiedemann 2012).
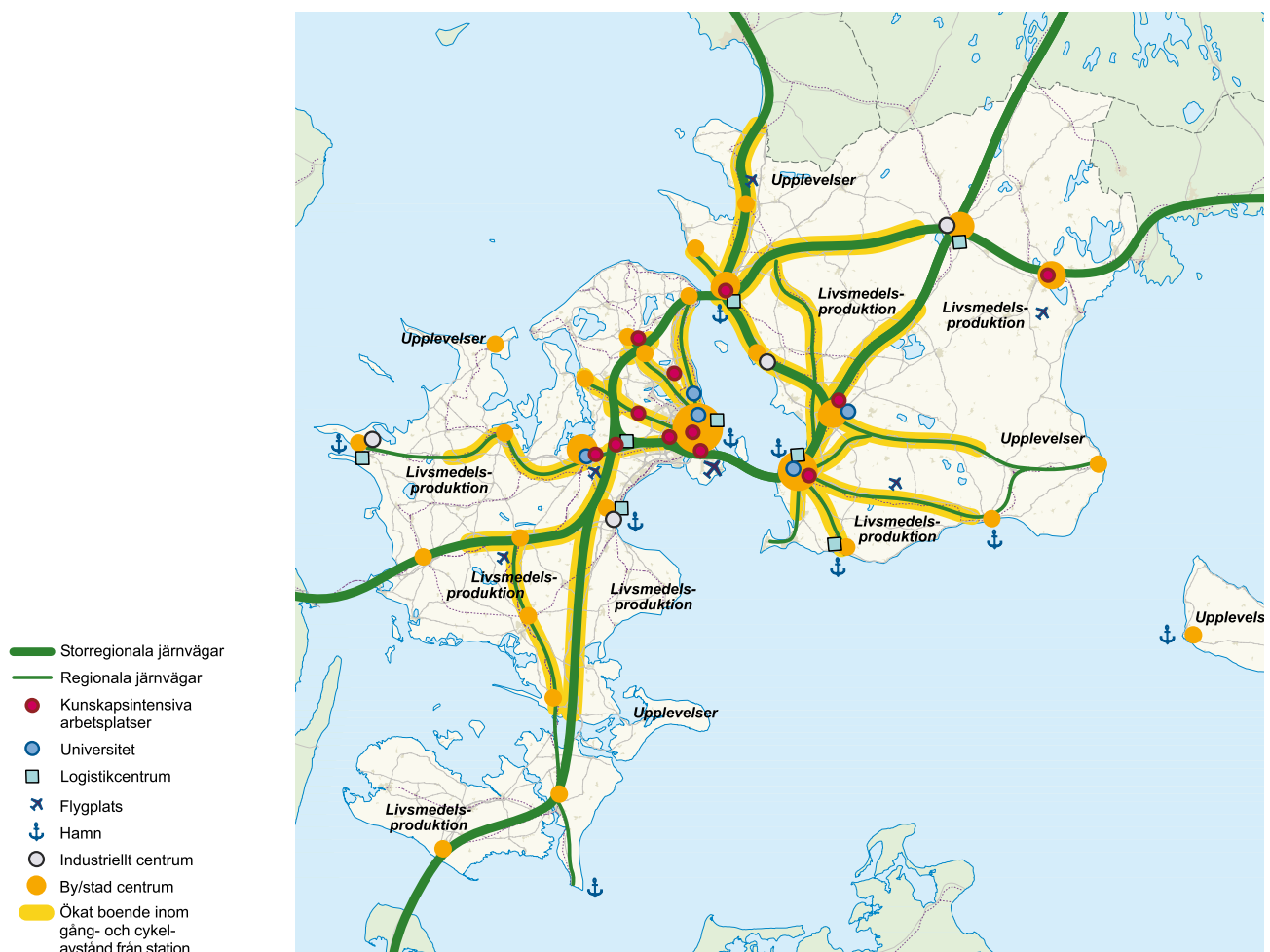


Fig. 24: Improved accessibility and mobility: Scenario Konkurrenskraft 2025 (Region Skåne)

## ■ 5.2
# POOLING FORCES IN CROSS-BORDER REGIONS, NETWORKING INFRASTRUCTURES

How can infrastructures and offers be better networked and duplicate structures avoided? This question particularly occupies spatial planning actors in cross-border regions. Duplicate structures can be found there in all areas of everyday life and business: in public services, in locational development for industry and trade, in the development of renewable energy, and also in the areas of tourism, leisure activities and culture. Merging could bring significant synergies because costs are saved in times of tight resources and complementary institutions in cross-border metropolitan regions can simultaneously be strengthened through specialisation.

**Upper Rhine Valley – Tourism in the Trinational Metropolitan Region Upper Rhine**

The INTERREG project "Upper Rhine Valley – Tourism in the Trinational Metropolitan Region Upper Rhine" (website URV; FWTM Freiburg) shows that pooling activities can help to successfully market a cross-border region not only within Germany or Europe, but also in the USA, Canada, China, Japan, South Korea and India. In these countries, travel businesses and media are addressed in a targeted manner and receive the opportunity to visit the Upper Rhine as part of specific travel offers. In the Upper Rhine region itself, the project partners promote cross-border cooperation of tourism actors through info-meetings and expert tours. Cross-border products are created, e.g. for cycling tourism or contemporary art, and the foundation is laid for joint marketing with the respective actors, such as bicycle rental companies or museums. Several working groups organise the necessary coordination processes. This creates new, informal networks that support and advance metropolitan governance structures.

With its beautiful landscape and yet a metropolitan character, the Upper Rhine region can make a name for itself particularly in the international market and thereby promote interior regional interrelations as well. The number of overnight stays and the multiplying function of the business factor tourism contribute to the long-term regional benefits of the project.
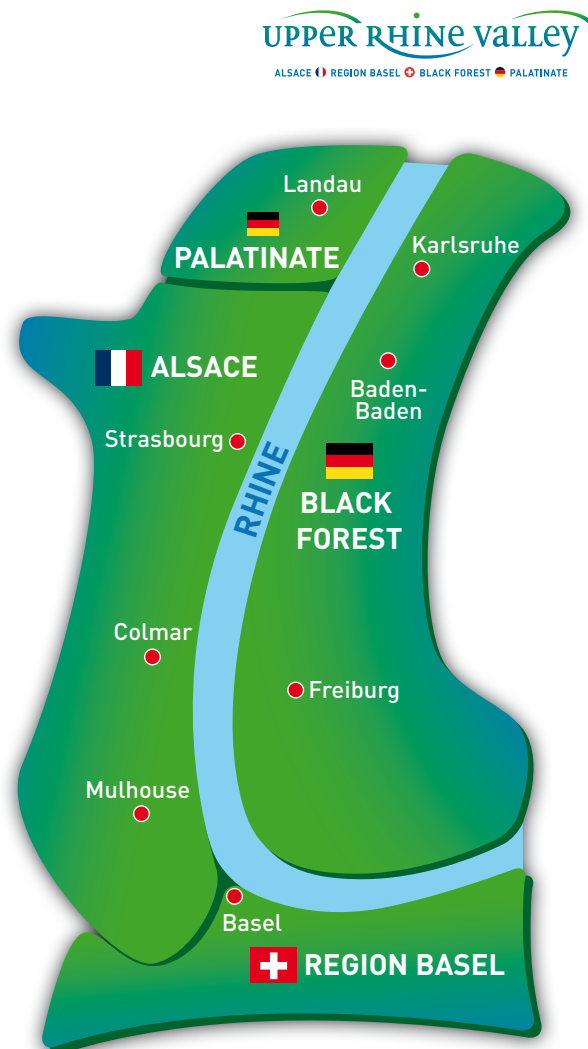


Fig. 25: The Upper Rhine region as a tourist destination (website Upper Rhine Valley)

## Cross-Border Network for Energy-Efficiency/Renewable Energies in the Greater Region

Since 2009, a German-French network has supported networking of specialised actors and informational exchange on the subjects of energy efficiency and renewable energies in the Greater Region. The INTERREG project primarily focuses on a comparison of the cross-border markets and structures with the aim of identifying development challenges and finding practical solutions. Three partners from two countries are participating. Leading partner is ARGE SOLAR, a consulting centre for energy and environment in Saarland.

The website for the project (www.eneff-interreg.eu) offers current information on innovative technologies, such as photovoltaics, combined heat and power, or geothermics, as well as lighthouse projects that have been carried out and marked on an ECO map. The projects are tied to public and social buildings, as well as innovative technologies in the area of energy efficiency and renewable energies. The climate protection concept for Kaiserslautern with which 339 t $CO_2$ are saved annually or the conversion of various building to "passive houses" are first precedent-setting steps for an energy-conscious future.

## Cross-border physician supply in the cross-border region German-Netherland-Belgium

Cross-border health care has always been a complex topic. This is evident, among other things, in the duplicate structures of hospitals on both sides of the border and in the national orientation of the health insurance systems. The project for cross-border physician supply is a milestone and sets a precedent as the cooperation between the states in health care will be introduced before the EU patients' rights directive, which enters into effect starting in 2014 (website Ärztezeitung). For example, since 2013, patients with certain insurances in the Netherlands and Belgium may receive treatment by German physicians provided they have applied for the new health cards "eGCi" or "eIZOM". Patients insured with AOK Rheinland/Hamburg may also apply for "eGCi" or "eIZOM" to receive medical care and service in the Netherlands or Belgium. Currently, 8,200 Dutch people, 6,000 Belgians and 3,000 Germans take advantage of this (website Mönchengladbacher Zeitung). In light of the demographic change – and, particularly, the rising number of older and very old people – the cross-border physician supply leads to supply structures that are more flexible and allow residents who live near the border to visit physicians closest to them – even when the doctor's office is in the neighbouring country.



The photovoltaics system on the roof of the Geschwister-Scholl-Schule as one of the lighthouse projects (Picture: Stadt Kaiserslautern)



Fig. 26: The eIZOM health card
(Website CSC – Grenzgängerdienst)

# 5.3
## DEVELOPING ENVIRONMENTAL PROTECTION AND CULTURAL LANDSCAPES ACROSS BORDERS

Cross-border environmental protection has a long tradition: The founding of the International Commission for the Protection of Lake Constance in 1959 was a response to increasing water pollution. As a result of joint efforts, Lake Constance was secured as a continued drinking-water reservoir. In the meantime, milestones in environmental protection have been anchored at the European level. For example, the Member States are obliged to designate habitat sites for flora, fauna, and conservation that form the European area network Natura 2000. To date, however, the designation has been more nationally oriented and is to be more strongly coordinated in a cross-border manner in the future (website FFH-Gebiete). The same applies to cultural landscapes that have increasingly been on the EU's agenda since 2000 through the European Landscape Convention and which are considered a "basic component of the European natural and cultural heritage" (website Council of Europe – ELC). Topics such as flood protection and water pollution control have long been the subject of intensive cross-border cooperation: "Particularly the catchment areas of flowing water bodies and the development of flood risks do not care about national borders; however, they also do not care about the borders of existing, cross-border functional areas" (BMVBS 2011: 86).

### MORO "Landscape Network Mosel"

The MORO "Landscape Network Mosel" strives to more strongly network the various projects and activities on the Moselle with the aim of securing and carefully further developing the natural and cultural heritage of the Moselle landscapes. The initiative places spatial emphasis on the so-called "Dreiländermosel" (trinational Moselle region): The historical wine-growing landscape of the "Dreiländermosel" is undergoing profound change. Drivers of this change include progressive abandonment of agricultural land and scrub encroachment of the wine-growing area on the German side, as well as widespread land consolidation on the Luxembourgish side. In addition, the economic boom in Luxembourg and settlement growth in the "Moselengtal" have left their marks. In the first phase (2009-2011), networks with key actors were already created, spatial perspectives for the development of the Moselle landscapes were designed, and central themes were jointly identified. The main fields of action were

established in the MORO workshops and perspectives for spatial development were discussed. In the second phase of MORO (2012 to end of 2013), seven Demonstration Projects in the trinational Moselle region are now to be implemented. Central topics are, for example, the development of natural heritage and cultural landscapes, the upgrading or networking of shore areas, the new cultivation of abandoned wine-growing slopes or the promotion of water-related tourism. Through municipal and cross-disciplinary coordination and pooling processes, the implementation of an integrated cross-border river landscape development is being jointly driven forward. At the same time, the project has a strong strategic orientation based on the future development of the region and the strengthening of the Moselle as a common identifying feature for the people and the entire Greater Region.



Federal Ministry of Transport, Building and Urban Development

MORO

**Landschaftsnetz Mosel**
Réseau des paysages mosellans

Verkehr Mobilität Bauen Wohnen Stadt Land Verkehr Mobilität Bauen Wohnen Stadt Land **www.bmvbs.de** Verkehr Mobilität Bauen Wohnen Stadt Land Verkehr Mobilität Bauen Wohnen Stadt Land Verkehr Mobilität

**Phase 1: Ergebnisse im Überblick**
Phase 1 : Récapitulatif des résultats

**Eurometropolis Lille-Kortrijk-Tournai – Trame bleue et verte**

As part of the Strategy 2014-2020, the Eurometropolis Lille-Kortrijk-Tournai has set targeted priorities for the development of the cross-border region: The economic potential is to be further developed, mobility within the Eurometropolis and international accessibility of the region is to be strengthened, and the "blue" and "green" axes are to be developed for an attractive landscape. With the concept "Trame bleue et verte", the Eurometropolis strives to become a trailblazer for sustainable development.

An integrated approach is foregrounded: Economic aspects therefore also play an important role in the development of the "blue" and "green" axes. Using the waterways, the "trame bleue", as logistics hubs and transhipment points is viewed as a possibility for linking ecological and economic potentials. In addition, the axes are to be developed in connection with mobility and touristic/cultural aspects. As a fourth, overarching aspect, the dimension of environmental protection is foregrounded. The contractual design of the shore is an example of how measures in this area could manifest (see Fig. 27). Overall, a "boundless" network between the blue and green axes is to be established and inter-relations in the Eurometropolis thereby strengthened (Eurométropole 2011: 9).
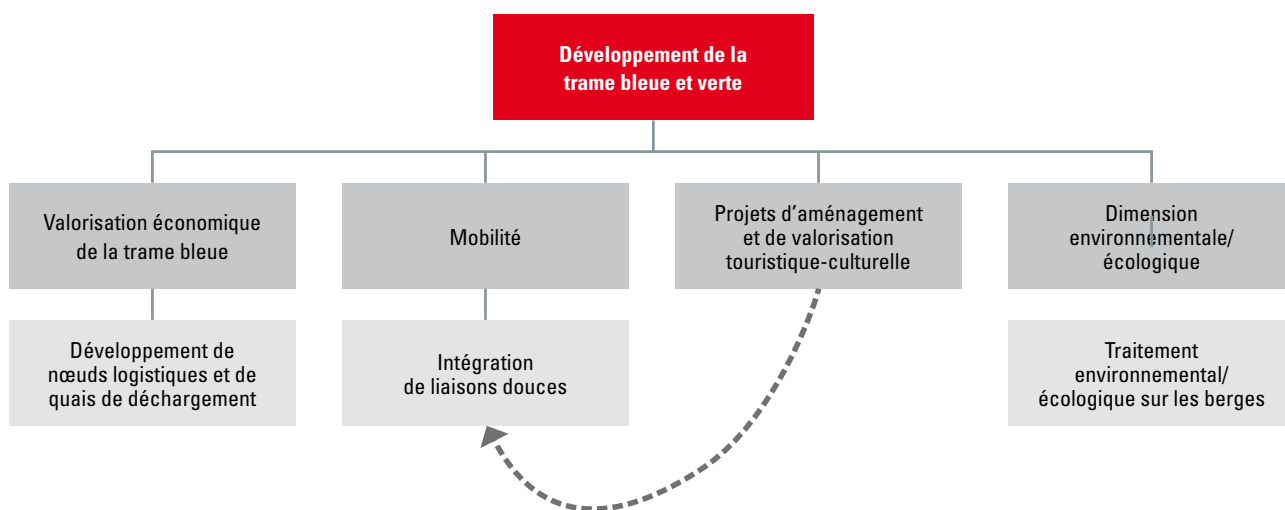


Fig. 27: Trame bleue et verte (Eurométropole Lille-Kortrijk-Tournai)
Exemple: Intégrer la dimension économique des voies d'eau dans un projet transversal prenant en compte toutes les fonctionnalités

# ■ 5.4
# STRENGTHENING CROSS-BORDER METROPO-LITAN REGIONS AS SHARED ECONOMIC AND SCIENTIFIC AREAS

From an economic standpoint, strengthening the specific hard and soft location factors and their inter-linkage within cross-border regions is essential. Since the beginning of the 1990s – when the creation of a common economic area was on the European agenda – the EU concluded numerous treaties that facilitated trade in the EU internal market. However, the potentials for business and innovation have not been sufficiently networked in cross-border regions to date: "Efforts to develop cross-border functional regions into shared business regions could bring significant added value for the national sub-regions" (BMVBS 2011: 87).

As the following examples illustrate, the basis for a shared cross-border business region must be created in the region itself: by basing economic development on a concrete marketing strategy and through close cooperation between companies with regard to promising business clusters. Already now, the cross-border metropolitan regions are considered "motors" of European development due their high dynamics; and by pooling their strengths, they will also be able to hold their ground globally. CBMRs utilise the specific opportunities of cross-border regions in science as well. In university cooperation networks, such as the International Lake Constance University (Internationale Bodensee-Hochschule, IBH), competence is pooled and students can acquire a variety of qualifications. This is particularly attractive when multilingualism is also promoted.

**International Business Region Lake Constance (Internationaler Wirtschaftsraum Bodensee, IWB)**

Numerous successful SMEs and outstanding internationally operating companies, some of which are leaders in the global market, are the trademark of the international business region Lake Constance. To actively structure and coordinate activities in the Lake Constance region, the project "International Business Region Lake Constance" was initiated with Bodensee Standort Marketing GmbH (Lake Constance Location Marketing) as managing partner for the INTERREG programme. The perception of the region as a "dynamic business location with a high quality of life, attractive leisure offers, competitiveness and significant growth potential" is to be strengthened (website Bodensee Standort Marketing, website Bodenseekreis).



Brand launch „Vierländerregion Bodensee": Accompanied by several highlights, the regional brand „Vierländerregion Bodensee" was officiallly started on 13.09.2011. The 15 project partners unveiled the regional brand in a spectacular way on the ferry „Tábor" with 300 balloons colored orange, red and violet – just like the brand. On its side the ferry was fitted with the largest ever panoramic picture of Lake Constance. At the same time the film of the brand celebrated its world premiere. (Picture: Achim Mende)

The IWB project is based on the study "Themenwelt Bodensee" by Arthesia AG (website Vierländerregion), which provided a conceptual foundation for future locational development and marketing around Lake Constance. Focus was placed on the question of how national interests can be tied to cross-border objectives. The IWB project is now implementing the results of the study.

All relevant institutions, business promotion services and authorities who want to jointly market the Lake Constance region as a strong business region are involved in the project – this goal is also anchored in the guiding vision of the International Lake Constance Conference 2008. In addition to economic potentials, the areas of tourism, science and education, culture, politics and sports etc. are also integrated. As part of the joint marketing and communication campaign, the regional brand "Vierländerregion Bodensee" ("Fourcountryregion Bodensee") was created as a central milestone; an Internet portal ("Marktplatz Bodensee") is currently being developed. The regional brand was designed with inclusion of the tourism sector and the project "Positioning Lake Constance" of the "Internationale Bodensee Tourismus GmbH".



Common trade-fair appearance at EXPO REAL: Visit of the deputy Minister President and Minister of Finance and Economics Dr. Nils Schmid at the information desk of the "Fourcountryregion Bodensee" ("Vierländerregion Bodensee) at the EXPO REAL (Picture: Bodensee Standort Marketing GmbH)

## Towards "Top Technology Cluster" TTC in the German-Dutch-Belgian cross-border region

Since 2008, Southern Netherlands (provinces North Brabant and Limburg), eastern Belgium (provinces Flemish Brabant, Limburg and Lüttich) and western North Rhine-Westphalia (sub-regions of the administrative districts Cologne and Duesseldorf) have joined forces in the INTERREG initiative "Top Technology Region (TTR)". The special strategic approach of this initiative is to boost projects that aim to develop the outstanding business and technological potential in a cross-border manner. Moreover, the institutional frame conditions of the cooperation are to be improved across the borders.

To stimulate cooperation between technology-oriented companies (including research and development institutions), not only a number of activities are offered for getting to know each other, B2B matchmaking and project partnering during the project period, but also additional support measures (business development support) in which technology-oriented entrepreneurs receive expert assistance, services and funding so that they can tackle the first steps from good ideas to concrete project starting points and joint project consortiums without difficulty. This approach particularly strengthens the metropolitan competition and innovation function, and regional governance is further developed through new project-specific structures.

Towards "Top Technology Cluster" TTC represents a first concrete contribution to bringing the joint initiative TTR ELat to life. TTC focuses on two important strategic lines of the TTR ELat action programme: business development and networks. It targets technology fields that an international benchmark study identified as being particularly promising: health/life sciences, information and communication technology, energy, and new materials/chemistry. Through this project, business power and entrepreneurial innovation promotion can be strengthened and, not least, new jobs can be created. The CBMR thereby becomes an interesting location for new companies and can position itself at the European level.





Mid-term event on 28 June 2012 in Forum M, Aachen: Prof. Joel West, PhD, "open innovation researcher" from Claremont (CA), USA (left); first innovation vouchers are awarded to Aachen technology firms (right) (Pictures: AGIT mbH/Andreas Herrmann); www.ttc-innovation.eu

# LOOKING BEYOND NATIONAL BORDERS – CROSS-BORDER SPATIAL MONITORING

## ▪ Chapter 6 summary

In the past years, CBMRs have recognised the need for geographical information systems: Geographical information systems are vitally necessary for assessing potentials and deficits in CBMRs and for forecasting future developments.

Cross-border spatial monitoring has to deal with specific challenges: Relevant data on spatial structure and spatial development is often not available throughout Europe, is often not standardised in its collection and thus not comparable in its results. These problems have not yet been satisfactorily solved. Particularly the INTERREG initiative has promoted the development of cross-border GIS in the IMeG regions and other CBMRs in Europe. Many projects have been initiated. The cross-border perspective is also necessary at the federal level, for example for the Federal Transport Infrastructure Plan. A standardised data structure in Europe remains an important future task.

Strategies for spatial development are particularly important in cross-border regions for promoting territorial coherence and integration processes. However, they can only take full effect when they are based on a secure data basis. Only then can current potentials and deficits in the CBMR be estimated with certainty and future developments predicted. For many cross-border regions, this is precisely the problem: Differing national practices for collection and processing of data material make it difficult to combine information and statistics. The challenge lies in the generation, harmonisation and processing of a standard and coherent data basis for the entire cross-border region:

Probably the greatest challenge is **Europe-wide data availability**, which is often not given despite the variety of databases and statistics, such as eurostat, ESPON or EuroGeographics. A second problem is closely tied to this: Even when data on a specific matter is generally available in all European countries, it is normally only available at NUTS 1 or 2 level, but not **NUTS 3 level**, never mind LAU units. However, for spatial planning matters in cross-border regions, data from this spatial level is often required as the higher NUTS levels do not provide a suitable basis for concrete planning projects due to the large scale. Even when the datasets are complete at the corresponding NUTS and LAU levels, there is the question of how and when the **data was collected**. Framework conditions and criteria for collection are not coordinated between the European nations and in many cross-border regions; the datasets are therefore only comparable to a limited extent. Commuter movements, for example, are often only collected within the respective countries and at irregular intervals. Data on secondary residences is partly missing. In addition, changes in municipal borders often prove to be problematic and result in lacking congruence of data reference and spatial boundary. Furthermore, the data within the administrative units is often not standardised and cannot be directly entered in the GIS. Even once data has been harmonised, there are differences with regard to the cartographic presentation of symbols or keys; due to different scales, not all data can be presented in the same manner.

**Cross-border spatial monitoring from the perspective of the German Federal Government**

At the federal level, cross-border spatial monitoring stands in connection with § 25 ROG (Spatial Planning Act) and the formulated task of the Federal Government to establish an information system for spatial development in the federal territory and in bordering areas. In many areas, cross-border data also plays an important role from the federal-German perspective as well, for example in federal transport infrastructure planning: As long-term traffic forecasts are required as a decision basis for infrastructure planning, a Forecast for Transport Interdependencies 2030 is currently in preparation and must also consider cross-border traffic flows and goods-exchange relationships, for example between Karlsruhe and Alsace.

Although data already exists for Europe and the cross-border regions in Germany at the federal level, as impressively shown in the study "Metropolitan Regions in Europe" by the BBSR (2010), a differentiated and systematic inclusion of planning-relevant data in cross-border regions at federal level would be a major additional benefit and could significantly promote cross-border integrated spatial planning in the cross-border regions.

As the need for cross-border information management or regional monitoring has been apparent for years, data, map and geoinformation portals are being developed in the IMeG regions. The examples of geoinformation portals show that there are various ways in which maps with regionally pertinent information for spatial actors and the public can be created.

**Lake Constance region – the portal DACH+**

With the portal "DACH+", which deals with spatial development and spatial monitoring in the Lake Constance region, the development of a geoinformation system was launched as part of the INTERREG programme. In the meantime, the project has established itself to the extent that a continuation outside of the INTERREG funding is planned.

The map viewer used in DACH+ combines various information relevant to spatial planning. For example, as data from the geoportal Spatial Planning Baden-Württemberg is available in DACH+, the State Development Plan Baden-Württemberg, the Area Zoning Plan Vorarlberg, or the specifications of the Structure Plan Graubünden can be directly loaded and overlaid with the services of other specialist centres. In addition to the geodata processed or collected as part of the DACH+ project (e.g. Corine, relief and topographic data), external data can thereby be used as well through WMS services (Web-MapServices). Through the use of the various web services, DACH+ can also provide data cross-border on agricultural operation structure, fragmentation, tourism, vehicle density or total commuters. Relevant data for spatial planning and spatial development, such as central locations, densely populated areas and conservation areas are taken from the BBSR spatial monitoring. In contrast to other portals, DACH+ gives the user tools that can be used to individually create maps.
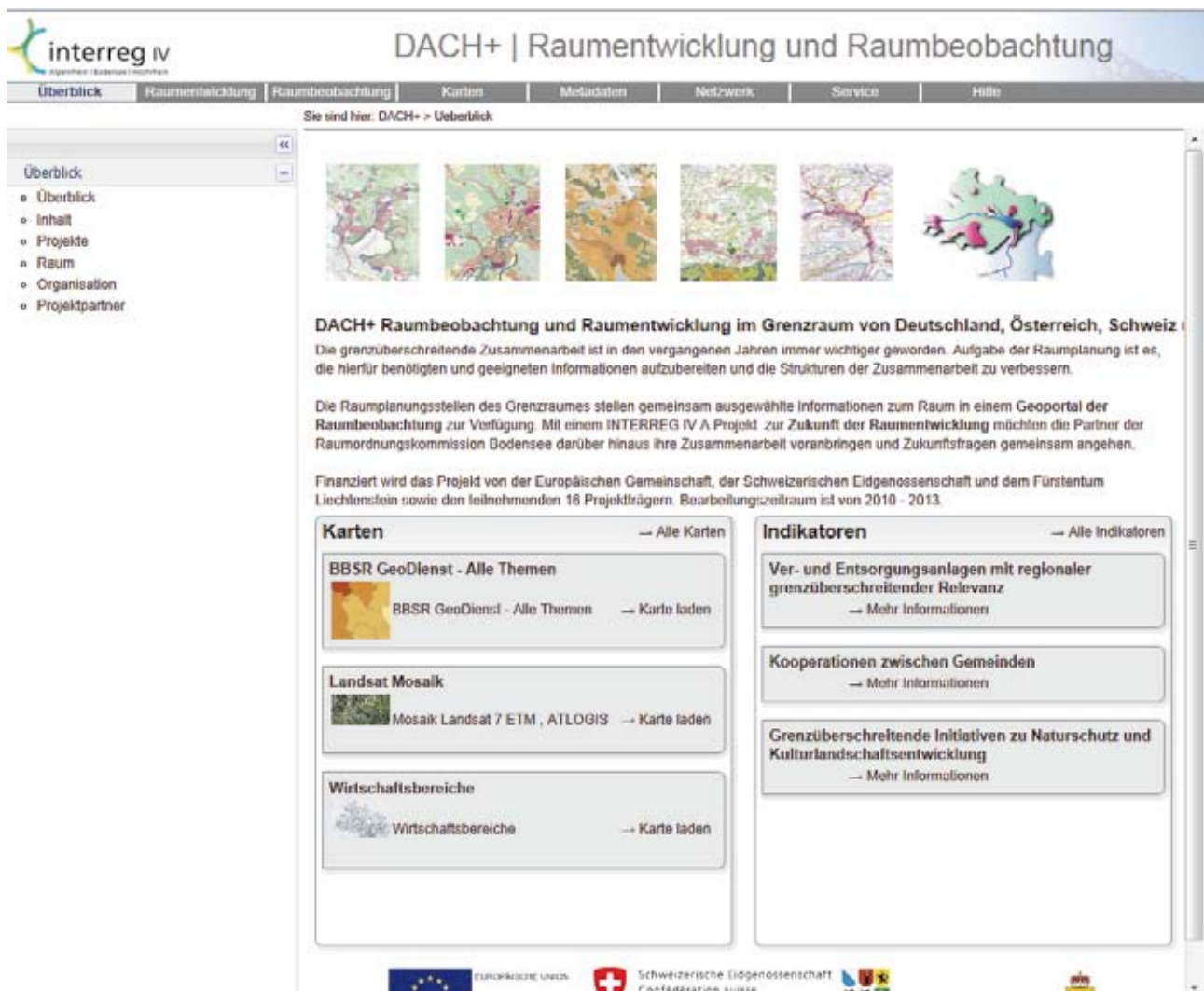


Fig. 28: The GIS portal DACH+ (Website DACH+)

**Trinational Metropolitan Region Upper Rhine – GISOR**

The portal "Upper Rhine Geographical Information System" (Geographisches Informationssystem des Oberrheins, GISOR) is a digital, geographical database for the Upper Rhine region with maps and socio-economic data. At the same time it is a very effective instrument for cross-border cooperation between Germany, North-West Switzerland and France (Website GISOR). The added value is that the actors of ORK, the ORK-working groups, the financial partners as well as the public institutions can use the maps, which are online, for pilot projects and planning campaigns. It makes (political) decisions easier to come by. Furthermore, the central task is to create cross-border maps, which can be used by every resident of the Upper Rhine region for professional and private purposes.

GISOR is based on a different structure than DACH+; however, the objectives of the two systems are the same. With GISOR, the geodata is joined in one system and cartographically processed. The result is a collection of maps with subject maps, for example for environment, transport, land use, statistics, health and tourism. These can be downloaded on the website along with a variety of geographic base data, thematic geographic data and metadata (website GISOR).

In contrast to the DACH+ portal, finished maps are provided, thus allowing fast access to information. For the user, GISOR therefore provides a service that is easy to use, but not individually designable.
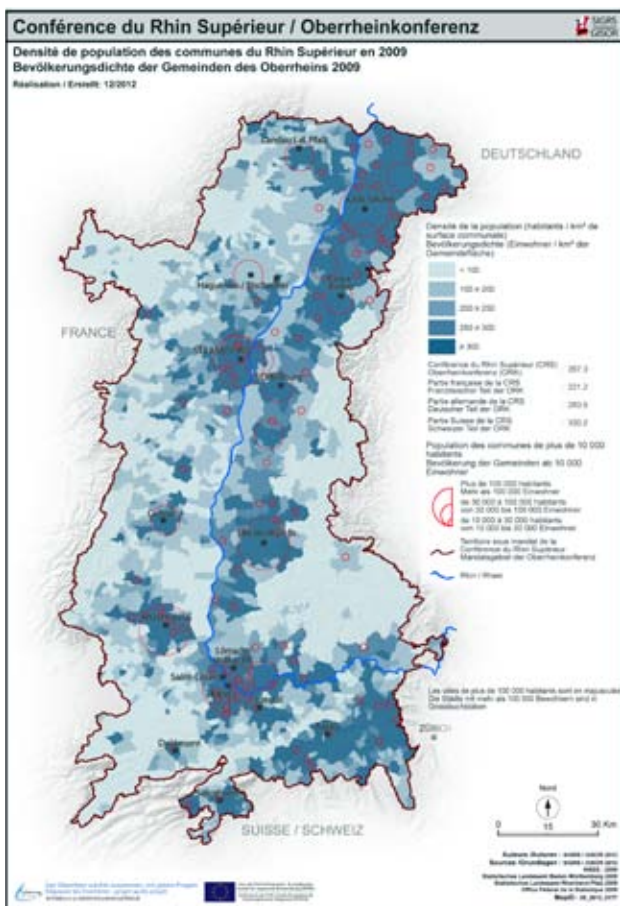


Fig. 29: Population density of the Upper Rhine municipalities in 2009 (SIGRS/GISOR 2012)
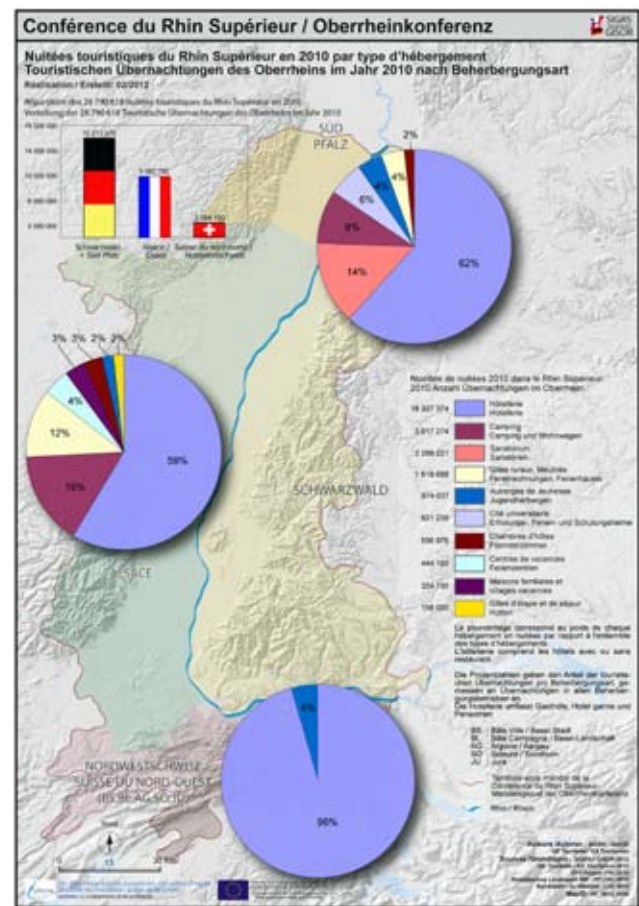


Fig. 30: Tourist overnight stays in Upper Rhine in 2010 based on the type of accommodations (SIGRS/GISOR 2012)

## Greater Region – GIS-GR

The geographic information system for the Greater Region was initiated at the Greater Region summit and funded in the first phase (2010-2013) through INTER-REG. It serves the structuring, processing, comparison and analysis of geographically referenced and thematic data and thereby improves understanding of processes in the Greater Region. Particularly in the last year, the system has enormously advanced and allows the creation of own maps. In addition, maps and explanatory texts can be downloaded from the website. Based on the theme, these support, for example, the preparation of the spatial development concept for the Greater Region, and they present the metropolitan dimension of the Greater Region, the centre structure, and the typology of the metropolitan functions with regard to the regional centres of the Greater Region. Further thematic maps are being successively created and published (see www.gis-gr.eu).

The institutional cooperation in the Greater Region encompasses standing working groups, whose task it is to realize concrete projects and concepts. GIS-GR is an useful working tool for large scale tasks concerning spatial planning and development, and for projects and initiatives of the thematical working groups of the Greater Region. The coordinating committee for spatial development, being the working group of the larger region, which is assigned to accompany all pending tasks in the context of spatial planning and spatial development, for example the spatial development concept, is in constant exchange with the GIS-GR (MDDI 2013)
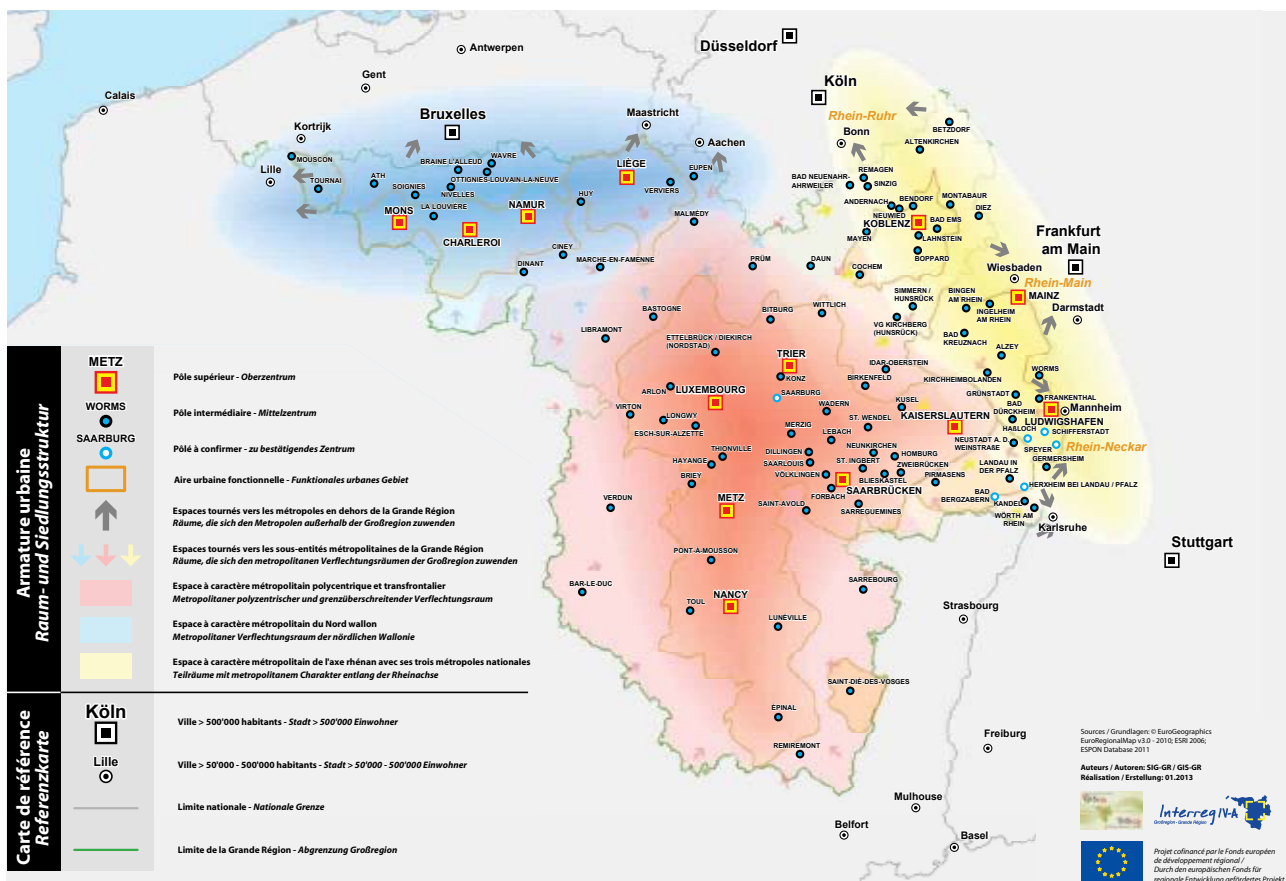


Fig. 31: The metropolitan dimension of the Greater Region (MDDI 2013: 55)

## Euregio Meuse-Rhine – The Locator

"Boundless information for enterprises" is what "The Locator", a four-language, multifunctional information system for enterprise locations in the Euregio Meuse-Rhine, which is currently in development, is to offer. In contrast to the other presented projects, no general regional data is offered here but current, detailed settlement information that is comparable across borders. While some of the functions offered on the website are not to be activated until the end of 2013, those who are interested can already search for an industrial site that is suitable for their requirements: On the drop-down menu, information can be entered on the location (federal state, region, city/municipality, name of the industrial area), property (size, buy/lease, price/sq m, availability immediately/later) and accessibility (distance in km to (freight) rail station, inland port, motorway, airport). Once the individual search parameters have been entered, a map shows all potential industrial sites; property descriptions are also offered. All information is offered in English, German, Dutch and French (website AGIT – The Locator, AGIT 2012).

The location information system was initiated as part of the INTERREG project "Industrial Site Portal EMR" and is provided by a cross-border consortium comprising the Aachener Gesellschaft für Innovation und Technologietransfer (AGIT) and further partners in the Netherlands and Belgium. The entire project is expected to run until the middle of 2014; after this time, the web portal is to be continued by the partners involved using own funds (website AGIT – The Locator).
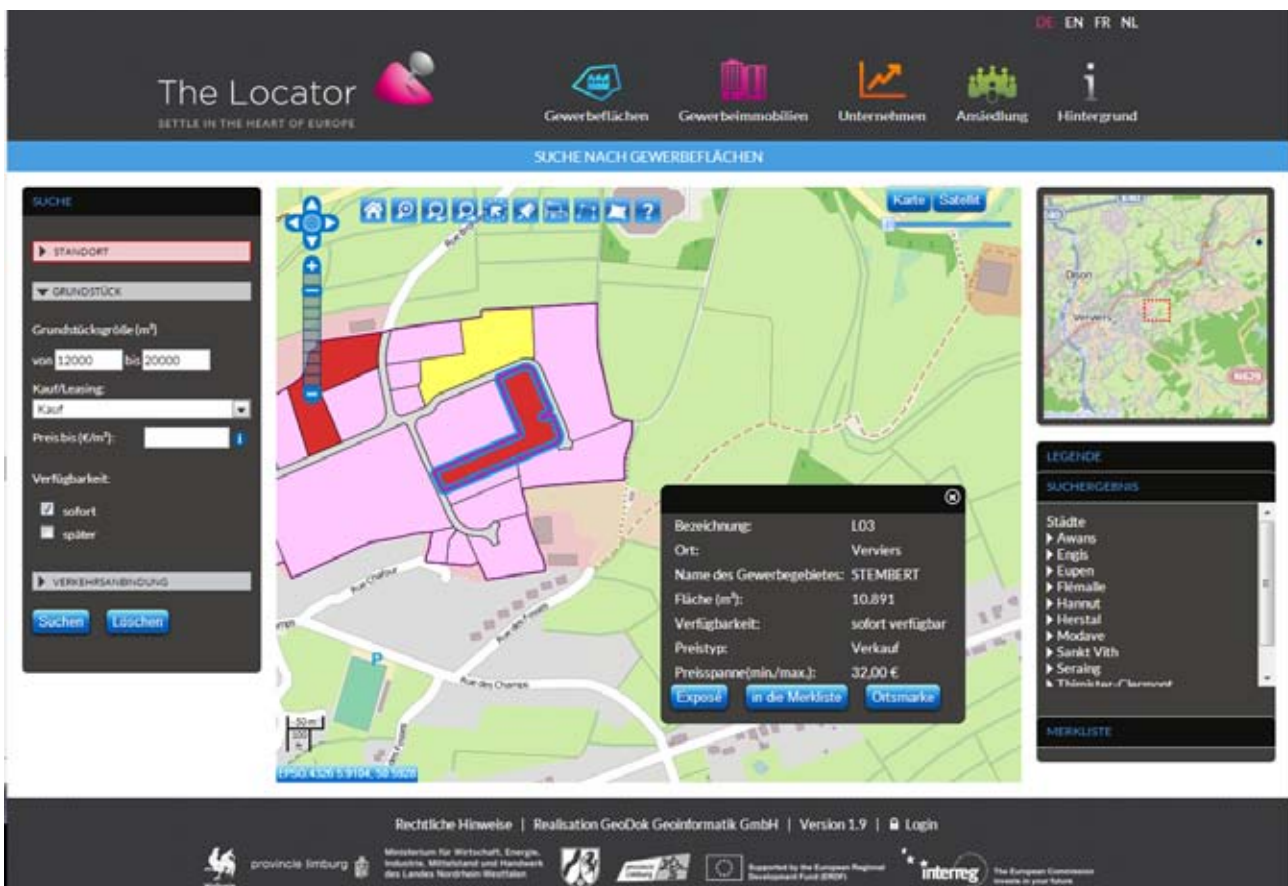


Fig. 32: The Locator offers help to find appropriate industrial sites (Website AGIT – The Locator)

# BETTER MANAGING COOPERA-TION AND CONFLICTS

## ■ Chapter 7 summary

Despite decades of cooperation, the cross-border regions still face major challenges in joint spatial development. Language barriers, national law and administrative systems, as well as differing planning cultures and levels of actors hamper cooperation. Difficult problem fields are rarely dealt with; solving simple problems characterises the cross-border politics. Particularly with important or conflict-laden settlement decisions in the national sub-regions, the institutions beyond the border are often informed too late and not to a sufficient extent.

The reasons for this often lie in current structures in cross-border cooperation, which are often not suitable for solving cross-border conflicts – corresponding strategies for solving conflicts have been lacking to date (Euro-Institut 2010).

Due to intensive functional interrelations, there is an especially high density of conflict. This is why "better managing cooperation and conflicts" is a central concern in cross-border metropolitan regions. The workshop carried out on the subject "Cooperation Management in CBMRs" was an important first step. In collaboration between the IMeG partners and guests in the neighbouring sub-regions of the CBMRs in Belgium, France and Switzerland, first starting points were developed. Special focus was placed on the intercultural dimension of conflicts in cross-border regions, methods of a constructive conflict culture in territorial cooperation systems and the further development of cross-border governance with regard to conflict solutions.

"Cross-border cooperation does not mean that one of the partners first acts alone, nationally, and then later tries to involve the neighbours on the other side of the border or to cooperate with them. It means [...] the development of shared programmes, priorities and actions. It also includes a comprehensive involvement of social groups, administrative levels etc. in the cooperation." (Jens Gabbe, former general secretary of the AEBR, in: AGEG 2001: 10)

The thematic orientation of cross-border cooperation and projects has increasingly fanned out over the years: All fields are represented, ranging from business and research, to culture and education, to environmental protection, transport and spatial development. Although there are numerous urgent and also conflict-laden problems in the cross-border regions, these are often insufficiently considered in cross-border projects. The trigger for cross-border cooperation was and is often the solving of concrete problems.

Difficult problems, however, are to a great extent excluded – focus is placed on solving simple cross-border problems or issues: "This strategy of not addressing conflicts in the regional institutions is counterproductive, but also understandable: The cooperation relationships are strongly based on personal relationships of trust – and these are not to be strained by conflicts, particularly when no solutions are in sight. The inability to solve conflicts in cross-border planning is intrinsic to the system: As long as no strategies are found for solving conflicts within horizontally networked cooperation structures, this can't be changed" (Bächtold 2010: 34).

This is why the structures in cross-border cooperation today can only solve cross-border conflicts to a certain extent; to date, there has been a lack of corresponding strategies for solving conflicts (Scherer 2010). For this reason, the IMeG partnership has intensively devoted itself to the management of in-formation, cooperation and conflict solving in cross-border metropolitan regions. Initial focus was placed on examining the various barriers that are specific to cross-border regions and that can lead to conflicts there.

In cross-border cooperation, planning actors in neighbouring countries are often insufficiently informed of (spatially relevant) planning projects. Resentment and conflict can quickly arise whenever matters are not communicated at an early stage and on an equal footing. Reciprocal communication is, however, only a first step. In the future, efforts need to be made to sufficiently consider the cultural backgrounds of planning actors on either side of the border, to find approaches for a constructive conflict culture, and to further develop the current governance structures.

## Obstacles in cross-border cooperation

In cross-border regions, specific challenges are tied to the cooperation between the partners on either side of the border. One major aspect that both characterises cross-border cooperation and also makes it difficult are language barriers. It is rare for language barriers to not play any kind of role, as in the German-speaking Lake Constance region. The more languages involved in the cross-border context, the more difficult direct dealings with people on the other side of the border are. This especially applies to cross-border regions along the former "iron curtain". In centrope, English was initially agreed upon as a "discussion language"; however, it soon became apparent that this strongly limited the depth of the expert discussions. In addition to language, the varying currencies in centrope present a difficulty in project financing – an aspect that has no longer played a role for IMeG regions since the introduction of the euro (Lutter 2012).

Varying governmental structures with their specific activity levels and responsibilities, varying legal systems, and lacking harmonisation of laws are particular obstacles for cross-border cooperation. However, for regional and local actors, there is little freedom here as regulatory authority normally lies at the national level: "And so when a problem is defined as a task in a municipality, the level at which that problem would be solved often does not lie in the same municipality [...]. The identification of overarching levels with special "peripheral problems" of the municipalities in cross-border regions de-creases with distance (mental and spatial). Here, it becomes apparent that the nations are responsible for legal frameworks and thereby significantly control possibilities for taking action" (TRANSLOKAL 2006: 39). A stronger harmonisation of laws and regulations, particularly with regard to planning large-scale projects, such as the settlement of retail or the construction of wind power plants, is urgently necessary.

An additional significant obstacle to integrative cross-border spatial development is the disciplinary-sectoral orientation of administrative actions (Nebel 2010: 5). Often enough, the "full picture" is lacking here: The spatial category "region" in the sense of a cross-border functional region has not yet been internalised (cf. Baasner/Neumann 2005: 15ff). This is accompanied by lacking comprehension of legal parameters and requirements of spatial planning in cross-border cooperation at the local and regional level. Spatial actors are often uncertain who the right partner with corresponding responsibilities and authority is on the other side of the border (Beyerlin 1988: 38). This results in measures that are more hesitant than active. Very often planning actors can only act if they have a political mandate. Should a concrete political task or a political umbrella be missing for cross-border cooperation, spatial planning will remain in the defensive (Hrbek/Weyand 1994: 51).

The example of a corridor study for an additional river crossing in one of the IMeG regions shows that even a standard spatial planning task can become a highly complex project due to national borders. Qualified planning offices with sufficient knowledge, expertise and experience in both planning systems are often lacking. Bi- or trinational office partnerships often deal with internal inefficiency due to interfaces. Exacerbating this are additional time and financial burdens for the bilingualism of meetings, decision-making bodies and products. Contractors and principals find themselves confronted with far greater challenges than with comparable planning tasks in the national context. The many difficulties have the result that levels of interest in cross-border spatial development vary and that the implementation of complex programmes and projects is further hindered through differing interest levels (Hrbek/Weyand 1994: 51).

And yet intensive cooperation is vitally necessary in regional development for removing or at least reducing infrastructural and technical asymmetries or deficits in compatibility.

Naturally, cooperation is viewed as important and essential in the cross-border regions themselves. Beneath the surface, however, stereotypes relating to mentalities and cultural characteristics persist today, paired with deeply rooted historical memories of (war) conflicts that make cooperation and ap-proaching each other difficult (Ahrens/Schöne 2008: 30, 91).

**Strengths and weaknesses of the cross-border governance systems**

The governance systems in the IMeGs and other cross-border metropolitan regions present specific strengths and weaknesses (Beck 2013: 5ff; see Tab. 3). The strengths particularly include long-established interpersonal and interinstitutional networks and cooperation structures, a broad thematic range of programmes and projects, and established work structures in which the performance of tasks has already become routine. However, these strengths are also paired with serious weaknesses: Due to the varying hierarchical levels and the variety of actors, business processes and decision-making procedures are highly complex and not always transparent for "outsiders". Due to "national tunnel vision", the needs of the CBMR take a backseat to the interests of the national sub-regions. There is a lack of leadership and governability of the processes, as well as cross-border competence for taking action. The rotational principle in the committees of the CBMRs means a frequent change of personnel.

"In cross-border functional regions, the clashing of varying political-administrative systems and cultures particularly leads to a high level of complexity and internal dynamics in the procedures" (Euro-Institut 2010). This has various causes and is the result e.g. of the multi-level problem. Here, strategies are still being sought for achieving successful cooperation between varying political and administrative levels in the national sub-regions, in the context of the entire region. If one observes the actors at the various levels, it is quickly apparent that there are few "leading figures" that actively promote the cooperation on both sides of the border and who are identified with the region due to their efforts. In addition, fundamental competence in regional self-governance needs to be created; it doesn't exist per se – as in most interior metropolitan regions.

**Strengths**

- Specific answers to individual challenges and required activities of divergent spatial and political-administrative starting conditions
- Own traditions of functional activity patterns that have led to own "cooperation cultures"; these are supported and internalised by the actors
- Close interpersonal and inter-institutional networks based on trust; generalists and specialists are involved
- Political and administrative executive personnel are actively involved (matter for the boss), supplemented by personalities from business, science, society
- Broad thematic range and openness for new developments
- Work structures set for long term   Establishment of the performance of tasks
- Project orientation

**Weaknesses**

- Principle of unanimity and mandatory consensus hamper innovation
- Rotational principle endangers continuity
- Tendency toward resolutions rather than real decisions; lacking implementation
- Lacking information with regard to needed cross-border activities/potentials (problem with statistics/quantifying of effects)
- High complexity of the cross-border business processes and discretionary procedures, specific internal dynamics that tend to hinder effectiveness
- Lack of leadership and governance of the processes (there is no boss and no cross-border hierarchy)
- Systemic limitations with regard to transparency of the "miniature foreign policy"
- Lack of joint working instruments
- "National tunnel vision"   Challenge of creating a real "cross-border regional collective"
- Lack of genuine cross-border competence for taking action ("second-hand policy")

**Conclusion**

Varying political administrative systems and (administrative-) cultures imply high complexity of the procedures:

1. Networking of varying national political arenas implicates a marked multi-level problem
2. Difficulty of locating cross-border, recognised "leading figures" for initiating, promoting and symbolising cross-border cooperation (particularly at large-scale level)
3. Autonomous competence for taking action in substantial, cross-border political production (in the sense of regional self-governance) does not exist per se
4. Cross-border cooperation may have a network character, but mostly on an inter-institutional and not truly intermediary basis
→ Important preconditions of a "national" regional governance still need to be created across borders

Tab. 3: Cross-border governance systems in summary: Strengths, weaknesses and conclusion
regarding the limitations of the "strength of weak ties" (own version following Beck 2013: 5ff)

Although the current governance structures are characterised by numerous networks, exchange between the individual institutions is often lacking: "While networks in the national context represent suitable governance modes for regional development that considers requirements and potential, and which is based on functional interrelations due to the flexible, intermediary linking of their members, the cross-border context has, at least to date, been much more strongly referenced to public-law, political-administrative functional conditions" (Euro-Institut 2010: 17).

Particularly the obstacles in the cross-border regions show that the "strength of weak ties" (Scherer/Schnell 2002) reaches its limits at a certain point; namely, when cross-border conflicts can no longer be settled through the cross-border governance systems. What is perceived as a conflict essentially depends on the actors involved and their respective national backgrounds, as well as the corresponding cultural characteristics. The "basic cultural characteristics" influence not only the actions of each individual but, in the end, of the entire cross-border system – this is the result of a study carried out in 2008 using the example of the Upper Rhine region (Beck 2008, see Tab. 4).

## Cooperation management in cross-border metropolitan regions

The cross-border governance systems in border regions have established themselves over long periods of time and various stages of development (see Fig. 33). Contact and communication between the actors involved forms the origin of all cooperation and is the basis for its further reinforcement. With increasing intensity of exchange and bindingness, the need to more strongly coordinate cooperation and to develop strategies grows. However, to achieve the goal of territorial cohesion, it is not sufficient for actors to work together at the discourse and structural level; they must, above all, make decisions for taking action and implement projects.

Implementing cross-border projects bears particular challenges. Conflicts can easily arise because the actors' perspectives are influenced by their own national backgrounds, language, mentality etc. and subject to the national structure, legal system, planning culture etc. and other conditions. But not all conflicts are the same – they differ with regard to intensity, manifestation and development. At the beginning, they are often still latent and become more pronounced over the course of the further process. In the most positive case, the actors are able to reach an agreement. But also material incentives, legal instruments or hierarchical discretionary power can have the effect that a conflict is resolved (Beck 2013: 27).

The causes of conflicts can highly vary. From the socio-economic perspective, negative spill-over effects of one national sub-region to another are often mentioned. Another possibility is that required action in the cross-border region as a whole is incompatible with that of the national and/or cross-border sub-regions – and vice-versa. This is how conflicts arise at the territorial level. In addition, however, legal or administrative aspects can lead to differences. Lacking governance and discretionary mechanisms for binding regulation of collective, cross-border matters and problems, along with varying modes of dealing with problem-solving approaches bear conflict potential from the political and cultural perspective. The probability that conflict will arise depends on the policy type, the tasks to be performed, the level of institutionalisation, the relationship between the actors, and the typology of the actors (see Tab. 5).

| Kommunikationsstil | Implizit | F | | | CH | D | Explizit |
|---|---|---|---|---|---|---|---|
| Faktor Zeit | Polychrom | F | | | CH | D | Monochrom |
| Handlungsorientierung | Person | F | CH | | | D | Aufgabe |
| Differenzierung | Einheit | F | | | D | CH | Vielfalt |
| Diskursorientierung | Dissens | | F | D | | CH | Konsens |
| Machtdistanz | Hoch | F | | D | | CH | Niedrig |
| Problemlösung | Zirkulär | F | CH | | | D | Linear |

Tab. 4: Basic cultural characteristics of national sub-regions – Example Upper Rhine
(own version following Beck 2008: 196)
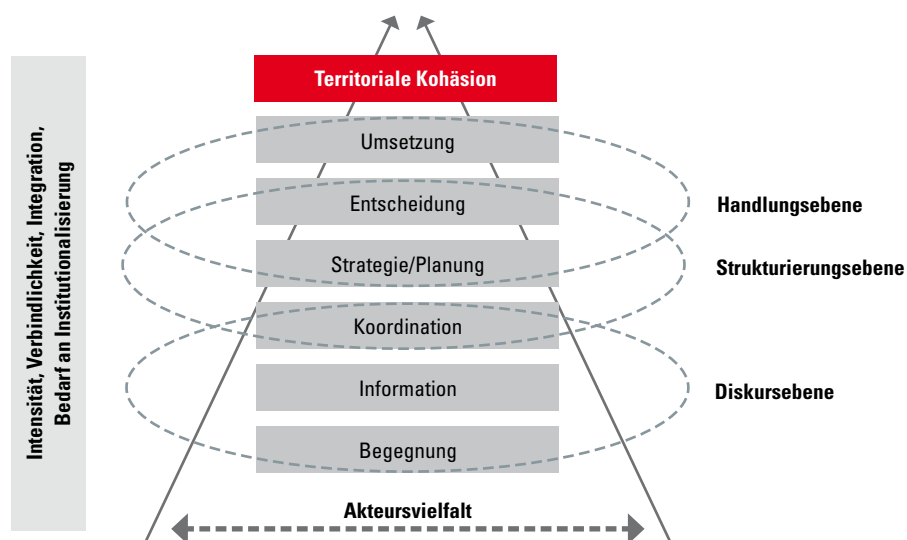


Fig. 33: Stages of development in cross-border governance
(own version following Beck 2011: 11/ORK 2009: 24)

| | | Policy-Typologie | Aufgaben-Typologie | Institutionalisie-rungsgrad | Beziehungs-Typologie | Akteurs-Typologie |
|---|---|---|---|---|---|---|
| Konfliktwahrscheinlichkeit | eher hoch | • Redistributiv<br>• Geostrategisch<br>• Innovativ<br>• Regulativ<br>• Querschnitts-orientiert | • Kooperation<br>• Implementation<br>• Planung | Sekundär-organisation (Projekte) | • Unpersönlich<br>• Formal<br>• Unregelmäßig<br>• Gegenseitiges Misstrauen | • New-comers<br>• Techniker<br>• Geringe Hand-lungskompetenz |
| | eher niedrig | • Distributiv<br>• Routine<br>• Sektoral<br>• Selbst-regulativ | • Koordination<br>• Information<br>• Repräsentation | Primär-organisation (Gremien/ Institutionen) | • Persönlich<br>• Informal<br>• Regelmäßig<br>• Gegenseitiges Vertrauen<br>• „win-win" | • „Alte Hasen"<br>• Politiker<br>• Hauptamtliches Personal der GÜZ<br>• Große Handlungs-kompetenz |

Tab. 5: Probability of conflict in cross-border cooperation
(own, modified version following Beck 2013: 31)

**Workshop "Cooperation management in cross-border metropolitan regions"**

For the workshop on the subject "Cooperation management in cross-border metropolitan regions" on the 11th and 12th of March 2013 in Kehl, Dr. Joachim Beck formulated first **emerging hypotheses** that served as a basis for the discussion of suitable solution approaches:

- Cross-border conflicts can be primarily found at a latent level, manifested conflicts are more the exception.

- Conflicts and the divergences in objectives and interests on which they are based are seldom openly addressed in cross-border regions and therefore not truly (pro-)actively dealt with (danger of gradual escalation).

- Very often, cross-border conflicts are externally generated, meaning through actors/activity levels that are not an element of the regional cooperation system itself; the conflict level overstrains the problem-solving potential of the regional cooperation system.

- For "interior conflicts" in cross-border regions as well, truly endogenous problem-solving expertise is often not given (divergent systemic framework conditions).

- Cross-border conflict constellations are highly complex and characterised by own (inter-cultural, -systemic and -institutional) dynamics.

- The border is often less the actual cause of conflicts and more a symbol thereof – but conflicts are first symbolised in the cross-border region through the border.

According to Beck, this results in fundamental questions, for example, on the level of the cooperative sub-system itself: To what extent can an established cooperation culture be further developed in a targeted fashion? Another central question relates to the cross-border principal-agent problem: Can the normative premises of a modern governance approach be fulfilled under the current framework conditions of cross-border cooperation?

Further open questions relate to the

- involvement of private and social actors in decision-making processes
- delegation of competence to functional cross-border networks
- horizontal coordination of the diverse networks
- future role of the existing cooperation structures
- reduction of the dependency on (specialised, political) home institutions
- binding effect of territorial development targets for sectoral actors
- possibilities and consequences of overcoming the unanimity principle
- compatibility of territorial requirements and administrative responsibilities
- ability to synchronise various sectoral logics of action

Conflict cases in the IMeG regions, such as the construction of a factory outlet centre on the German-French border show that the dialogue for effective and appropriate conflict solution should begin at an early stage. It was and is important to the IMeG partners to illustrate the necessity of strategic cooperation and conflict management in cross-border metropolitan regions. In this, it is imperative,

- to more strongly consider the intercultural dimension of conflicts in cross-border regions,

- to establish methods of a constructive conflict culture in territorial cooperation systems and

- to further develop cross-border governance with regard to conflict solutions.

IMeG-Workshop, 11./12.03.2013 in Kehl
**„Cooperation management in**
**cross-border metropolitan regions"**

## 11. März 2013: Einführung

| | |
|---|---|
| 13.00 | Eintreffen der Teilnehmer und Mittagsimbiss |
| 13.30 | **Einführung in die Arbeit des IMeG** |
| | Gerd-Rainer Damm, Ministerium für Inneres und Sport des Saarlandes und Sprecher der IMeG-Partnerschaft |
| | Andrea Hartz, agl (Projektmanagement) |
| 13.45 | **Einführung in das Thema** |
| | Dr. Joachim Beck, Euro-Institut |
| 14.30 | **Grenzüberschreitende Kooperation:** |
| | **Chancen und Risiken im Umgang mit Konflikten** |
| | Einführung und Methodik |
| | Mirko Bastian, Hochrheinkommission |
| 14.35 | **Workshops I – III** |
| | I. **Die interkulturelle Dimension von Konflikten** |
| | Anne Dussap-Köhler, Euro-Institut |
| | II. **Methoden zur Etablierung einer konstruktiven Konfliktkultur in** |
| | **territorialen Kooperationssystemen** |
| | Dr. Corina Bastian, Zweisicht / Freiburg |
| | III. **Die Weiterentwicklung von grenzüberschreitender Governance** |
| | **im Hinblick auf Konfliktlösungen** |
| | Dr. Roland Scherer, Universität St. Gall |
| 16.00 | Kaffeepause |
| 16.30 | **Fortführung der Workshops I – III** |
| 17.30 | **Präsentation der Workshop-Ergebnisse und Diskussion** |
| 18.30 | Gemeinsames Abendessen |

## 12. März 2013: Erarbeitung von Lösungsansätzen

| | |
|---|---|
| 9.00 | **Begrüßung und Rückblick auf Tag 1** |
| | Dr. Joachim Beck, Euro-Institut |
| 9.15 | **Beispiele aus den Grenzräumen – Moderiertes Podiumsgespräch** |
| | Dr. Joachim Beck, Euro-Institut |
| | Andrea Hartz, agl (Projektmanagement) |
| | • Factory Outlet Center Roppenheim |
| | Dr. Gerd Hager, Regionalverband Mittlerer Oberrhein |
| | • Raumentwicklungskonzept Nordwest+ |
| | Karl Heinz Hoffmann, Regionalverband Hochrhein-Bodensee |
| | • Entwicklung einer Grenzüberschreitenden Polyzentrischen |
| | Metropolregion |
| | Gerd-Rainer Damm, Ministerium für Inneres und Sport des |
| | Saarlandes und Sprecher der IMeG-Partnerschaft |
| | • Beispiel aus dem Verkehrsbereich – Grenzraum Deutschland-|
| | Niederlande |
| | Andreas Warnecke, Aachener Verkehrsverbund |
| | • Werkstattbericht aus dem Projekt „Kooperationsvereinbarung |
| | Raumplanung ORK" |
| | Eddie Pradier, Euro-Institut |
| 11.00 | Kaffeepause |
| 11.15 | Erarbeitung von Thesen zum Kooperationsmanagement |
| 12.45 | Diskussion und Zusammenfassung der Ergebnisse |






Workshop impressions (Photos: Mirko Bastian)

## The intercultural dimension of conflicts

Cross-border cooperation requires that the actors involved have a **fundamentally positive attitude** marked by goodwill, openness and curiosity with regard to what happens on the other side of the border. Particularly committed and motivated individuals have the potential to generate enthusiasm for cross-border cooperation and the implementation of projects.

As the actions of others are normally more quickly critically questioned than own actions, the **skill of self-reflection** is to be trained more intensively in the future. Particularly at the level of the own country, political processes and how actors of other nationalities perceive them needs to be critically considered. A realistic self-image with regard to planning routines and discourse practices in spatial development helps to better assess the strengths and weaknesses of the respective planning systems and processes – an essential requirement for successful cross-border work.

To promote understanding for partners beyond the border, **"intercultural intermediaries"** with specific expertise, and linguistic and cultural skills could be employed. The intermediaries can function as an **"interface"** between actors, groups of actors, or also individual institutions. They would support recognition and acceptance of cultural differences, and the questioning of stereotypes and prejudices. Through their advisory function, the intermediaries could, in the ideal case, help actors recognise possible conflict potential at an early stage and make the right connections in the often dense network of actors in order to prevent escalation and pave the path for conflict solutions. In view of the increasing mobility of workers, this important interface function in the cross-border region should be institutionally embedded so that knowledge gained through experience can be secured and passed on.

At the same time, it is essential to systematically promote **knowledge of cultural differences** in planning practice and project work, as well as of the administrative activities of the countries involved. Knowledge of the work methods in the neighbouring country should be instructed at schools and universities. (Tandem-) language courses and advanced education or an exchange or delegation of personnel across the border can further qualify employees. As part of personnel development, job advertisements and descriptions of positions should indicate that a certain number of hours will be allocated to cross-border tasks. Cross-border cooperation could then be better established in the daily business of the institutions. Under the name INFOBEST, renowned multinational institutions in the Upper Rhine region have already taken a step in this direction. The German-French and bi-/multilingual personnel advise residents and, among other things, ensure synchronisation between the interests of the cross-border institution and the country in question. Loyalty and courage to openly represent interests are traits of the intermediaries. For the concrete cooperation with regard to specific, spatial questions, the preparation of practical guides and instructions for optimising procedures is a promising approach.

## Methods of a constructive conflict culture in complex territorial cooperation systems

To improve the conflict culture, the **shared understanding of the cross-border region** must first be strengthened: The region must be viewed as a whole and particular interests in the national sub-regions must be discussed in the context of the strategic parameters agreed for the entire region. The development of regional potentials and the metropolitan character are the maxim for action here. To establish and anchor a constructive planning and also conflict culture, all actors need to contribute; they must have the opportunity to add their interests to the decision process. In this context, spatial planning actors can take on the role of impulse providers and moderators.

To structure information flows more transparently, the establishment of **network hubs or clearing points** was suggested: Here, information is to flow together, be forwarded to all regional actors or project participants and accessed by these people. This would make it possible to recognise where a conflict could arise at an early stage. Reciprocal information is, however, only the first step; beyond this, it is a matter of coordinating decisions in a long-term process and generating consensual solutions.

Cross-border conflicts can be solved at the regional level when the region possesses the **competence** to do so. Alternatively, the arenas can also be switched and, due to the complex horizontal and vertical governance structures, conflict solution can be shifted to a higher level or to a different body. "[Through a **change in arena**], not only are new players brought into the game but existing problems are also redefined in a changed decision-making context. The strategy therefore comprises a change in conflict structures by redefining the decision problem on the one hand, and, however, also a shifting of the negotiations to a different institutional context" (Benz

2009: 175). The high complexity of planning and negotiation processes, hierarchy levels and institutions can be viewed as an opportunity: The possibility of a change in arena can be more intensively utilised in the future to clarify conflict situations that have partly reached an impasse, and to learn from this. There remains, however, the question of who is to push the change of arena and what role actors in spatial planning will have in this.

### The further development of cross-border governance with regard to conflict solutions

Wherever a large number of people meet there is plurality of opinions and attitudes. For this reason, it is helpful to communicate individual perceptions, objectives and expectations at the beginning of a project. This equally applies to a conflict case: In the end, a conflict can only be solved when it is regarded as such by all involved and a **cross-border solution to the conflict** seems to be a necessity.

If cross-border governance is to be further developed in the context of better conflict-solution options, spatial planning must consider its tasks and function: A proactive attitude is important. Actors must recognise when a topic has gained importance in cross-border coopera-

tion due to its opportunities or also risks. At the same time, the inter-agency perspective needs to be maintained. The further process then comprises developing strategies for action, taking own positions and, finally, communicating the topic internally and externally. This so-called **issue management** is important so that players can act early rather than simply reacting. Spatial and regional planners must simultaneously recognise the limitations of their ability to take action and cooperate with actors who can perform certain tasks better.

In addition to well-functioning **governance**, cross-border cooperation also needs **governance structures** in the form of strong (overarching) political bodies that formulate clear strategic policies, such as regarding framework conditions and objectives of the cross-border cooperation, or the allocation of funding to the institutions. These policies apply for the actors involved in the cross-border cooperation and form the basis. They are concretely supported by the work of the cross-border institutions founded specifically for the cooperation. The conditions for more government are good; for example, already in the 1980s/90s, a phase of "governmental differentiation" and the formation of legislative bodies took place in many cross-border regions (Euro-Institut 2010).

# THE STEP TO THE EUROPEAN LEVEL – EUROPEAN CONFERENCE IN LUXEMBOURG

## Chapter 8 summary

The European Conference of IMeG on the 19th and 20th of November 2012, "Metropolitan border regions in Europe", was a milestone in the work of IMeG. It was held in cooperation with the Luxembourg Spatial Planning Department in Luxembourg. Over the two conference days, around 120 guests followed interesting presentations and panel discussions. The evening before the conference, politicians from the IMeG regions and the Federal Government already underlined the importance of the IMeG initiative.

In the panel discussions on "Governance and organisation – What makes cross-border cooperation successful?" or "Territorial strategies and projects – How can cross-border metropolitan regions be strengthened?" the success factors of cross-border governance and organisation were discussed and concrete examples from cross-border metropolitan regions in Europe were presented. Speakers included representatives of the European cross-border metropolitan regions Öresund Region, Eurometropolis Lille-Kortrijk-Tournai, Grand Genève and centrope. Peter Mehlbye, director of the ESPON Coordination Unit in Luxembourg, discussed the importance of cross-border metropolitan regions for regional development, growth and innovation. Dr. Wolfgang Streitenberger, Conseiller in Directorate General Regional Policy/EU Commission presented first starting points for structuring the new funding period 2014-2020.

With the "Luxembourg Theses", the IMeG brought a clear message. The initiative group calls on CBMRs to network and learn from each other. That is also the reason why exchange with members of the AEBR, MOT and IKM was part of the programme. "Working together" was the central message of the conference.

# ■ 8.1
# OBJECTIVES OF THE CONFERENCE

In the past few years, the IMeG has been able to success-fully establish itself within German spatial planning policy as an association between the German sub-regions of the cross-border metropolitan regions Euregio Meuse-Rhine, Greater Region, Trinational Metropolitan Region Upper Rhine and the cross-border functional region of Lake Constance. With the conference "Metropolitan Border Regions in Europe" on the 19th and 20th of November 2012 in Luxembourg, the IMeG partnership and federal spatial planning, in cooperation with the Luxembourg Spatial Planning Department, took the opportunity to present topics and objectives tied to cross-border metropolitan regions at European level.

The objective of the conference was to initiate new contacts to other CBMRs and networks in Europe, or to intensify existing contacts. Above all, focus was placed on communicating the importance of CBMRs for regional development, growth and innovation in Europe, and how strategies for metropolisation in the cross-border context can be initiated or successfully implemented. Governance structures and types of organisation were foregrounded, along with concepts and projects for strengthening CBMRs (see chap. 4 and 5). As CBMRs have specific funding requirements and the fifth structural fund period is upcoming, special emphasis was placed on this subject as well.

# PROGRAMME

## ■ 19TH NOVEMBER 2012
### Reception of the Luxembourg Spatial Planning Department

**■ 18:00 hrs / Reception of guests**

**■ 18:30 hrs / Welcome**

**Claude Wiseler /** Minister for Sustainable Development and Infrastructure, Luxembourg

**Monika Bachmann /** Minister of the Interior and Sport of the Saarland

**■ 18:45 hrs / The Luxembourg spatial planning in the context of the Greater Region**

**Romain Diederich /** Premier Conseiller de Gouvernement, Ministry of Sustainable Development and Infrastructure, Luxembourg

**■ 19:15 hrs / The role of metropolitan border regions**

**Uwe Hüser /** State Secretary at the Rhineland-Palatinate Ministry for Economic Affairs, Climate Protection, Energy and Regional Planning

**Dr. Katharina Erdmenger /** Head of Division, European Spatial Development and Territorial Cohesion in the German Federal Ministry of Transport, Building and Urban Development (BMVBS)

**Dr. Gisela Splett /** MdL, State Secretary of the Ministry of Transport and Infrastructure of Baden-Württemberg

**Hermann Vogler /** Chairman of the Regionalverband Bodensee-Oberschwaben and former mayor of Ravensburg

**■ 20:15 hrs / Dinner**

## ■ 20TH NOVEMBER 2012
### European conference "Metropolitan border regions in Europe"

**■ 09:30 hrs / Registration and reception**

**■ 10:00 hrs / Welcome and introduction: The network "Cross-Border Metropolitan Regions Initiative" (IMeG)**

**Gerd-Rainer Damm /** Ministry of the Interior and Sport of the Saarland and spokesman of the IMeG-partnership

**■ 10:15 hrs / Metropolitan border regions in Europe – How important are they for regional development, growth and innovation?**

**Peter Mehlbye /** Director of the ESPON Coordination Unit, Luxembourg

**■ 10:45 hrs / Governance and organisation – What makes cross-border cooperation successful?**
### Discussion with panel guests:

**Caroline Huck /** Coordinator of the "policy pillar" in the Trinational Metropolitan Region (TMR) Upper Rhine

**Dr. Johannes Lutter /** Deputy Managing Director of Europaforum Wien and director of CENTROPE Coordination Office

**Stef Vande Meulebroucke /** Director-General of the Lille-Kortrijk-Tournai Eurometropolis

**Pascale Roulet /** Project manager (Waadt) in the France-Waadt-Geneve Agglomeration Project

**Klaus-Dieter Schnell /** Secretary of the International Lake Constance Conference (IBK)

**Johan Tiedemann /** Senior Adviser Oeresund Committee

**■ 12:15 hrs / Lunch break**

**■ 13:15 hrs / Territorial strategies and projects – How can metropolitan border regions be strengthened?**
### Discussion with panel guests:

**Dr. Patrick Leypoldt /** Director of the Administrative Office of the Basle Agglomeration Programme

**Dr. Johannes Lutter /** Deputy Managing Director of Europaforum Wien and director of CENTROPE Coordination Office

**Stef Vande Meulebroucke /** Director-General of the Lille-Kortrijk-Tournai Eurometropolis

**Pascale Roulet /** Project manager (Waadt) in the France-Waadt-Geneve Agglomeration Project

**Dr. Christophe Sohn /** Acting head of the department Geography and Development/CEPS, Luxembourg, and Coordinator of the METROLUX research programme

**Johan Tiedemann /** Senior Adviser Oeresund Committee

**■ 14:45 hrs / Territorial cohesion and structural funds policies in Europe – How can metropolitan border regions be promoted?**

**Dr. Wolfgang Streitenberger /** Conseiller, Directorate-General for Regional Policy; EU-Commission, Brussels

**■ 15:15 hrs / Coffee break**

**■ 15:45 hrs / Concluding discussion: Working together – How can metropolitan border regions develop networking activities in Europe?**

**Klemens Ficht /** Vice District President of Freiburg Regional Council

**Karl-Heinz Lambertz /** Minister-President of the Germanspeaking Community of Belgium and President of the Association of European Border Regions (AEBR)

**Jean Peyrony /** Director-General of the Mission Opérationnelle Transfrontalière (MOT)

**Ralph Schlusche /** Deputy speaker of the Initiativkreis Europäische Metropolregionen in Deutschland (IKM) and Director of the Verband Region Rhein-Neckar

**■ 16:45 hrs / Summary and ideas generated during the day**

**Gerd-Rainer Damm /** Ministry of the Interior and Sport of the Saarland and spokesman of the IMeG-partnership

**■ 17:00 hrs / End of the event**

### PRESENTATION:

**Andrea Hartz /** agl I angewandte geographie, landschafts-, stadt- und raumplanung, Saarbrücken

**Prof. Dr. Jürgen Aring /** Technical University of Dortmund, Büro für Angewandte Geographie (BfAG), Meckenheim

**Prof. Dr. Tobias Chilla /** University of Erlangen Nuremberg, Geography

The venue of the conference at Luxembourg's Ministère du Developpement durables et des Infrastructures (MDDI) was well chosen: "Luxembourg as a European Capital of Culture is suited like no other as a venue" (Splett 2012). Particularly with its variety of languages and nationalities, Luxembourg reflects the European idea. Numerous European institutions underscore this, such as the European Court of Justice, the European Court of Auditors, the Secretariat of the European Parliament, the European Investment Bank and the European Commission Directorates-General. Luxembourg is the economic centre and an important motor for the Greater Region. As a strong partner in cross-border cooperation, MDDI promotes sustainable development and wants to drive forward the process initiated by Metroborder of implementing a Cross-Border Polycentric Metropolitan Region. Luxembourg is taking this path together with the other sub-regions

of the Greater Region. Just recently, the Minister for Economic Affairs for Rhineland-Palatinate, Eveline Lemke, emphasised the immense importance of an integrated development policy at a symposium in Luxembourg: "Devising a spatial development strategy that places special emphasis on metropolitan, cross-border functional interrelations and in which the topics of mobility and transport accessibility of the Greater Region receive central importance is a good step. This is how we can strengthen the visibility of the Greater Region in the European interplay of forces and position ourselves as a cross-border polycentric metropolitan region" (website RLP – Greater Region). This "European interplay of forces" has special relevance for CBMRs, particularly as one can "no longer think of European spatial development only in terms of national borders" (Erdmenger 2012).

# ■ 8.2
# RESULTS OF THE CONFERENCE

**Cross-border metropolitan regions: Potentials for regional development, growth and innovation in Europe**

Innovation in Europe does not live from good ideas alone, but also from settlement concentrations, networks and good accessibility. "Territorial balance and a polycentric Europe are also important!" says Peter Mehlbye, director of the ESPON Coordination Unit in Luxembourg. With their polycentric structure, the European metropolitan regions offer generally good starting points for strong future development. Moreover, their national "interior borders" are not just barriers but also interfaces, this was the conclusion of the project "ULYSSES – Using applied research results from ESPON as a yardstick for cross-border spatial development planning" in which 18 cross-border regions participated between 2010 and 2012. Cross-border activities are substantive because they support the achievement of the objectives of the Europe 2020 strategy and bringing about an economic upswing after the crisis (cf. Mehlbye 2012).

**Metropolitan governance and territorial strategies**

To successfully develop CBMRs in the future, strong economic, social, ecological and cultural structures are necessary. Cross-border spatial development integrates these various aspects to promote territorial cohesion. In doing this, governance structures and institutional capacities must better aligned to the requirements of the CBMR and continuously further developed. Cross-border metropolitan regions not only require strong institutional structures, but also "motors" in the form of people – motivated people and politicians who want to implement ideas and thereby include all sectors of society (Mehlbye 2012).

In the discussion round "Governance and organisation – What makes cross-border cooperation successful?" concrete approaches in cross-border metropolitan regions in Europe were presented. The participants provided insight into the organisation structures of their cross-border metropolitan regions and illustrated the respective strengths of the governance systems.

It became apparent that the approaches vary but the objectives are similar: The governance structures should be aligned to the objectives of integrated metropolitan spatial development (see chap. 3). In TMO, for example, actors from business, science and the civil population are to be intensively included in the cross-border cooperation, which has been dominated by governmental actors to date. In centrope, a differentiated approach was selected with the aim of involving all national subregions in necessary basic cooperation and simultaneously handling specific topics and projects as part of alliance cooperation effectively. These regionally specific governance structures allow the cross-border metropolitan regions to more broadly establish themselves and to be faster on the draw when it comes to initiating territorial strategies and projects, and driving them forward.

This was also illustrated by the panel discussion on "territorial strategies and projects". Among other things, strategic projects were presented that focus on coherent development of the cross-border regions (see chap. 4). So Pascale Roulet referred to the region Grand Geneva in 2012, where in the previous 20 years many working places had been created, but only few nearby housing places. Many employees moved to the periphery – resulting in increased commuter volumes and growing traffic problems. The „Schéma d'agglomération transfrontalière", a cross-border agglomeration programme, is an attempt to respond more effectively to the enormous dynamics.

At the level of operative projects (see chap. 5), the example of the "Öresund Bridge" in the Öresund Region shows that concrete measures in infrastructure sustainably promote regional functional interrelations. The same applies for the development of the "blue" and "green" axes (trame bleue et verte) in the Eurometropolis Lille-Kortrijk-Tournai, in which an integrated approach that considers ecological and economic potentials is foregrounded. These examples show the importan of key themes and projects, which are essential for more intensive interrelations and thereby the inner functioning of the cross-border region.

**Territorial cohesion and structural fund policy in Europe 2014-2020**

Dr. Wolfgang Streitenberger, Senior Adviser, Directorate General for Regional and Urban Policy, European Commission, Brussels; 2012

The EU Commission wants to improve territorial cohesion in Europe – this can and should also be achieved by funding cross-border metropolitan regions. However, achieving territorial cohesion is easier said than done as competitiveness, cohesion and sustainable development must be reconciled. To make the task more complex, this has to be done not only at all governance levels, but also across sectors and administrative borders – and beyond national borders as well: Therefore, the first task must be to remove the barriers that prevent the functional territories on either side of the border from merging into "cross-border metropolitan regions".

The second task has its origins in the political will – and necessity – to meet the objectives set by the Europe 2020 strategy. To achieve them also requires integrated, territorially differentiated and institutionally smart responses. They cannot be given without close cooperation between European, national, regional and local levels, and not without overcoming administrative borders within and between Member States. Europe 2020 is the second motive and motor for an improved territorial cohesion. Cross-border cooperation is a key element of advanced territorial cohesion.

Functional territories that are divided by borders add an additional layer to the mosaic of EU Member States. They characterise Europe. Among them, cross-border metropolitan regions are gaining importance. They offer huge development potential because of their large labour markets, better busi-ness opportunities, higher international attractiveness and wider cultural activities.

These aspects have strongly influenced the preparation of the new Cohesion Policy for 2014-2020. Focus has been placed on future challenges of metropolitan areas and cities. When defining policies for them in the new Cohesion Policy, the Commission therefore concluded to adopt an integrated territorial approach characterised by

1. new governance frameworks,
2. new ways of working across sector boundaries,
3. a wider set of partners, including citizens and
4. focusing on long-term shared objectives.

In essence, a qualitative shift is needed to exploit the full potential of the European cities. This is especially valid for cross-border agglomerations. How can we realise this qualitative shift in policy? Issues such as knowledge management and data collection, cross-sector cooperation, wide stakeholder engagement and citizens' participation take on a completely new dimension in cross-border settings. "Cooperation" needs to go beyond the somehow "classical" exchange of information and be characterised by flexible governance mechanisms.

The European Union has already played – and continues to play – an important role to make this happen. As an example, networking programmes supported by the Cohesion Policy such as URBACT help cities to learn from each other. A thorough understanding of these challenges and of territorial dynamics in general is a precondition of successful cross-border cooperation. That is why the ESPON programme continues to be supported.

**The main elements of the next Cohesion Policy in general**

Reinforced integrated programming is ensured through the Common Strategic Framework (CSF) at EU level and the Partnership Contract at national level. Integrated programming will concern all CSF funds. Member States will for the first time have the possibility to prepare and implement multi-fund programmes combining European Regional Development Fund (ERDF), European Social Fund (ESF) and the Cohesion Fund.

The EU Commission also proposes greater flexibility in the territorial coverage of programmes, allowing programming below NUTS II level. Functional geographies will be facilitated by allowing expenditure outside the programme area under certain conditions – which is particularly relevant in cross-border areas.

With the new Cohesion Policy, Member States can better address sub-regional territorial needs through the newly adopted "integrated territorial strategies" (ITIs). Using this instrument, funding from different priority axes from one or more operation programmes can be combined.

The new Cohesion Policy also puts a special focus on sustainable urban development. At least 5% of the ERDF

resources should be allocated to this. New in the urban dimension of the Cohesion Policy are the (possibly also cross-border) measures for local development ("community-led development"). They allow the design and implementation of integrated strategies by local action groups and can also be financed jointly with the help of several structural funds.

In a draft amending the EGTC regulation, the Commission identified some areas for improvement of the EGTC, although the basic nature of the EGTC is not to be changed and no existing EGTC is forced to modify its statutes or ways of operating. The existing regulation will be clarified: first, to take account of the Lisbon Treaty; second, to simplify certain aspects, and, third, to ensure greater transparency and communication regarding the formation and operations of the EGTCs.

Last but not least, the Commission foresees more flexibility by opening up the purpose of the EGTCs to any aspect of territorial cooperation, i.e. also beyond the management of the ERDF-funded programmes and projects. With the new EGTC regulation, a secure legal base will also be provided for the participation of authorities and regions from third countries.

## European Territorial Cooperation (ETC)

The three dimensions of the ETC, namely cross-border, interregional and transnational cooperation are to be strengthened. The Commission proposes increasing the funding for territorial cooperation by 30% and thereby clearly indicates the high importance of the ETC. What is especially important to underline: The thematic objective "capacity building" is valid for territorial cooperation as well and thus will play an important role in financing cross-border, transnational or interregional cooperation.

A very recent example of new territorial cooperation is the macro-regional EU strategies, such as for the Baltic Sea, the Atlantic Sea or the Danube region. With these strategies, projects following a number of "priority areas" are to be promoted. For example, the Danube Strategy wants to tackle problems that countries in the Danube region commonly face: for example, different administrative traditions, different histories in their approach to the rule of law and transparency, as well as different levels of development in

public administration, institutions and civil society. A few more thoughts regarding the operative aspect of cross-border cooperation: The Commission is convinced that well-functioning, administrative and institutional capacities are an essential prerequisite for successful cross-border cooperation. Without such capacities or determined capacity building, cross-border cooperation will not lift off. The European Commission therefore intends to support and boost capacity building through its new Cohesion Policy for the forthcoming period 2014-2020. A stronger thematic focus of the regional investments eligible for aid from the EU Commission was already sought in the legislative package for the new cohesion policy; it is focussed on eleven thematic objectives.

Most important in this context is the 11th thematic objective "Enhancing institutional capacity and ensuring an efficient public administration". Strengthening institutional and administrative capacity in all fields and promoting good "governance" are the methods for creating the basis for successful cross-border cooperation. This has to go hand in hand with a reduction of regulatory and administrative burdens. Regarding thematic objective 11, the future Cohesion Policy will not only support traditional methods of administrative capacity building but e.g. innovative policy and organisational development, e-government and transparent, public procurement as well.

The funds can also be used for the provision of equipment and infrastructure to support the modernisation of public services in areas such as employment, education, health, social policies and customs.

The strengthened European Territorial Cooperation, the special focus on the urban dimension, the new territorial instruments, such as ITI and "community-led development" show that cooperation in cross-border metropolitan regions as part of territorial cohesion is taken very seriously and can be accordingly funded. However, the success of the future Cohesion Policy does not only depend on actors at the European or national level but, above all, on engaged actors in the locations.

## Working together – How can metropolitan border regions develop networking activities in Europe?

"Without networks, our society, particularly in cross-border regions, doesn't function." This was the clear message expressed by Klemens Ficht, Vice President of the Government Presidium Freiburg with which he encouraged IMeG representatives and the IKM to cooperate more closely. In the discussion, the spokesman of the IKM and association director of Region Rhine-Neckar, Ralph Schlusche, emphasised that IKM and IMeG are dealing with similar thematic fields, such as with concepts and strategies for action tied to spatial development or the metropolitan debate in Europe. That is why stronger cooperation is on the agenda for the next stage.

In addition, the IMeG has made more intensive efforts toward exchange with other cross-border institutions in Europe, such as the AEBR and MOT. Founded in 1971, AEBR is considered the oldest European association for border and cross-border regions. With over 40 years of valuable experience in cross-border cooperation and around 100 members, AEBR supports similar objectives as the IMeG: The AEBR strives to make problems, opportunities, tasks and activities transparent; to consider the overall interests toward national and international parliaments, bodies, authorities and institutions; initiate, support and coordinate cooperation throughout Europe; and, last but not least, to exchange experience and information in order to define opportunities from the existing obstacles in cross-border cooperation (website AEBR). "This takes endurance. First successes are always the most exciting; at some point a certain routine kicks in. That's why we need to drum up enthusiasm for cross-border cooperation again and again, in the AEBR as well," says Karl-Heinz Lambertz (2012).

MOT is an initiative founded by the French government in 1997 that primarily views itself as a task force for cross-border cooperation. It focuses on services in the area of cross-border cooperation and advises its members in this context. This comprises intensified lobbying at European level, the exchange of best practices, among other things, and promoting the networking of European Groupings of Territorial Cooperation and structures similar to MOT at the national level. MOT is strongly active in the network "Buda-

pest Platform" founded in 2010 with the further members of the Ministry of Home Affairs and Kingdom Relations, The Netherlands (Ministerie van Binnenlandse Zaken en Koninkrijksrelaties), the European Grouping of Territorial Cooperation Galicia-Northern Portugal (Agrupación Europea de Cooperación Territorial Galicia-Norte de Portugal) and the Central European Service for Cross-Border Initiatives in Hungary (CESCI). At the IMeG conference, the general director of MOT, Jean Peyrony, emphasised that the exchange of experience as a cohesive element between IMeG and MOT is highly important and that it is to be maintained.

AEBR, MOT and IKM have an advantage over IMeG: They have already existed for years or even decades, and have overcome obstacles tied to institutionalisation, or have found ways to deal with them. A clear prerequisite for success, in the experience of the panelists, is that partners meet "eye to eye" and share the same objectives. It is especially important to jointly establish new tasks and objectives, and to find strong partners who will push efforts forward even in difficult phases. These aspects are far more important than, for example, member regions having the same size of regional structure. The best example of this is the metropolitan region Rhine-Neckar (MRN) in IKM: Compared to the capital region, MRN is relatively "small but mighty" with a critical mass of 2.4 million inhabitants and an area of 5,600 km² – but it stands out due to its enormous economic power. In hindsight, joining IKM was a pioneering step: "Had we not joined, we would most certainly not be what we are today," association director Ralph Schlusche explains.

The representatives of the cross-border institutions agreed that IMeG also offers good conditions for shared successes. They advised continuing on this path: "Continue the work and cooperate with other structures if you want your regions to develop into Cross-Border Polycentric Metropolitan Regions," Jean Peyrony advised.

# Luxembourg Theses

To contribute to the future development of cross-border polycentric spatial development in the EU and further foreground innovative networking of urban regions and cities in national spatial planning policy and European cohesion policy, IMeG and the Luxembourg Spatial Planning Department formulated seven theses and presented them at the IMeG conference.

## 1. Cross-border metropolitan regions are motors for development in Europe

As motors for economic, societal and social development in Europe the cross-border metropolitan regions follow the principle of territorial cohesion and cooperation. They deserve the same attention and appreciation as the national metropolitan regions.

## 2. Using chances of cross-border metropolitan regions: "Strengthening strengths – removing obstacles"

The cross-border metropolitan regions are multifaceted living, economic and cultural environments, the potentials of which are characterised by cross-border links and cooperation structures. At the same time, they feature border-specific characteristics in competitive and legal capacities. The objective of all border regions in Europe must be to reinforce strengths and remove obstacles.

## 3. Cross-border metropolitan regions – "Europe in miniature" – Europe close to its people

The cross-border metropolitan regions make a significant contribution to the permanent securing and advancement of European economic power and integration. They are "Europe on a small scale". The success of European integration in people's day-to-day real lives is felt nowhere more www.metropolitane-grenzregionen.eu tangibly than here. Which makes the involvement of the population in plans for the border regions all the more important. The perception of these regions must be intensified both on a national as well as on a European level.

## 4. Strong organisational structures for a strong cross-border metropolitan region

The cross-border metropolitan regions can fall back on long years of experience in setting up cross-border cooperation structures. The objectives of the border regions are to boost institutional capacity and develop powerful organisational structures. The founding of the Trinational Metropolitan Region Upper Rhine in the year 2010 and the process to create a Cross-Border Polycentric Metropolitan Region (CBPMR) in the Greater Region which was initiated by the ESPON Metroborder study are setting good examples!

## 5. The basis for successful development: territorial strategic approach

The cross-border metropolitan regions face the future challenge of devising a spatial and functionally integrated development policy. In order to use scarce resources efficiently, the programmes and projects have to target the potentials and obstacles – a strong territorial strategic approach and long-term conflict management are essential.

## 6. Target-oriented funding instruments for cross-border metropolitan regions

The cross-border metropolitan regions are accompanying important political processes in European structural and cohesion policy and reveal the special needs of the border regions. For this reason, the structuring of future European funding instruments must be adapted to the requirements of the border regions.

## 7. Working together!

The IMeG initiative calls upon the cross-border metropolitan regions with their rich regional identities and cultures and diversity of national backgrounds to exchange views and experience, and to learn from one another. They should face the cross-border challenges together and campaign strongly for their interests on a European level.

# FUTURE PERSPECTIVES OF IMEG

## Chapter 9 summary

The next phase of IMeG will involve further developing the good basis that has been created in the past years. The successes of IMeG are an incentive for all partners to continue to promote the concerns of cross-border metropolitan regions as part of the initiative group. There are new tasks on the agenda of IMeG for the next two years, in particular networking and exchange with other cross-border metropolitan regions in Europe and the joint work on central thematic subjects.

In March 2013, the IMeG partners devised their future work programme. IMeG will continue to strive to develop the self-conception of the CBMRs, to profile these regions, and to position them. The partners will strive to increase the level of recognition of the initiative group in the IMeG regions and to strengthen awareness of the cross-border regions.

Holding the IMeG conference created conditions for better networking IMeG at the European level as well. A central topic will therefore be further exchange of experience with other cross-border metropolitan regions in Europe. In the future, firmly establishing exchange with other CBMRs in Europe can be reinforced through cooperation with guest regions at the conference, i.e. Öresund Region, Eurometropolis Lille-Kortrijk-Tournai, Grand Genève and centrope, as well as with national and European networks such as the Metropolitan Regions Initiative (IKM), the Association of European Border Regions (AEBR) and the Mission Opérationnelle Transfrontalière (MOT). These endeavours are to be forcefully advanced through joint activities and projects at various levels and as part of various funding contexts.

The conceptual focus in this lies on strategies for targeted strengthening of metropolitan functions and functional interrelations. Among other things, paths to effective positioning on political developments relating to spatial planning at national and European level (e.g. spatial development models, Territorial Agenda of the EU, EU Cohesion Policy after 2013) should be more intensively examined. Subjects such as cross-border information and conflict management, or cross-border governance, should also be more closely considered. The workshop "Conflict management in cross-border metropolitan regions" carried out together with representatives of the neighbouring sub-regions beyond the German border was an important first step for initiating an open discussion of various perspectives of actors and for viewing the conflicts of the past as an opportunity for the future. It showed that particularly the establishment of a constructive cooperation culture in the context of spatial development and spatial planning is still in an early stage. Exchange of experience with partners from the neighbouring sub-regions of the German IMeG partners across the border showed that the derivation of transferable knowledge, the practical transfer, and the resulting recommendations can benefit all (metropolitan) cross-border regions.

In the upcoming phase, cross-border networking is to be more strongly shifted into the focus. The IMeG would like to enter into contact with the neighbouring sub-regions beyond the German border and also take a step in the direction of Europe together with the other cross-border metropolitan regions.

# INDEXES

# ◼ LIST OF ILLUSTRATIONS

# ■ LIST OF TABLES

# ■ BIBLIOGRAPHY

AGEG – Arbeitsgemeinschaft Europäischer Grenzregionen (2004): Europäische Charta der Grenz- und grenzübergreifenden Regionen. Neufassung, Stand: 07.10.2004. Gronau

AGIT – Aachener Gesellschaft für Innovation und Technologietransfer (2012): Pressemitteilung der AGIT vom 19. September 2012, Nr. 24/12

Ahrens, Gerd-Axel; Schöne, Marzena (2008): Kooperative Ansätze bei integrierter, grenzüberschreitender Verkehrsplanung auf regionaler Ebene. Leitfaden. Dresden, Januar 2008

Arens, Johannes (2012): Steckbrief zum Projekt „Maastricht – Kulturhauptstadt 2018", der von Herrn Arens im Zuge der IMeG-Leitprojekt-Recherche ausgefüllt wurde

Baasner, Frank; Neumann, Wolfgang (2005): Dossier Grenzen und Kooperationen: Grenzüberschreitende Kooperation: Deutschland-Frankreich: eine analytische Bestandsaufnahme. In: Dokumente – Zeitschrift für den deutsch-französischen Dialog. Bonn: Verl. Dokumente GmbH: 11-17

Bächtold, Hans-Georg (2010): Zur Planung in funktionalen Räumen. In: Tec 21, Jg.: 136, Nr.21 (2010): 34-35

BBR – Bundesamt für Bauwesen und Raumordnung; BMVBS – Bundesministerium für Verkehr, Bau und Stadtentwicklung (Hrsg., 2006): Perspektiven der Raumentwicklung in Deutschland. Bonn/Berlin. Download (09.04.2009): www.bbr.bund.de/BBSR/DE/ Veroeffentlichungen/Sonderveroeffentlichungen/2006/ PerspektivenRaumentwicklg.html

BBSR – Bundesinstitut für Bau-, Stadt- und Raumforschung (2012): Raumordnungsbericht 2011. Download (08.08.2013): www.bbsr.bund.de/BBSR/DE/ Veroeffentlichungen/Sonderveroeffentlichungen/2012/ ROB2011.html

BBSR – Bundesinstitut für Bau-, Stadt- und Raumforschung (2010): Metropolräume in Europa. = Analysen Bau. Stadt. Raum. Band 1. Bonn: Selbstverlag des BBR

Beck, Joachim (2013): Kooperationsmanagement in metropolitanen Grenzregionen. Konfliktverarbeitung als Herausforderung grenzüberschreitender Governance. Powerpoint-Präsentation im Rahmen des Workshops „Kooperationsmanagement in metropolitanen Grenzregionen"

Beck, Joachim (2011): Stand und Perspektiven der grenzüberschreitenden Zusammenarbeit in Europa. Vortrag anlässlich der Jahrestagung der GIZ am 29.08.2011 in Berlin, (S. 1-39), unveröffentlichtes Manuskript

Beck, Joachim (2008): Patterns of Administrative Culture in Cross-Border Cooperation. In: Beck, Joachim; Thedieck; Franz (Eds. 2008). The European Dimension of Administrative Culture, Baden-Baden (Schriften der Deutschen Sektion des Internationalen Instituts für Verwaltungswissenschaften, Band 33): 179-213 (196)

Benz, Arthur (2009): Politik in Mehrebenensystemen. Wiesbaden: VS Verlag für Sozialwissenschaften

Beyerlin, Ulrich (1988): Rechtsprobleme der lokalen grenzüberschreitenden Zusammenarbeit. Berlin: Springer

Blatter, Joachim; Scherer, Roland (2006): Die Bodenseeleitbilder als Spiegel der grenzüberschreitenden Kooperation und im Spiegel der Wissenschaften. In: Deutsches Institut für Urbanistik (Hrsg.): Brennpunkt Stadt, Lebens- und Wirtschaftsraum, gebaute Umwelt, politische Einheit. Festschrift für Heinrich Maeding zum 65. Geburtstag. Berlin: Deutsches Institut für Urbanistik: 281-292

BMVBS – Bundesministerium für Verkehr, Bau und Stadtentwicklung; BBSR – Bundesinstitut für Bau-, Stadt- und Raumforschung (2012a): Info-Brief, MORO-Initiative Landschaftsnetz Mosel Phase 2 „Integrierte Flusslandschaftsentwicklung – Landschaftsnetz Mosel", Nr. 6 Juni 2012

BMVBS – Bundesministerium für Verkehr, Bau und Stadtentwicklung; BBSR – Bundesinstitut für Bau-, Stadt- und Raumforschung (2012b): Landschaftsnetz Mosel, Réseau des paysages mosellans

BMVBS – Bundesministerium für Verkehr, Bau und Stadtentwicklung (2011): Metropolitane Grenzregionen. Abschlussbericht des Modellvorhabens der Raumordnung (MORO) „Überregionale Partnerschaften in grenzüberschreitenden Verflechtungsräumen"

centrope Koordinationsbüro (2012a): Programm des „centrope summit 4". Download (16.05.2013): www.centrope.com/de/politische-konferenzen/pamhagen-2012

centrope Koordinationsbüro (2012b): Schlussfolgerungen des Politischen Board von centrope (konsolidierte Fassung). Ein selbständiger Kooperationsmechanismus mit erkennbarem Mehrwert. Pamhagen, 25. Oktober 2012

Chinalski; Maciej (2010): Regional Governance in der Oder-Partnerschaft. Universität Potsdam, WeltTrends Thesis, Nr. 8. Universitätsverlag Potsdam

Diederich, Romain (2012): Vortrag „Die Luxemburger Raumordnung im Kontext der Großregion" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

Erdmenger, Katharina (2012): Vortrag „Die Bedeutung metropolitaner Grenzregionen aus Sicht der Bundesraumordnung" im Rahmen des Programmpunkts „Die Rolle metropolitaner Grenzregionen" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

ESPON; University of Luxembourg (2010): Grenzüberschreitende Polyzentrische Metropolregionen, ed. MDDI, 202p. Download (18.06.2013): www.dat.public.lu/publications/documents/metroborder/metroborder_final_report_de.pdf

Eurométropole Lille-Kortrijk-Tournai (2011): 2012-2013. Eurométropole, Actions et Stratégie. Download (05.07.2013): www.eurometropolis.eu/fileadmin/user_upload/Divers/Documentation/PLAN_ACTION_FR_.pdf

Euro-Institut (2010): Kooperations- und Governancestrukturen in grenzüberschreitenden Verflechtungsräumen – Analyse der bestehenden grenzüberschreitenden Strukturen der Zusammenarbeit auf unterschiedlichen Ebenen und räumlichen Zuschnitten. Schlussbericht der Expertise, bearbeitet von Beck, Joachim in Kooperation mit Pradier, Eddie; Unfried, Martin; Gengler, Claude; Wittenbrock, Rolf. Kehl

Ficht, Klemens (2012): Beitrag im Rahmen der Schlussrunde „Im Netzwerk handeln – Wie können sich metropolitane Grenzregionen in Europa vernetzen?" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

Gabbe, Jens (2001), zitiert in AGEG 2001 (Ahrens/Schöne 2008)

Gerber, Philippe; Enaux, Christophe (2012): Einführung und Vorstellung der Broschüre. In: Schmitz, Frédéric; Drevon, Guillaume; Gerber, Philippe (Hrsg., 2012): Die Mobilität der in Luxemburg beschäftigten Grenzgänger": 6-7

Geschäftsstelle Agglomerationsprogramm Basel (2012): Strategie 2030 – Trinationale Agglomeration Basel. Agglomerationsprogramm Basel, 2. Generation. Liestal

Hartz, Andrea; Damm, Gerd-Rainer; Köhler, Stefan (2010): Großräumige grenzüberschreitende Verflechtungsräume – Ein „Modellvorhaben der Raumordnung" (MORO) des Bundes. In: Raumforschung und Raumordnung (RuR): Großräumige grenzüberschreitende Verflechtungsräume. 6/2010. Springer: 499-513

Heidenreich, Martin (1999): Grenzregionen. Entwicklungs- chancen und -barrieren zwischen West- und Mitteleuropa. In: Fuchs, G.; Krauss, G.; Wolf, H.-G. (Hrsg.): Die Bindungen der Globalisierung. Interorganisationsbeziehungen im regio- nalen und globalen Wirtschaftsraum. Marburg: Metropo- lis-Verlag. Download (11.12.2012): www.sozialstruktur. uni-oldenburg.de/dokumente/grenzregionen.pdf

Hrbek, Rudolf; Weyand Sabine (1994): Betrifft: Das Europa der Regionen: Fakten, Probleme, Perspektiven. München: Beck

Hüser, Uwe (2012): Vortrag „Metropolitane Grenzregionen aus der Perspektive von Rheinland-Pfalz" im Rahmen des Programmpunkts „Die Rolle metropolitaner Grenzregionen" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

Interregionale Arbeitsmarktbeobachtungsstelle (2013): Die Arbeitsmarktsituation in der Großregion. 8. Bericht der Interregionalen Arbeitsmarktbeobachtungsstelle an den 13. Gipfel der Exekutive der Großregion

Interreg-Projekt BODAN-RAIL 2020 (Hrsg., 2001): Das Konzept BODAN-RAIL 2020. Download (15.03.2013): www.bodan-rail.net

Kanton Aargau, Abteilung Raumentwicklung; Kanton Basel-Landschaft, Amt für Raumplanung; Kanton Solothurn, Amt für Raumplanung; Kanton Basel-Stadt, Hochbau- und Planungsamt; Regionalverband Hochrhein-Bodensee (2011): Raumentwicklungskonzept Nordwest +. März 2011

Köhler, Stefan (2007): Wachstumsregionen fernab der Metropolen – Zusammenführung und Ausblick. In: Köhler, Stefan (Hrsg.): Wachstumsregionen fernab der Metropolen. Chancen, Potenziale und Strategien. Hannover: 116-118. = Arbeitsmaterial der ARL, Nr. 334

Lambertz, Karl-Heinz (2012): Beitrag im Rahmen der Schlussrunde „Im Netzwerk handeln – Wie können sich metropolitane Grenzregionen in Europa vernetzen?"

auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

Leypoldt, Patrick (2012): Beitrag im Rahmen der Podiumsgespräche „Governance und Organisation – Was macht grenzüberschreitende Kooperation erfolgreich?" und „Territoriale Strategien und Projekte – Wie lassen sich metropolitane Grenzregionen stärken?" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

Lutter, Johannes (2012): Beitrag im Rahmen der Podiumsgespräche „Governance und Organisation – Was macht grenzüberschreitende Kooperation erfolgreich?" und „Territoriale Strategien und Projekte – Wie lassen sich metropolitane Grenzregionen stärken?" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

MDDI – Ministère du Développement durable et des Infrastructures (2013): SIG-GR. Système d'Information Géographique de la Grande Région/ GIS-GR. Geografisches Informationssystem der Großregion. Luxembourg

Mehlbye, Peter (2012): Vortrag „Metropolitane Grenzregionen in Europa – Welche Bedeutung haben sie für Regionalentwicklung, Wachstum und Innovation?" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

MIAT 2009 – Ministère de l'Intérieur et de l'Aménagement du Territoire (2009): Daten zu nicht festgesetzten Überschwemmungsgebieten 1993/95 im Rahmen des Plan Sectoriel Paysage

Nebel, Reto (2010): Schwerpunktaufgaben – Grenzüberschreitende Aufgaben. Powerpoint-Präsentation.

Oberrheinkonferenz (Hrsg., 2009): Beitrag des Oberrheins zum „Grünbuch zum territorialen Zusammenhalt – Territoriale Vielfalt als Stärke" der Europäischen Kommission {SEK(2008) 2550}, Kehl, 2009

Øresundsbro Konsortiet (Hrsg., 2009): Die Øresundbrücke und ihre Region. Download (14.05.2013): www.kooperation-international.de/ detail/info/die-oeresundbruecke-und-ihre-region.html

Peyrony, Jean (2012): Beitrag im Rahmen der Schlussrunde „Im Netzwerk handeln – Wie können sich metropolitane Grenzregionen in Europa vernetzen?" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

ROG – Raumordnungsgesetz vom 22. Dezember 2008 (BGBl. I S. 2986), das zuletzt durch Artikel 9 des Gesetzes vom 31. Juli 2009 (BGBl. I S. 2585) geändert worden ist. Download (06.06.2013): www.gesetze-im-internet.debundesrecht/rog_2008/gesamt.pdf

ROK-B – Raumordnungskommission Bodensee (2012): Protokoll vom 09.11.2012

Region Skåne (2008): Øresundsregionen 2025. Scenarier for trafik- og byudvikling. Juni 2008

Regionalverband Bodensee-Oberschwaben, Regionalverband Hochrhein-Bodensee (2010): Der europäische Verflechtungsraum Bodensee. Ein MORO-Projekt. Ravensburg, Waldshaut-Tiengen. o.V.

Roulet, Pascale (2012): Beitrag im Rahmen der Podiumsgespräche „Governance und Organisation – Was macht grenzüberschreitende Kooperation erfolgreich?" und „Territoriale Strategien und Projekte – Wie lassen sich metropolitane Grenzregionen stärken?" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

Scherer, Roland (2010): Vortrag „Vom Umgang mit Konflikten in Grenzregionen – Das Beispiel der Regio Bodensee" im Rahmen des 3. Projektworkshops in Friedrichshafen

Scherer, Roland; Schnell, Klaus-Dieter (2002): Die Stärke schwacher Netzwerke. Entwicklung und aktuelle Situation der grenzübergreifenden Zusammenarbeit in der Regio Bodensee. In: Jahrbuch des Föderalismus 2002: 502-518

Schlusche, Ralph (2012): Beitrag im Rahmen der Schlussrunde „Im Netzwerk handeln – Wie können sich metropolitane Grenzregionen in Europa vernetzen?" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

Schniedermeier, Lydia (2010): Die Bedeutung des INTERREG-Prozesses für die grenzüberschreitende Kooperation am Beispiel der Regionen Oberrhein und Großregion. Diplomarbeit an der TU Dortmund

Schulz, Christian (1997): Saar-Lor-Lux: die Bedeutung der lokalen grenzüberschreitenden Kooperation für den europäischen Integrationsprozeß. In: Europa Regional, Bd. 5/2: 35-43

Sinz, Manfred (2007): Metropolregionen, ländliche Wachstumspole und Stabilisierungsräume in den neuen Leitbildern der Raumentwicklung. In: Köhler, Stefan (Hrsg.): Wachstumsregionen fernab der Metropolen. Chancen, Potenziale und Strategien. Hannover: 116-118. = Arbeitsmaterial der ARL, Nr. 334

Sohn, Christophe (2013): The Border as a Resource in the Global Urban Space: A Contribution to the Cross-Border Metropolis Hypothesis. International Journal of Urban and Regional Research, Article first published online: 2 August 2013

Sohn, Christophe (2012): Beitrag im Rahmen des Podiumsgesprächs „Territoriale Strategien und Projekte – Wie lassen sich metropolitane Grenzregionen stärken?" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

Sohn, Christophe; Walther, Olivier (2011): Luxemburg: Aufbau einer grenzüberschreitenden Metropolregion.

Sohn, Christophe; Reitel, Bernard; Walther, Olivier (2009): Cross-border metropolitan integration in Europe (Luxembourg, Basel and Geneva). IRISS Working Paper 2009-02. CEPS/INSTEAD, Differdange, Luxembourg

Splett, Gisela (2012): Vortrag „Landes- und Regionalplanung als Motoren grenzüberschreitender Zusammenarbeit" im Rahmen des Programmpunkts „Die Rolle metropolitaner Grenzregionen" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

Stichting Maastricht Culturele Hoofdstad 2018 (2012): Europa wiederentdecken. Bewerbungsschrift, 26. Oktober 2012. Bidbook-Fassung 2. Download (24.05.2013): www.via2018.eu/data/files/alg/id459/M2018_Bid%20Book_DU.pdf

Streitenberger, Wolfgang (2013): Vortrag „Territoriale Kohäsion und Strukturfondspolitik in Europa – Wie lassen sich metropolitane Grenzregionen fördern?" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

Tiedemann, Johan (2012): Beitrag im Rahmen der Podiumsgespräche „Governance und Organisation – Was macht grenzüberschreitende Kooperation erfolgreich?" und „Territoriale Strategien und Projekte – Wie lassen sich metropolitane Grenzregionen stärken?" auf der Europäischen Konferenz des Initiativkreises Metropolitane Grenzregionen (IMeG) am 19./20. November 2012 in Luxemburg

TMO – Trinationale Metropolregion Oberrhein (2010): Gemeinsam handeln und gestalten. Eine Strategie für die Trinationale Metropolregion Oberrhein 2020. Download (07.04.2013): www.rmtmo.eu

TRANSLOKAL (Hrsg., 2006): Grenzen der Kooperation – Perspektiven im Grenzraum. Kooperationen zur Nutzung von Entwicklungschancen des deutsch-polnischen Grenzraums – Beispiele ausgewählter Handlungsfelder. Berlin

TU Dresden (2010a): Standortvor- und -nachteile grenzüberschreitender Verflechtungsräume. Endbericht der Expertise, bearbeitet von Wiechmann, Thorsten in Kooperation mit Knippschild, Robert; Albecker, Marie-Fleur. Im Auftrag der Projektpartnerschaft des MORO „Überregionale Partnerschaften in grenzüberschreitenden Verflechtungsräumen". Dresden

TU Dresden (2010b): Grenzüberschreitende Verflechtungsräume – Potenziale und offene Fragen. Synthese aus den Expertisen zu Definition und Abgrenzung sowie zu Standortvorteilen und -nachteilen grenzüberschreitender Verflechtungsräume. Bearbeitet von Wiechmann, Thorsten; Knippschild, Robert; Roth, Hélène; Albecker, Marie-Fleur. Im Auftrag der Projektpartnerschaft des MORO „Überregionale Partnerschaften in grenzüberschreitenden Verflechtungsräumen". Dresden

TU Dresden (2009): Definition und Abgrenzung grenzüberschreitender Verflechtungsräume – Analysen zu Verflechtungsindikatoren und Datenverfügbarkeit in vier Grenzräumen. Expertise, bearbeitet von Wiechmann, Thorsten in Kooperation mit Knippschild, Robert; Roth, Hélène. Im Auftrag der Projektpartnerschaft des MORO „Überregionale Partnerschaften in grenzüberschreitenden Verflechtungsräumen". Dresden

Warnecke, Andreas (2012): Steckbrief zum Projekt „M3", der von Herrn Warnecke im Zuge der IMeG-Leitprojekt-Recherche ausgefüllt wurde

# ◼ WEBSITES

Website AGEG. Download (30.01.2013): www.aebr.eu/de/profil/ziele_aufgaben.php

Website AGIT – The Locator. Download (03.05.2013): www.the-locator.eu; www.the-locator.eu/72EMR_Frontend/main.jsf?lang=de#!homePage.eu

Website Agglomerationsprogramm Basel. Download (08.04.2013): www.agglobasel.org/zukunftsbild/

Website ARE – Bundesamt für Raumentwicklung. Download (16.05.2013): www.are.admin.ch/themen/agglomeration/00626/01680

Website Ärztezeitung. Download (15.04.2013): www.aerztezeitung.de/politik_gesellschaft/krankenkassen/article/836459/dreilaendereck-egk-macht-patienten-mobil.html

Website Bodan-Rail 2020. Download (22.04.2013): www.bodan-rail.net/index.html

Website Bodenseekreis. Download (15.04.2013): www.bodenseekreis.de/verkehr-wirtschaft/wirtschaft/internationaler-wirtschaftsraum-bodensee.html

Website Bodensee Standort Marketing. Download (15.04.2013): www.bodensee-standortmarketing.com/internationaler-wirtschaftsraum-bodensee-iwb.html

Website centrope. Download (08.08.2013): www.centrope.com/de/projekt-centrope/multilaterale-partnerschaft; www.centrope.com/de/projekt-centrope/strategie-2013

Website CSC-Grenzgängerdienst. Download (08.08.2013): www.grenzgaengerinfos.org/Resources/eIZOM_Depliant_DE.pdf

Website DACH+. Download (10.06.2013): www.dachplus. org/raumentwicklung/%C3%BCberblick

Website EEA – European Environment Agency, Natura 2000 data 2009. Download (10.05.2012): www.eea.europa. eu/data-and-maps/data/natura-1%20

Website Europarat – ELC. Download (10.12.2012): http:// conventions.coe.int/Treaty/Commun/QueVoulezVous. asp?NT=176&CM=8&DF=1/18/2008&CL=GER

Website Europäische Kommission – Kulturhauptstadt Europas. Download (14.05.2013): http://ec.europa.eu/ culture/our-programmes-and-actions/capitals/european-capitals-of-culture_de.htm

Website FFH-Gebiete. Download (15.04.2013): www.ffh-gebiete.de/natura2000/grundlagen

Website FWTM Freiburg. Download (25.06.2013): www. fwtm.freiburg.de/servlet/PB/menu/1262511_l1/index. html

Website GISOR. Download (16.05.2013): www.sigrs-gisor.org/?q=de/content/pr%C3%A4sentation

Website GR Atlas – Tourismus Moselland. Download (03.02.2012): http://geo.uni.lu/joomla/index. php?option=com_content&task=view&id=1555&Itemid= 239

Website IBK – Internationale Bodensee Konferenz. Download (03.06.2013): www.bodenseekonferenz.org/40-Jahre

Website Kanton Aargau. Download (12.12.2012 / 01.02.2013): www.ag.ch/de/bvu/raumentwicklung/ strategien_konzepte/raumkonzept_nordwestschweiz/ uebersichtskarte/uebersichtskarte_1.jsp

Website Ministère de l'Écologie, du Développement durable et de l'Énergie. Download (20.06.2009): http://cartorisque.prim.net

Website Mönchengladbacher Zeitung. Download (15.04.2013): www.mg-heute.de/?p=16116

Website mobility-euregio. Download (08.07.2013): www.mobility-euregio.com

Website Öresundskomiteen. Download (08.08.2013): www.oresundskomiteen.org/en/accessibility-and-mobility

Website Regionalmanagement Burgenland. Download (24.05.2013): www.rmb.at/de/aufgaben/ projektmanagement/centrope_capacity

Website REK Nordwest+. Download (18.06.2013): www.ag.ch/media/kanton_aargau/bvu/dokumente_2/ raumentwicklung/strategien___konzepte_1/ raumkonzept_nordwestschweiz_1/Konzept_inklusive_ Anhaenge_hohe_Aufloesung.pdf

Website RLP – Großregion. Download (08.08.2013): www.rlp.de/no_cache/einzelansicht/archive/2013/ january/article/grossregion-waechst-zusammen

Website StädteRegion Aachen. Download (15.05.2013): www.staedteregion-aachen.de/wps/portal/internet/!ut/p/ c4/XYzBDoIwEAX_qLtdhYI3QIwHOZiYKN4a2kATaEmzGg_ GbxeOmpfMZfIG7rDM66frNbvg9Qg3aD u3qyQlqkhLxE0qt7L-qCpLzwdVZoqael_ AdT0aK7rgLa9k69kt7KPmEMUcIo-recS4GOEMtP_ R90-SUJJEyjFPiBQiGuu8sS8x8DQeL80J5mkqvjj8wBs!/

Website TMO – Trinationale Metropolregion Oberrhein. Download (07.02.2013): www.rmtmo.eu

Website Upper Rhine Valley – Tourismus am Oberrhein. Download (06.07.2013): www.upperrhinevalley.com

Website Vierländerregion. Studie „Themenwelt Bodensee", erstellt von Arthesia AG, Zürich. Im Auftrag der Projektgruppe Themenwelt Bodensee. Download (25.05.2013): www.vierlaenderregion.com/downloads.html

# ■ PICTURE CREDITS

# Initiative Group of German Regions in Cross-Border Functional Regions

Final Report of the Demonstration Project of Spatial Planning (MORO)