



HOCHSCHULE KEHL  
UNIVERSITY OF APPLIED SCIENCES

Verwaltung - Gestalten & Entwickeln

# Prospects for cross-border cooperation in Europe

**Prof. Dr. Joachim Beck**



# Cross-border cooperation (CBC) as a horizontal European integration dimension... (Beck 2022)

## Cross-Border Cooperation Areas/Structures 2011 Régions/structures de coopération transfrontalière 2011 Regionen/Strukturen grenzübergreifender Zusammenarbeit 2011

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AGEG member/Membre de l'AGEG/Mitglied AGEG  
Non-member of AGEG/Non-membre de l'AGEG/Nicht-mitglied AGEG

Number of the large-scale and complex crossborder cooperation  
Número de la cooperación transfronteriza vaste et complexe  
Número der großräumigen und komplexen grenzübergreifenden Zusammenarbeit

AGEG member/Membre de l'AGEG/Mitglied AGEG  
Partial AGEG member/Membre partiel de l'AGEG/Teilmitglied AGEG

In the planning stage/En planifiant  
Non-member of AGEG/Non-membre de l'AGEG/Nicht-mitglied AGEG

Crossborder region in the planning stage/ Région transfrontalière prévue/  
Grenzübergreifende Region in Planung

Number of the border and crossborder region/  
Número de la région frontalière ou transfronteriza/  
Número der Grenz- und grenzübergreifenden Region

European Grouping of Territorial Cooperation (EGTC)/  
Groupe européen de coopération territoriale (GECT)  
Europäischer Verband für territoriale Zusammenarbeit (EVTZ)

EGTC in the planning stage  
GECT prévu  
EVTZ in Planung

EGTC member of AGEG  
GECT membre de l'AGEG  
EVTZ Mitglied der AGEG

National border  
Frontière nationale  
Staatsgrenze

A. ANDORRA  
L. LUXEMBOURG  
LL. LIECHTENSTEIN  
P.R.M. ROUMANIE/JUGOSLOVENSKA MAKEDONIA  
R.F. SLOVENIJA  
S.M. SAN MARINO  
V. CITTÀ DEL VATICANO



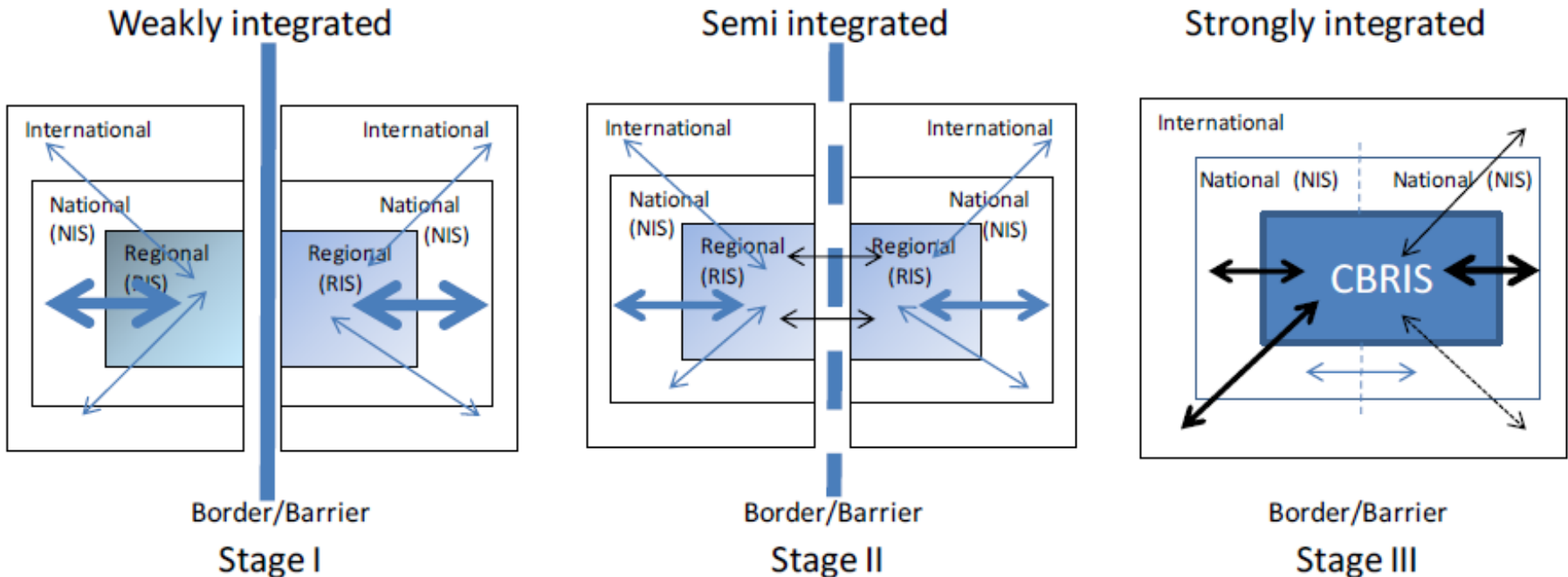
## Large-scale and complex Crossborder Cooperation Coopération transfrontalière vaste et complexe Ordnungsbünde und komplexe grenzübergreifende Zusammenarbeit

- |  |  |   |
|--|--|---|
| 1 Nordici Nordost                              | 9 Adriaalpenraum   | European Grouping of Territorial Cooperation (EGTC)         |
| 2 BEAC - Basens Euro-Artic Coast (FIN/NO/SW)   | 10 Alpenregion (AT/CH/IT)  | Groupe européen de coopération territoriale (GECT)          |
| 3 SEPR - Special EU Programmes Body (UK)       | 11 Adriaalpenraum (AL/BA/BOS/HR/MN/SK)                           | Europäischer Verband für territoriale Zusammenarbeit (EVTZ) |
| 4 Neusiedler Idomerg (AT/NO)                   | 12 Arbeitsgemeinschaft Südrheinland (AT/BG/DK/FR/HU/MO/RU/SK/UA) | A. Estremadura (ES/PT)                                      |
| 5 Großregion Saar-Lor.-Rheinland (FR/DE/LU)    | 13 Carpathian Euroregion (PL/RO/UA)                              | B. Algarve (PT)   |
| 6 Obersteiermark (AT/DE)                       | 14 Euroregion Black Sea (AM/BG/CZ/DE/GH/GR/IT/PL/RO/UA)          | C. Alentejo (PT)  |
| 7 Comitatul de Turzii des Pyrenäen (RO/ES/FR)  | 15 Kolckitsch (NO/SK/PL)   | D. Alentejo (PT)  |
| 8 Internationales Bodenseekonferenz (DE/CH/FR) | 16 NORA (NO/SV/UK)   | E. Algarve (PT)   |

## II. Border and Crossborder Regions / Régions frontalières et transfrontalières / Grenz- und grenzübergreifende Regionen

- |  |  |   |  |
|--|--|---|--|
| 1. Northern Europe and Baltic Sea<br>Europa des Nord und zone baltique<br>Nord Europa und Ostseeum | 47 Euroregion BWA - Bielo Karpaty (CZ/SK)  | 94 Conseil Valais-Vallée d'Aoste du Grand St. Bernard (CH/IT)               | 5. South West Europe<br>Europa de Sud-Ouest<br>Südwesteuropa |
| 1 Øresundskolten (DK/SE)   | 48 Euroregion Beskyty - Beskyty (PL/CZ/SK)   | 95 Regio Sempione (CH/IT)   | 140 Iles Baléares (ES)                                       |
| 2 ARNO (NO/SE)   | 49 Euroregion Tatry (PL/SK)  | 96 Regio Insubrica (CH/IT)  | 141 Corse - Sardigna (FR/IT)                                 |
| 3 Västland-Östfold (NO/SE)   | 50 Euroregion Dnepr (BY/RU/UA)   | 97 Hochrheinkommission (CH/DE)  | 142 Corse - Toscana (FR/IT)                                  |
| 4 Gränskommittén Östfold - Botströms/Östfold (NO/SE)   | 51 Euroregion Yaroslava (RU/UA)  | 98 Regionalverband Hochrhein - Bodensee (DE)                                | 143 Sicilia - Malta (IT/MT)                                  |
| 5 Mittnorden (NO/SE)   | 52 Euroregion Slobodschina (RU/UA)   | 99 EUREGIO Via salina (AT/DE)   | 144 Pyrenées Méditerranéennes Euroregion (ES/FR)             |
| 6 MITSKandia (NO/SE)   | 53 Euroregion Donbas (RU/UA)   | 100 Eurologio Zugspitze - Wetterstein - Karwendel (DE/AT)                   | 145 Catalunya (ES)   |
| 7 Kränkensdelt (FV/SE)   | 54 EuroCaucasus (AM/GE)  | 101 Eurologio Trental (AT/IT)   | 146 Andora (AD)  |
| 7a Ostrobotnians Förbund (FI)  | 55 Euroregion BWA - Bielo Karpaty (CZ/SK)  | 102 Eurologio Salzburg - Berchtesgaden Land - Traunstein (DE/AT)            | 147 Languedoc-Roussillon (FR)                                |
| 8 Nordkalottenrådet (FV/NO/SE)   | 56 Euroregion Beskyty - Beskyty (PL/CZ/SK)   | 103 Inn-Salzach-Eurolog (AT/DE)   | 148 Midi-Pyrénées (FR)                                       |
| 9 Tomelandsdelt - Bothnian Arc (FV/NO/SE)  | 57 Euroregion Tatra - Södttihl / Alto Adige - Trentino (CH/IT)                     | 104 Euroregion Tirol - Södttihl / Alto Adige - Trentino (CH/IT)             | 149 Aragón (ES)  |
| 10 Eurologio Karolia (FURU)  | 58 Euroregion Tatra - Södttihl / Alto Adige - Trentino (CH/IT)                     | 105 Autonome Provinz Bozen - Södttihl (IT)                                  | 150 Navarra (ES)   |
| 11 South-East-Finland - Russia (FURU)  | 59 Euroregion Tatra - Södttihl / Alto Adige - Trentino (CH/IT)                     | 106 Autonome Provinz Trient (IT)  | 151 Aquitaine (FR)   |
| 12 Regional Council of South Karelia (FI)  | 60 Euroregion Tatra - Södttihl / Alto Adige - Trentino (CH/IT)                     | 107 Regione Trentino - Södttihl (IT)  | 152 País Vasco/Euzkadi (ES)                                  |
| 13 Eurologio Hälsimä - Tallinn (FV/EE)   | 61 East Border Region Committee (EU/UK)  | 108 Regione Veneto (IT)   | 153 Galicia (ES)   |
| 14 Södra Sjöområdet (FV/SE)  | 62 Ireland - Wales Crossborder Cooperation (EU/UK)                                 | 109 Regione Friuli Venezia Giulia (IT)                                      | 154 Norte (PT)   |
| 15 Polish Transborder Cooperation (EU/PL)  | 63 Kent/Sussex - Nord Pas de Calais/Picardie (UK/FR)                               | 110 Republic of Slovenia (SI)   | 155 Castilla y León (ES)                                     |
| 16 Eurologio "Päivä - Livonia" (EE/LV/RU)  | 64 Lille Euroregionopolis franco-belge (FR/BE)                                     | 111 ARGE Kärnten-Slovenien (AT/SI)  | 156 Working Community Castilla y León - Norte (ES/PT)        |
| 17 Euroregion Baltica (LT/LV)  | 65 Eurologio West-Nyugat Pannonia (AT/HU)  | 112 Euroregion Stiermark-Slovenien (AT/SI)                                  | 157 Centro (PT)  |
| 18 Euroregion Country of Lakes (BY/LT/LV)  | 66 Eurologio West-Nyugat Pannonia (AT/HU)  | 113 Slovenian-Hungarian Crossborder Development Council (SI/HU)             | 158 Working Community Castilla y León - Centro (ES/PT)       |
| 19 TRUST Hedmark-Dalarna (NO/SE)   | 67 Ems Dollart Region - EDR (DE/NL)  | 114 Euroregion Aemilia-Centro-Estremadura (ES/PT)                           | 159 Extremadura (ES)   |
| 20 Euroregion Baltic (DK/PL/RU/SE)   | 68 Ems Dollart Region - EDR (DE/NL)  | 115 Euroregion Alentejo-Centro-Estremadura (ES/PT)                          | 160 Alentejo (PT)  |
| 21 Euroregion Lyma - Ława (PL/RU)  | 69 Ems Dollart Region - EDR (DE/NL)  | 116 Euroregion Andaluçia - Andalucía (ES/PT)                                | 161 Algarve (PT)   |
| 22 Euroregion Setupe (LT/PL/RU)  | 70 Ems Dollart Region - EDR (DE/NL)  | 117 Euroregion Andaluçia - Andalucía (ES/PT)                                | 162 Algarve - Gibraltar - Morocco (ES/GU/MA)                 |
| 23 Euroregion Nemunas/Nemov - Nerian (BY/LT/PL/RU)   | 71 Eurologio Rhein-Waal (DE/NL)  | 118 Ipo - Ipo - Euroregion (HU/SK)  | 163 Euroregion Alentejo - Andaluçia - Andalucía (ES/PT)      |
| 24 Euroregion Pomorania (DE/PL/SE)   | 72 Eurologio Rhein-Waal (DE/NL)  | 119 Euroregion Noagradlenis (HU/SK)   | 165 Andaluçia - Gibraltar - Morocco (ES/GU/MA)               |
| 25 Fohamárbeli Region (DK/DE)  | 73 Eurologio Rhein-Waal (DE/NL)  | 120 Euroregion Stara - Rimava (HU/SK)                                       | 166 Euroregion Baçque (ES/FR)                                |
| 26 Eurologio Sanderland - Schleswig (DK/DE)  | 74 Eufregio Saar-Lor.-Lux. (DE/FR/LU)  | 121 Euroregion Kras (SK/HU)   | 167 Eurodistrict (ES/FR)                                     |
|  | 75 Région Alsace (FR)  | 122 Euroregion Kofka - Miskolc - Zemplén (SK/HU)                            | 168 Eurodistrict (ES/FR)                                     |
|  | 76 Eurodistrict REGIO PAMINA (ES/FR)   | 123 Hódmezövár - Bihor Euroregion (HU/RO)                                   | 171 Puglia - Ionian Islands - Epyros - Albania (IT/GR/AL)    |
|  | 77 Regio Bacchicensis / Rodoltri/Rhenia (CH/DE/FR)                                 | 124 Euroregion Dniestr-Sava-Malevica (BA/HU/RS)                             | 172 Epyros - South Albania (GR/AL)                           |
|  | 78 Regionalverband Südtirol/Oberelbein (DE)  | 125 Euroregion Drina-Sava-Malevica (BA/HU/RS)                               | 173 West Macedonia - Albania - FYROM (GR/AL/FYROM)           |
|  | 79 Conferecia Transiustasiense (CH/FR)   | 126 Euroregion Danube-Drava-Sava (BA/HU/PL)                                 | 174 Central Macedonia (GR) - FYROM - BULGARIA                |
|  | 80 Comité régional franco-genevois - Canton de Genève - Région Rhône-Alpes (CH/FR) | 127 Euroregion Mura-Drava (HR/HU)   | 175 Euroregion Baikalica (BG/FR/FYROM)                       |
|  | 81 Conseil du Léman - Ain - Haute-Savoie - Vaud - Valais - Genève (CH/FR)          | 128 Euroregion Middle Danube - Iron Gates - Euroregion Danube 21 (BG/RS/RO) | 176 Euroregion Morava-Pcinja-Struma (BG/FYROM/RS)            |
|  | 82 Eurodistrict Trinitonal de Bâle (CH/DE/FR)                                      | 129 Euroregion Nistava (BG/RS)  | 177 Euroregion Styrom - Struma (GR/BG)                       |
|  | 83 Inferior Danube Euroregion (BG/RO)  | 130 Euroregion Danube-South (BG/RO)   | 178 Euroregion Nestos-Mesta (BG/GR)                          |
|  | 84 Euroregion ErgoRegion - Rostinshoff (DE/CZ)                                     | 131 Euroregion Roussa-Giurgiu (BG/RO)                                       | 179 Euroregion Rhodopi (BG/GR)                               |
|  | 85 EUREGIO EURENENSIS (CZ/DE)  | 132 Euroregion Danubius (BG/RO)   | 179a A.o. Rhodope Municip. (BG)                              |
|  | 86 Euroregion Bayerischer Wald - Sumava - Mohlwaldert (DE/CZ/AT)                   | 133 Inferior Danube Euroregion (BG/RO)                                      | 180 East Macedonia - Thrace (GR)                             |
|  | 87 Eurologio Siva Norica (AT/CZ)   | 134 Euroregion Lower Danube (MD/RO/UA)                                      | 181 Euroregion Poljs - Trakalant-Ram TRAKIA (GR/TR/BG)       |
|  | 88 Euroregion Weinviertel - Jitrv-Morava - Zahorje (AT/CZ/SK)                      | 135 Euroregion Sirel-Prut-Nistru (MD/RO)                                    | 182 Euroregion Evros - Maritsa - Meric (GR/TR/BG)            |
|  |  | 136 Euroregion Upper Prut (RO/MD/UA)  | 183 Vorio Eger - Turkey (GR/TR)                              |
|  |  | 137 Euroregion Stara Planina (BG/RS)  | 184 Notio Eger - Turkey (GR/TR)                              |
|  |  | 138 Livv Oblast (UA)  | 185 Cyprus - Crete (CY/GR)                                   |

# Towards territorial innovation: ideal types of cross-border territories (Lundquist and Trippi, 2009)



RIS= Regional innovation system

CBRIS= Cross-border regional innovation system

# Survey of horizontal institutional capacity at territorial level (Beck 2019a)

## A. Number of transnational institutional arrangements

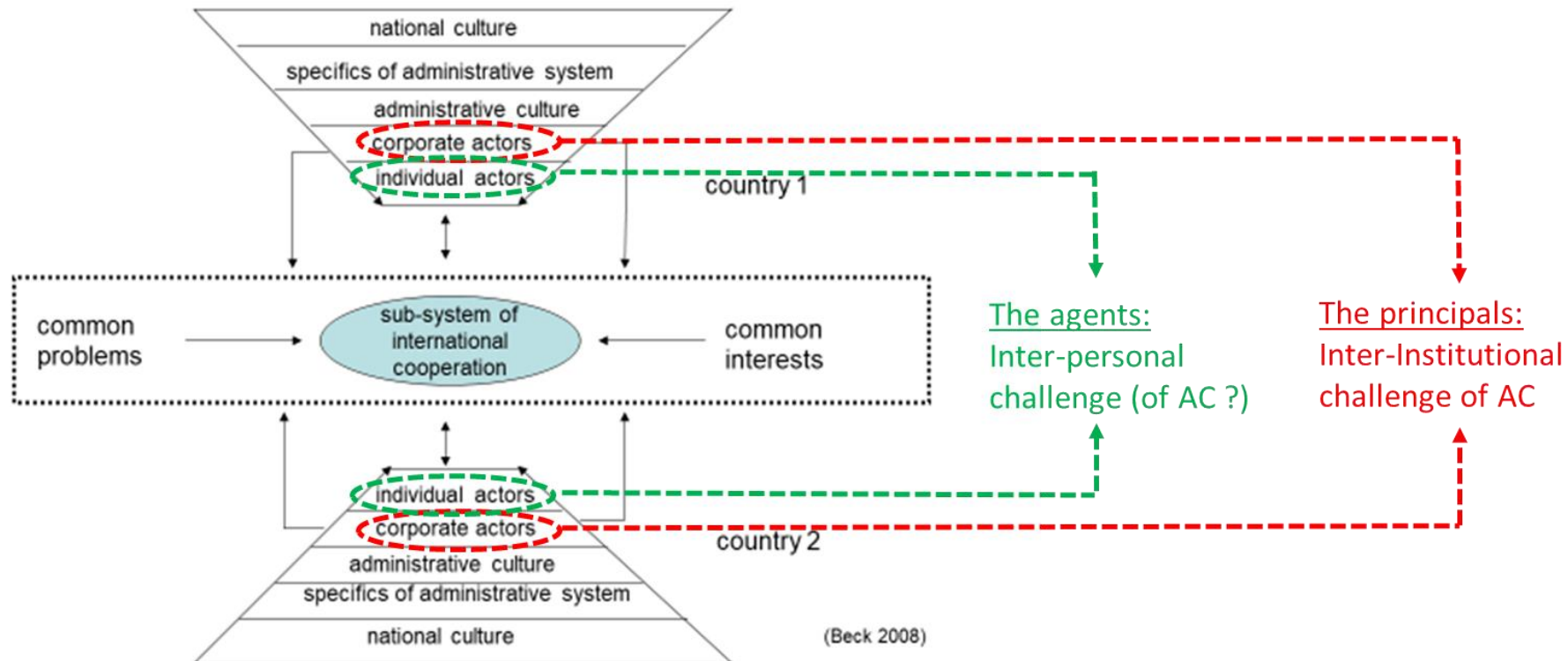
- From Interreg I to INTERREG V: 31->107 programmes, of which currently 60 A programmes (specifically geared towards cross-border cooperation); each programme has its own steering and management structures
- Ex. Interreg IV A: 14.965 projects/agreements, 50.179 new partnerships between participating actors -> permanent average annual capacity of 6.413 projects and 21.505 inter-institutional partnerships
- 364 official institutional arrangements beyond INTERREG (Euregios, government commissions, committees etc.) at local, regional and macro-regional level) (Wassenberg/Reitel 2015),
- Over 50 EGTCs (European Groupings of Territorial Cooperation)

## **B. Permanent full-time staff capacity in the context of ETC (INTERREG A)**

- 600 FTE programme management level (assumption peers DG Regio: 10 FTE/programme)
- 12.826 FTE project level (assumption peers DG Regio: min. 2 FTE/project)
- Extrapolation study (Beck 2018/2021): Assumption peers TEIN network: administrative overhead of 55 FTEs per 1 million inhabitants of a border area (GÜZ institutions plus internal effort of the participating partners in the home context, usually only shares of the main task).
- About 150 million inhabitants live in the European border regions (=30% of the EU population)-> Direct horizontal capacity of 8,250 FTEs+ 12.826 FTE project level+ 600 FTE programme management level
- => **21.676 FTE permanent horizontal staff capacity** But: 10.765.424 public servants work in border regions WITHOUT ETC work reference !!!!

# 2 Levels of administrative culture in cross-border cooperation

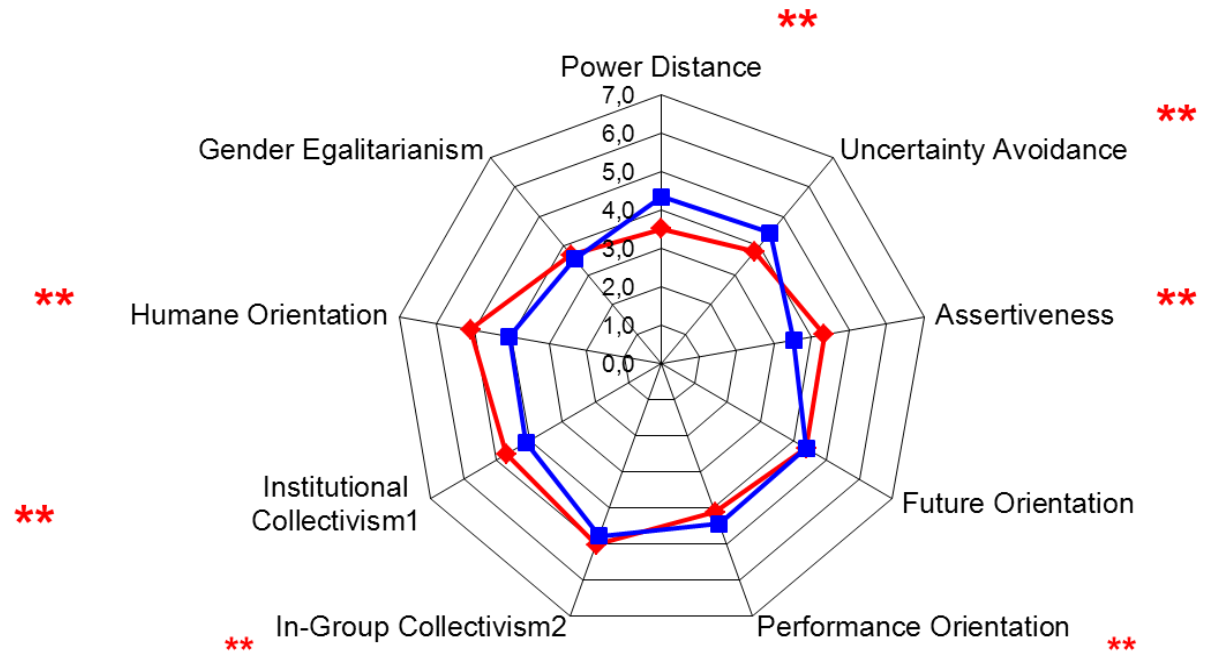
International Cooperation: Inter- institutional and inter-personal dimension



Vergleichende Beschreibung der Kultur der grenzüberschreitenden Zusammenarbeit und der Kultur der Zusammenarbeit in den Heimatverwaltungen - aus Sicht aller Akteure der grenzüberschreitenden Zusammenarbeit (N=131)

Description comparative de la culture de la coopération transfrontalière et de la culture de coopération dans les administrations nationales respectives à l'aide des standards culturels du project international GLOBE - du point de vue de tous les acteurs (N=131)

Unterschiede zwischen grenzüberschreitender Zusammenarbeit und Heimatverwaltung bei - Power Distance - Uncertainty Avoidance - Assertiveness - Institutional Collectivism1 und - Humane Orientation sind **konsensuell** zwischen deutschen und französischen Akteuren. → **gemeinsame Wahrnehmung der Kultur der grenzüberschreitenden Zusammenarbeit!**



Signifikanzprüfung (t-Test):  
 \*: p<.05  
 \*\*: p<.01

—◆— Grenzüberschreitende Zusammenarbeit / coopération transfrontalière  
 —■— Zusammenarbeit in Heimatverwaltungen / coopération dans les administrations nationales

# EU study from 2017

- **Legal-administrative obstacles** in border regions lead to a **loss of 3% of European GDP** (in some cases up to 20% in border municipalities).
- If these obstacles are completely dismantled:
  - > Growth boost of 485 billion euros
  - > 8 million new jobs in European border regions



**Quantification of the effects of  
legal  
and administrative border  
obstacles in  
land border regions**

Expert contract number 2016CE160AT091  
Final Report

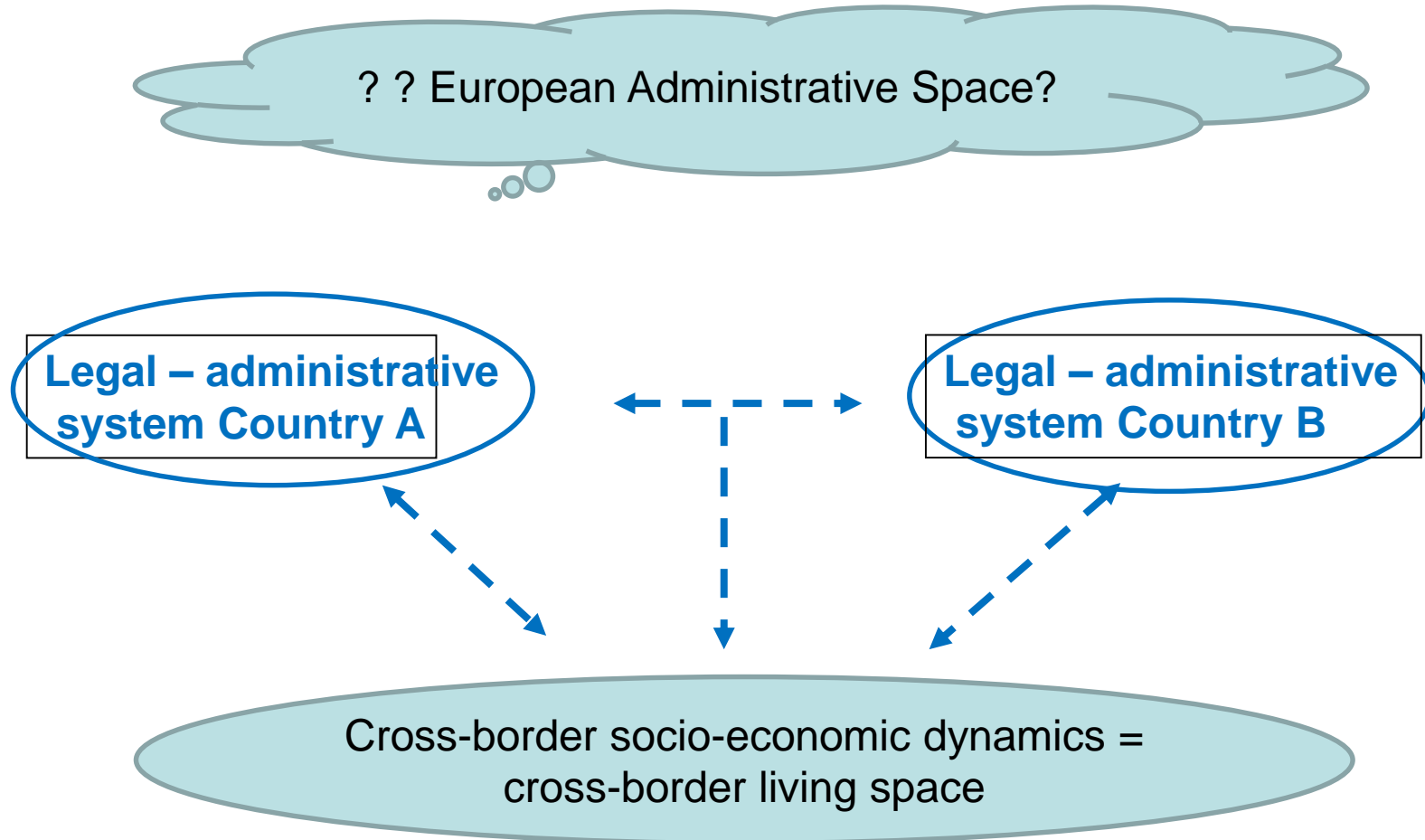
Quantification of the effects of legal and administrative border obstacles in land border regions;  
Roberto Camagni, Roberta Capello, Andrea Caragliu,  
Alessandro Toppeta ABC Department, Politecnico di Milano,  
Directorate-General for Regional and Urban Policy, Expert contract number 2016CE160AT09



Roberto Camagni, Roberta Capello, Andrea Caragliu, Alessandro Toppeta  
ABC Department, Politecnico di Milano  
16 May 2017



**Central cause: divergence between the cross-border interconnected space and the legal-administrative space of action, which is still dominated by the Member States**



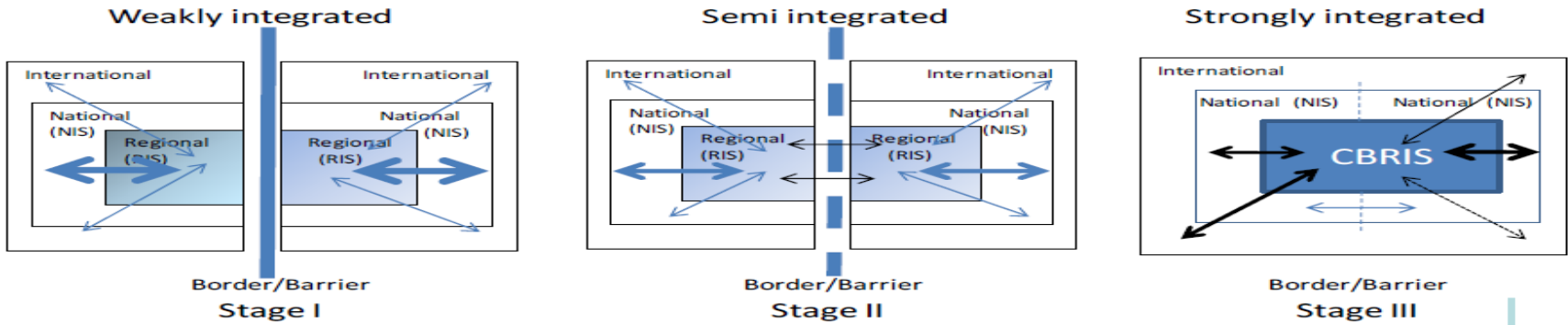
**-> Legal-administrative borders = obstacles both to mobility and the development of cross-border institutional potential**

# The Treaty of Aachen

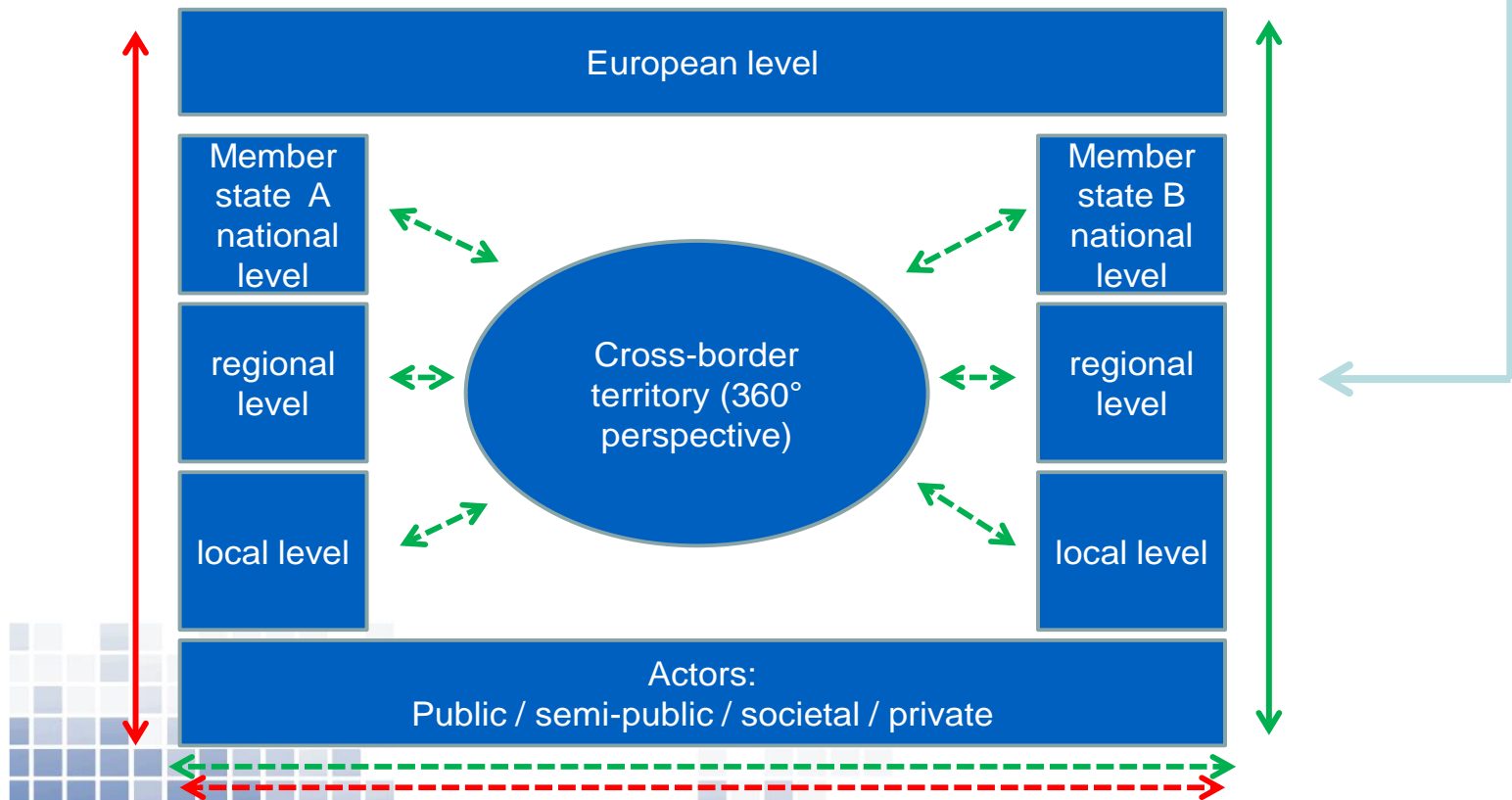
Article 13(2) of the Treaty offers the possibility, if "no other instrument so permits", for the partners to provide for "adapted laws, regulations and administrative provisions, including derogations". -> **Cross-border opening clauses and mutual recognition of legal norms are possible from the outset.**

## **Challenges to be overcome :**

- Establishing **functional equivalence** between the different legal systems (e.g. experimentation clause in the constitution, but millefeuille administratif on the French side - principle of connexity and idea of a separate field of action per administrative level in the Länder constitution on the German side...).
- The legal protection of "decentralised divergent measures" requires a **cross-border de minimis rule in national law**.
- Overcoming the primary project orientation: "Shared Services" as a new cross-border paradigm, **transfer of material competences for action** to cross-border institutions.
- Training and mentoring of a **new generation of actors** with key cross-border competences (languages, interculturality, management)
- New (functional) division of labour between cross-border territories and member states as well as public, private and social actors: **"horizontal subsidiarity"** (Beck 2022; 2013)

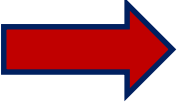


The vertical and horizontal dimensions of multi-level **governance** and **subsidiarity** in cross-border cooperation



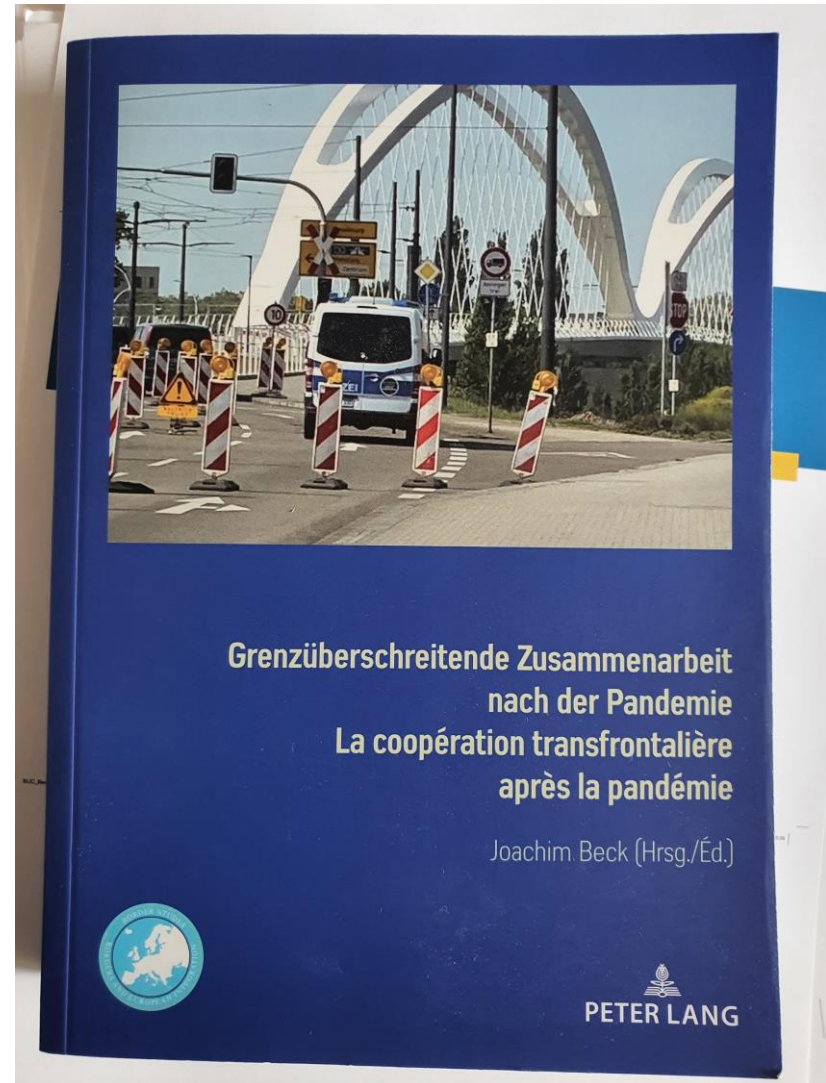
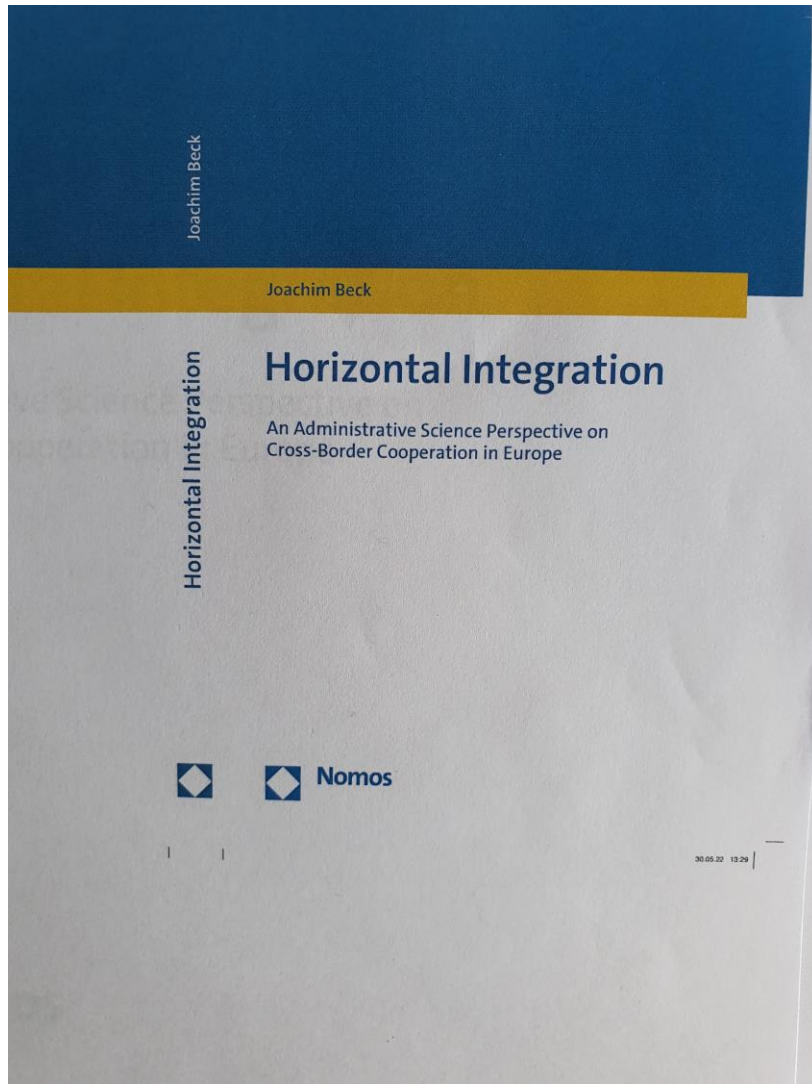
# Conclusion

- Border regions are areas with great potential for horizontal European integration (Beck 2022).
- Aachen Treaty (ECBM) as a framework condition: More initiatives from the border regions themselves
  - >more reference to real territorial problems
  - >more political courage to work concretely for flexibilization
  - >more shifting of community tasks and competences for action to cross-border institutions.



From cross-border governance ("soft", selective and informal approach) to a real horizontal cross-border (supra-local) government (institutional correspondence between the space of socio-economic interdependence and the space of administrative action).

# Further reading...



# Thank you !

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