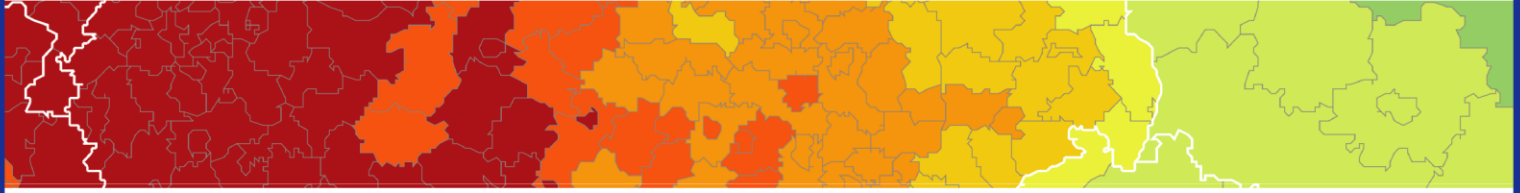**Inspire policy making by territorial evidence**

Cross-border Public Services (CPS)

Targeted Analysis

Scientific Report – ANNEX I
Detailed EU-wide analysis of CPS

Version 16/11/2018

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Cross-border Public Services (CPS)

Final Report

Scientific Report – ANNEX I
Detailed EU-wide analysis of CPS

Table of contents

List of Figures

List of Maps

List of Tables

Abbreviations

AEBR	Association of European Border Regions
CESCI	Central European Service for Cross-Border Initiatives
CoR	European Committee of the Regions
CPS	Cross-border public service(s)
CPSP	Cross-border public service provision
EC	European Commission
EEA	European Environmental Agency
EGTC	European grouping of territorial cooperation
ESPON	European Territorial Observatory Network
EU	European Union
MOT	Mission Opérationnelle Transfrontalière

1   Introduction

Complementing the basic analysis of CPS provision in Europe of the main report, this Annex Report extends the analysis of the inventory of CPS by detailing certain aspects of the service provision.

The detailed analysis in this report is organized along the following guiding questions:

Where? – Where are CPS provided in Europe today (Chapter 2)?

Which? – Which policy areas and fields of interventions are addressed by the services (Chapter 3)?

When? – When were the CPS established? Since when are they operational (Chapter 4)?

Who? – Who is the addressee of the service? At whom are the services targeted (Chapter 5)?

How? – How were the CPS implemented? How many partners are involved, which legal frameworks, management and delivery modes are chosen (Chapter 6)?

Following these guiding questions, the analyses addresses the geographical distribution of CPS in Europe, themes and spatio-temporal patterns, the differentiation of target groups, as well as selected implementation aspects.

Altogether, the compiled inventory of CPS examples in Europe covers 579 different CPS along all European borders, grouped into nine different policy areas, each of which has been further differentiated into several fields of interventions (three to six fields per policy area). This represents the entire CPS population, upon which the following analyses are applied. However, since some specific information are not available for all CPS in the required detail, some of the analysis presented in this Annex Report rely on smaller subsets of the 579 CPS. This will be indicated accordingly in the relevant Chapters.

As the ESPON CPS project for the first time ever tried to compile such a European-wide inventory of cross-border public services, the following analyses have a primarily descriptive nature, with a view to provide comprehensive and thorough base information with respect to spatial or thematic foci of the service provision. Further interpretation of the analysis results, taking account of the results of the online survey and of stakeholder interviews and workshop results, can be found in the ESPON CPS Main Report as well as in the individual case study reports. Insofar this Annex Report complements the other document by providing objective base information.

2   Presence of CPS in Europe

2.1   Where do we find CPS in Europe?

The inventory includes a total of 579 CPS in Europe (Map 1). The European overview shows a rather imbalanced picture of CPSP[1].

The highest share of CPSP in Europe can be observed along the borders between the six founding EU Member States (i.e. the Benelux countries, France and Germany) and Nordic countries. Most of these CPS are located along the borders of the Benelux countries, as well as between France, Germany and Switzerland, and in the Nordic countries (Map 1). A high density of CPSP can also be observed along the German-Czech and (partially) German-Austrian border, and along the German-Danish border. The relatively high share of CPSP along the southern part of the Finnish-Russian border can be explained by more flexible interpretation of the working criteria in this case study region.

Map 1. Location of CPS in Europe.

Cross-border public services (CPS): Locations of service providers

Partner networks of cooperative CPS service providers

● Office location / place with service provision
— Service providers linkages

Each dot or line represents one individual CPS, provided by two or more partners.

© ESPON, 2018

500 km

Regional level: n.a.
Source: ESPON CPS, 2018
Origin of data: TCP International, 2018; Eureconsult, 2018; various data sources, 2018
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[1] Since there may be situations where two or more CPS are provided in the same place/city, or cover the same area, not all CPs may be visible in European-wide maps. CPS with the same geometries overlap each other in the maps. This applies to all maps in the entire Annex Report.

A long-standing tradition of general decentralised cross-border cooperation, or mutual cooperation at national levels (Nordic countries) as well as population density determine largely the number and share of CPS per border segment. Border segments with high amounts of CPS (i.e. more than five or ten CPS) can only be found in Western Europe (Benelux countries, France, Germany, Switzerland) and in Nordic countries (Norwegian-Swedish and Finnish-Swedish borders, as well as Finnish-Norwegian and along the southern Finnish-Russian borders), with two exceptions along the Czech-German (Elbe-Labe region) and Austrian-German (Salzburg area) borders (Map 2). Other borders show only very few CPS (for instance, Slovak borders, border between Portugal and Spain). For some borders no or only one or two CPS have been identified (for example, Latvia-Lithuania, Hungary-Romania, Bulgaria-Romania and Bulgaria-Greece).

Map 2. Number of CPS per border segment.
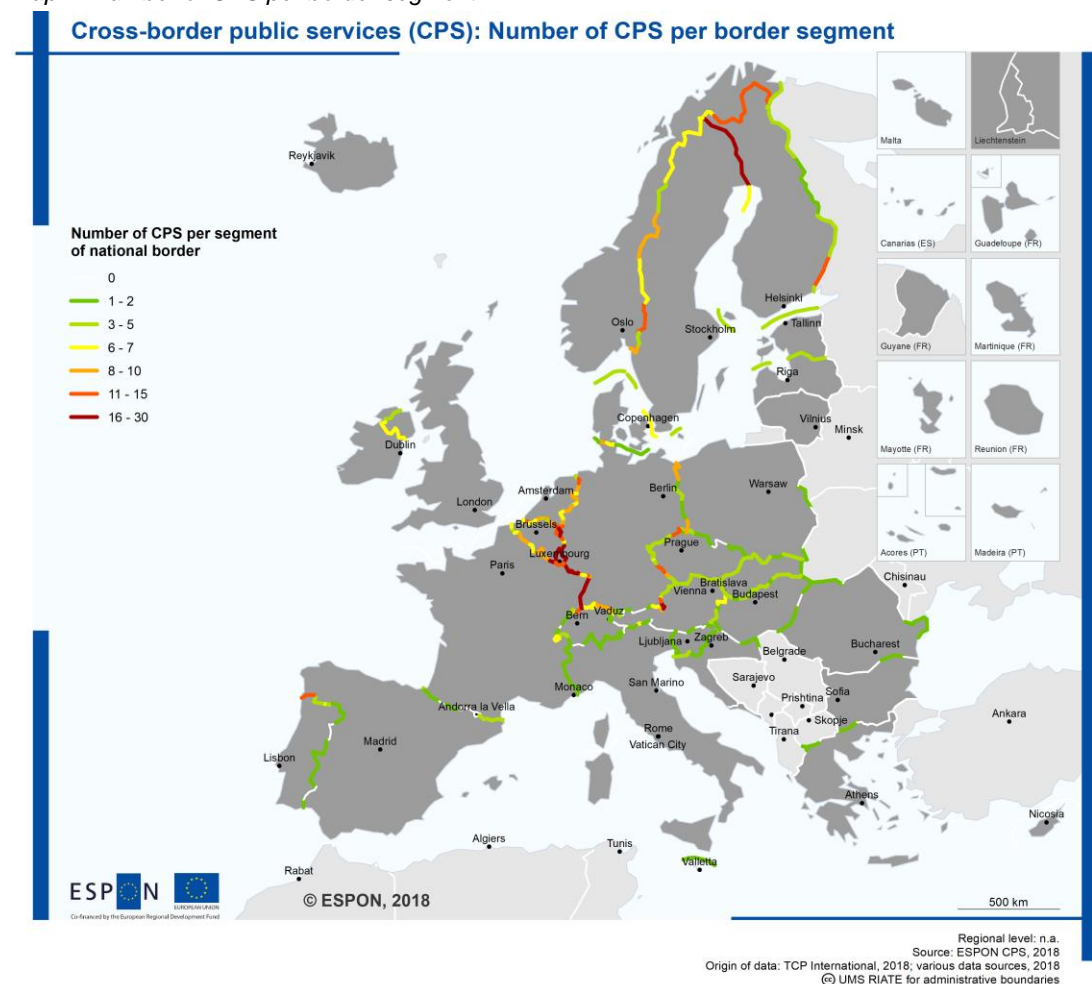
It appears that the CPS is primarily used along borders that either

(i) have a long tradition of cross-border cooperation in areas with high population densities and rural areas (Western Europe), i.e. high demand for services of any kind, or in contrary in areas

(ii) with extremely low population densities and long distances between towns and villages, i.e. in areas with difficulties and high pressures for maintaining public services (Nordic countries).

Related to (i), another hypothesis that could be drawn from the geographical distribution of CPS is that there is a **negative relation between the size of a country and the number of CPS**, i.e. **the smaller a country** is (like Luxembourg) **the higher the needs for CPS**. Due to the closeness of national borders CPS is vital in many policy areas such as water management, natural assets, urban development and public transport. Furthermore CPS provide a good solution to make best use of limited resources for smaller countries.

The French-German border accounts for approx. 11% of all CPS (Table 1), followed by the Dutch-German border with 7% and the Belgian-Dutch border with 6.4% of all CPS. Almost 42% of all identified CPS are located along borders of the Benelux countries and its neighbours France and Germany. The border to a non-EU country with the highest share of CPS is the Norwegian-Swedish border (4.6%), remarkably ranked 7, followed by the German-Swiss and French-Swiss borders, ranked 10th and 12th with 3.9% and 3.4% of all identified CPS.

Table 1. Ranking of borders according to share of CPS.

Rank	Border between	Share (%)
1	France – Germany	10.75
2	Germany – Netherlands	7.08
3	Belgium – Netherlands	6.42
4	Austria – Germany	5.64
5	Belgium – France	5.11
6	Czech Republic – Germany	4.72
7	Norway – Sweden	4.59
8	Belgium – Germany	4.19
9	Finland – Sweden	4.06
10	Germany – Switzerland	3.93
11	Germany – Luxembourg	3.80
12	France – Switzerland	3.41
13	Germany – Poland	3.15
14	Spain – Portugal	3.01
15	Finland – Russia *	2.62
16	Belgium – Luxembourg	2.49
17	Denmark – Germany	2.36
18	France – Luxembourg	2.23
19	Finland – Norway	1.97
20	Austria – Hungary	1.44
21	France – Spain	1.05
./.	*Other borders*	*15.99*

Source: Service provider CPS database, 2018
* for Russia less strict criteria for the identification of CPS were applied

A further aggregation of this distribution reveals, that 64% of all identified CPS are located along borders between old EU Member States, almost 11% of all CPS along borders between old and new EU Member States, nearly 8% between new EU Member States and 17% between EU and non-EU countries (Figure 1).
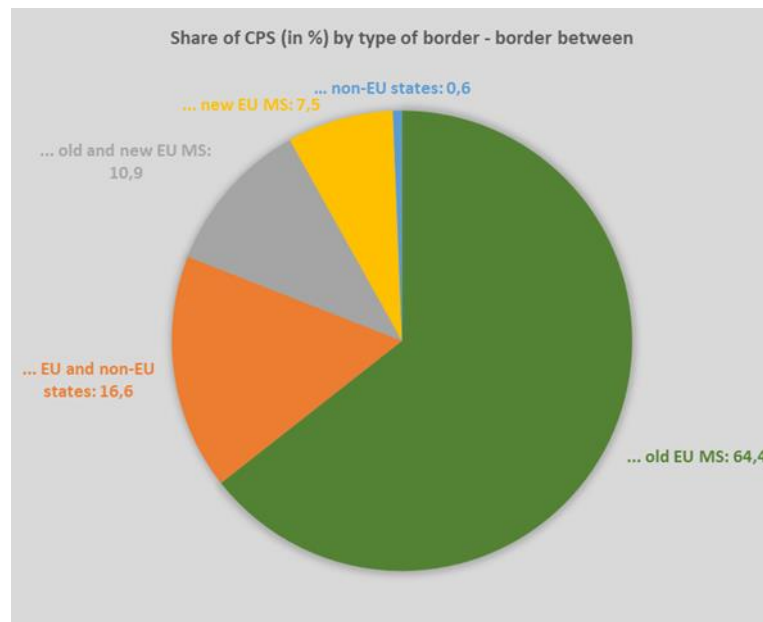
Figure 1. Share of CPS by type of border.
Source: Service provider CPS database, 2018

2.2 Density of service provision

According to the inventory of examples, **Germany, France and Belgium are those countries who participate in the most CPS, with more than 100 CPS each** (Table 2 and Map 3). German authorities participated in 297 CPS, French authorities in 145, and Belgium authorities in 107 CPS.

Since the absolute number of CPS is very much determined by the size of the country, the density of CPS per area and per border length may provide more relevant information. In relation to the country area and also border length, **Luxembourg is ranked first with 15.35 CPS per 1,000 km^2 and 182 CPS per 1,000 km border length**, respectively, followed by Belgium with 3.48 CPS per 1,000 km^2 and 122 CPS per 1,000 km border. The Netherlands are ranked third as regards country area (2.59 CPS per 1,000 km^2), while Germany is ranked third in relation to the border length (almost 84 CPS per 1,000 km border).

Table 2. CPS density by country, area and border lengths.

Country	Number of CPS[2]		Number of CPS per 1000 km^2 country area		Number of CPS per 1000 km border length	
	Rank	#	Rank	#	Rank	#
Germany	1	297	4	0.83	3	83.60
France	2	145	13	0.20	11	13.82
Belgium	3	107	2	3.48	2	121.70
Netherlands	4	94	3	2.59	4	77.39
Austria	5	72	8	0.46	6	23.40
Sweden	6	59	15	0.13	12	12.71
Finland	7	55	14	0.16	9	15.84
Czech Republic	8	47	9	0.33	5	33.45
Switzerland	8	47	6	0.59	10	14.79
Norway	10	40	16	0.12	18	5.88
Luxembourg	10	40	1	15.35	1	181.63
Poland	12	32	18	0.10	13	12.60
Spain	13	31	22	0.06	17	6.13
Hungary	14	25	11	0.27	7	17.58
Denmark	14	24	7	0.54	14	12.41
Portugal	16	23	12	0.22	16	6.50
Italy	17	18	24	0.06	21	3.15
Slovenia	18	13	5	0.60	8	16.29
Slovakia	18	13	10	0.27	15	11.68
Ireland	20	6	20	0.08	19	3.71
Romania	20	6	26	0.03	23	2.72
United Kingdom	20	6	27	0.02	27	1.03
Estonia	22	5	17	0.11	20	3.59
Croatia	22	5	19	0.09	24	2.53
Latvia	25	4	21	0.06	22	2.88
Greece	26	3	28	0.02	30	0.47
Bulgaria	27	2	29	0.02	26	1.19
Lichtenstein	27	2	23	0.06	25	1.88
Malta	28	1	25	0.05	28	0.94
Iceland	28	1	30	0,01	29	0,54

Note: Countries ranked first, second and third in the three distributions are highlighted in red.
Source: Service provider CPS database, 2018

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[2] Since for each CPS at least two partners from two different countries are involved (sometimes partners from even three or more countries), the sum of CPS in this column is higher than the number of CPS of the inventory.

Map 3. Number and density of CPS per country and border length.
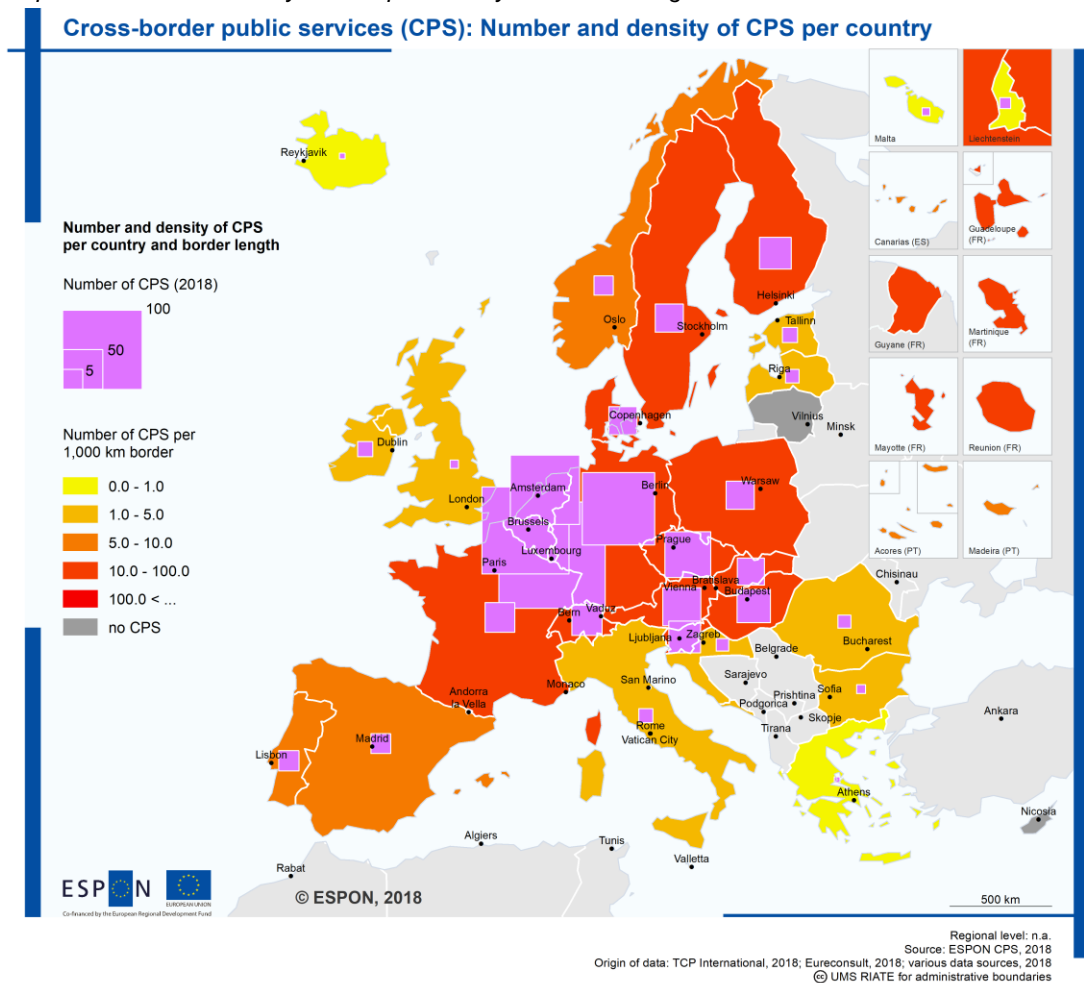
2.3 Border areas with highest CPS densities in Europe

Borders in Western Europe turned out to be those with the highest CPS densities in Europe. Along these borders, cross-border cooperation have a long tradition, at the same time demand for (cross-border and domestic) services is quite high due to the high density of population, enterprises and companies that are located along these borders.

The situation along the Nordic countries' borders, the area in Europe with the second largest concentration of CPS, is similar but at the same time very different from Western Europe. Again, cross-border cooperation has a long tradition here as well, reflected in the Nordic council activities; in contrast, however, the border areas in the Nordic countries are challenged by extremely low population densities and thus by a low demand for services.

This chapter provides zoom-in maps for these two areas, illustrating the existing CPS in more detail.

2.3.1 Western Europe: Long traditions in cross-border cooperation and high demand

The Western Europe zoom-in map shows (Map 4) that the entire border stretch from Emden in the North all the way down to Basel in the South, as well as the stretch from Zeebrugge in the West towards Maastricht and Aachen in the East, and the stretch from Veurne towards Aubange, and further via Schengen until Karlsruhe (river Rhine) is almost comprehensively covered by CPS.

Map 4. Location of CPS providers in West European countries.
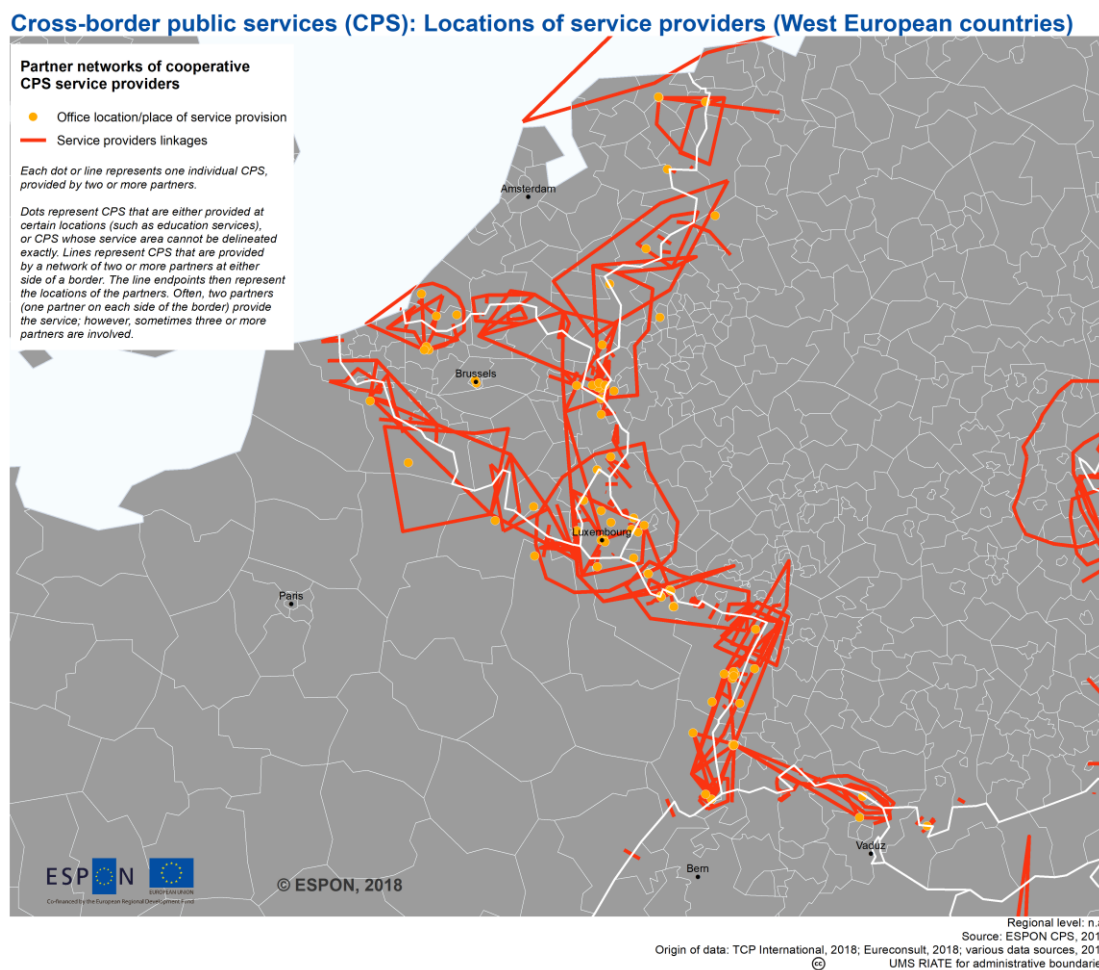
Despite this seamless coverage, the policy areas and fields of interventions addressed in the numerous CPS are quite diverse (Map 5). Thematic foci can be attributed to some border segments, while other borders have a very diversified thematic coverage.

For instance, the Belgian-French border shows a strong focus on CPS in healthcare (different ZOASTs); transport CPS can be found around Luxembourg; furthermore, CPS for civil protection and disaster management (flood prevention) play a large role along all these borders, due to the high number of large rivers in that area (Rhine, Maas, Moselle, Saar etc.). The Dutch-German border appears to have a certain focus on labour market CPS and CPS in civil protection. But there are also CPS targeting at education and training, or spatial planning and tourism in the area shown, which can be found along all borders.

Map 5. Types of services/fields of intervention along the Western Europe borders.
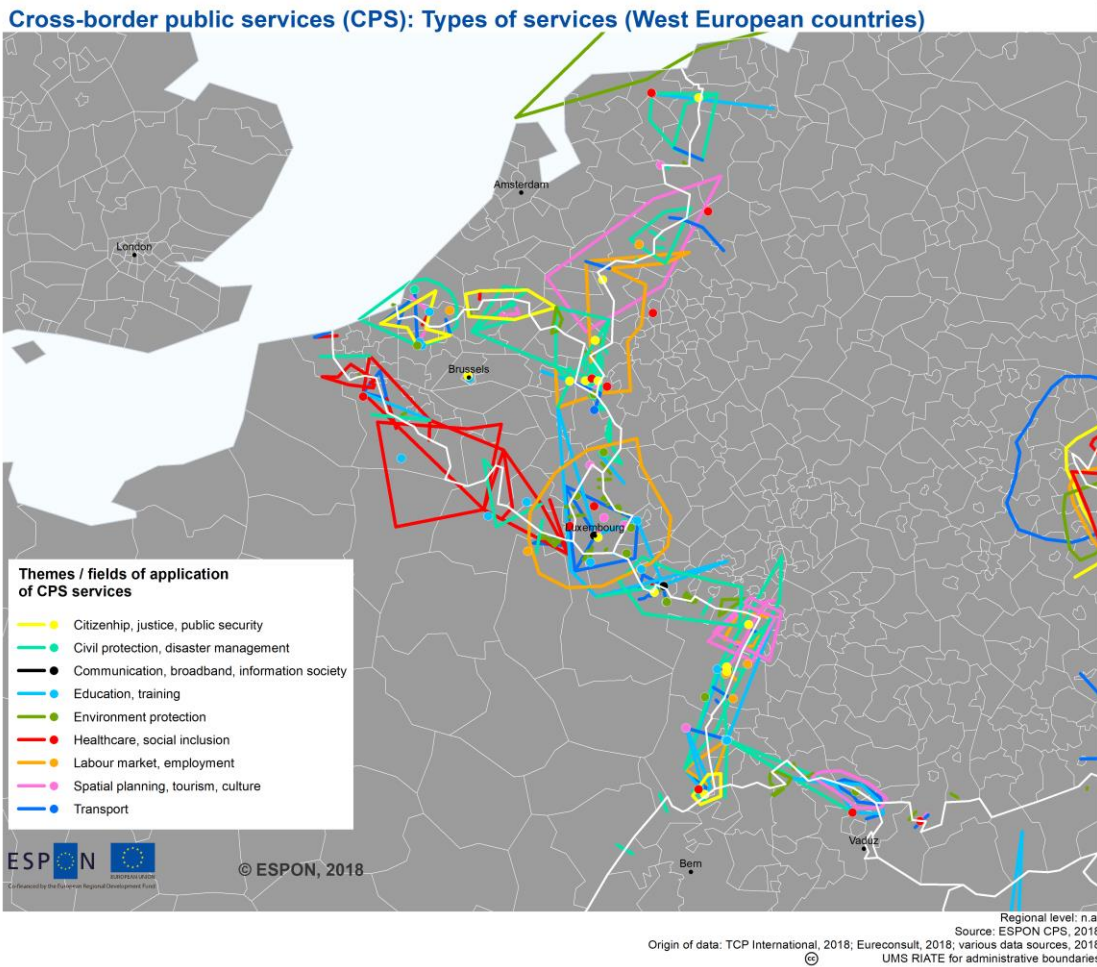
The temporal development of CPS in this area corresponds to those of Europe as a whole (Figure 2): While in the 1960ies and 1970ies some few CPS were already established, dynamics increase since 1990 with increasing numbers of annual CPS establishments. 1998 was the first year where more than ten CPS were implemented (13); 2001, 2002, 2013 and 2014 were other years seeing more than ten new CPS. In between these peaks, on average five to ten new CPS were established per year in the period 2000-2017. From 1990 onwards, new CPS were implemented every year, resulting in a quite large number of CPS (175 in 2017).

This large number can be considered the outcome of several factors, such as:

- The **long tradition of cross-border cooperation** in this region. This means that mutual competences, contact persons and rules of conduct are known. The long tradition also helped gaining valuable experiences and to establish a certain mutual relationship of trust, which is essential for the successful implementation of projects and ideas.

- In relatively **small countries**, such as Belgium, Luxembourg and the Netherlands, many projects, solely on the basis of the **existing geographical conditions**, quickly get a **"cross-border" dimension** (e.g. job commuters, environmental impacts, technical

infrastructures such as drinking water supply and wastewater treatment), where problem solutions can only be found through cross-border cooperation.

- There are only **some language barriers**.

- Due to the extremely high population density and density of companies in that area, there is a **high demand for public services of any kind**.
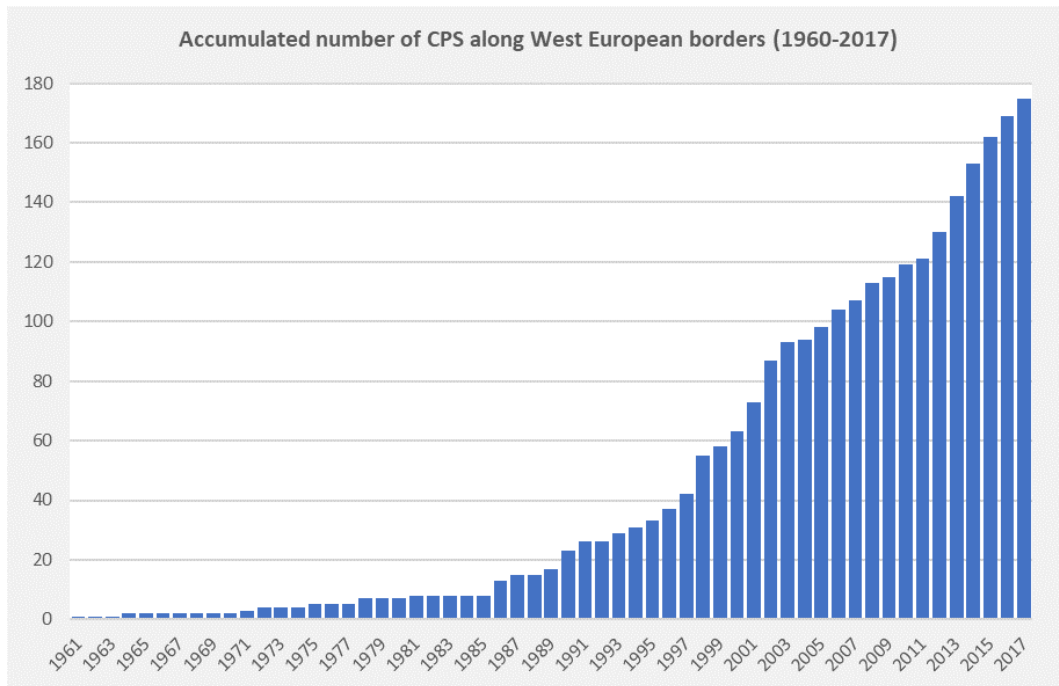
Figure 2. Accumulated number of CPS along West European borders (1960-2017).
Source: Service provider CPS database, 2018

2.3.2   Nordic countries: Long traditions and extremely low demand

The situation in the Nordic countries is similar to the West European countries - and yet very different.

The Norwegian-Swedish border is the one with the highest concentration of CPS in the Nordic countries, allocating 4.6% of all CPS in Europe (ranked 7th) (Table 2). The Finnish-Swedish border, ranked 9 with 4%, has a quite similar concentration. The Finnish-Russian border, ranked 15, remarkably allocates 2.6% of all CPS in Europe, which is more than the 2.0% that can be found along the Finnish-Norwegian border. Altogether, including Danish-Swedish border, **borders in the Nordic countries account for almost 14% of all CPS in Europe**.

Geographically, the CPS are distributed along all Nordic borders; however, due to the large distances, their spatial coverage appear not as seamless as in Western Europe (Map 6). It seems that **the farther North, the concentrations even increased, leading to very high densities along the Finnish-Swedish and Finnish-Norwegian borders**.

Map 6. Location of CPS providers in the Nordic countries.

Cross-border public services (CPS): Location of service providers (Nordic countries)
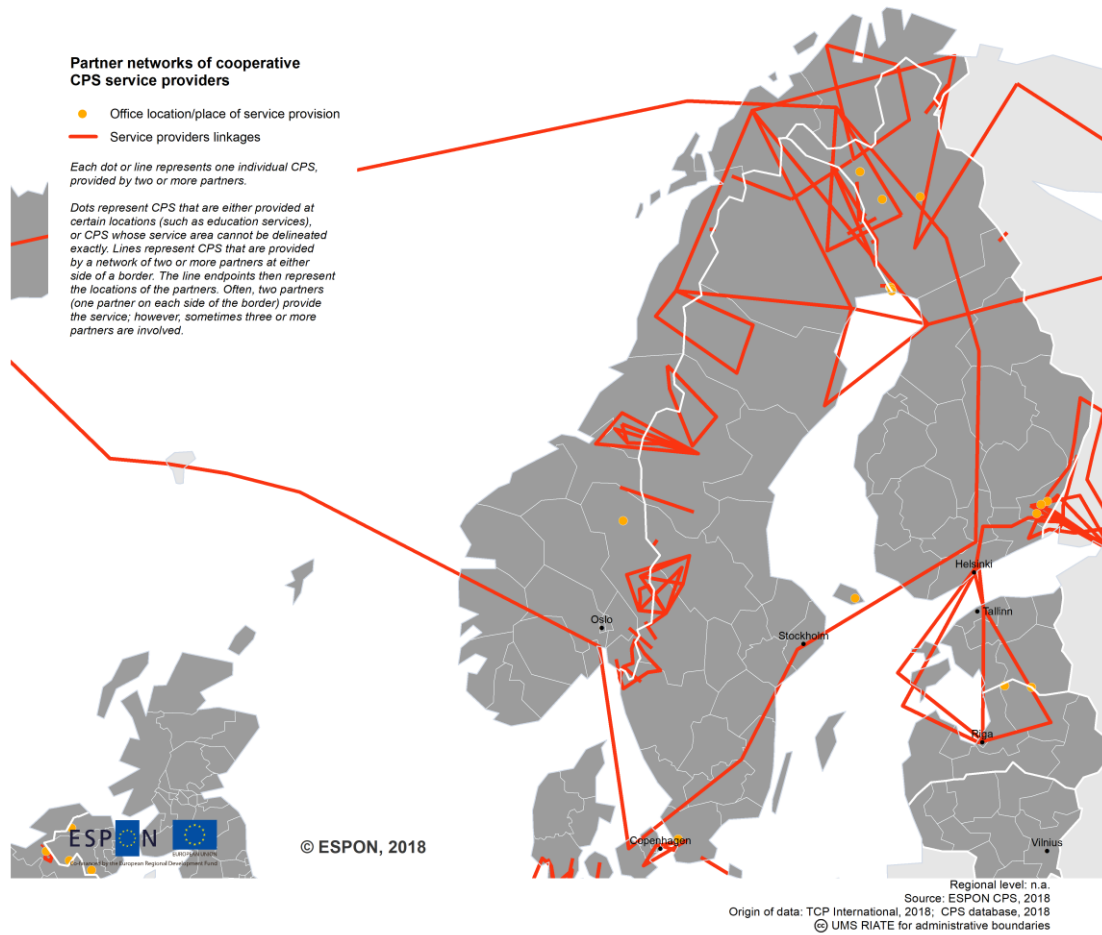
Thematically, the **Norwegian-Swedish border has a clear focus on CPS in civil protection and disaster management** (Map 7); such CPS can also be found along the Finnish borders, but both the **Finnish-Swedish and the Finnish-Norwegian border have a strong focus on healthcare CPS**. There are also a few labour market CPS and CPS in spatial planning / tourism / culture, but in terms of numbers they seem to play only a minor role. Transport CPS can only be found in the Southern sections of the Finnish-Russian border.

Until 1989 (Figure 3), there has been only a slow increase in the number of CPS, with new services being only implemented in a few selected years. To 1990 (from 9 to 12 CPS), a first jump appeared, so as from 1992 to 1993 (from 14 to 19 CPS). From that year onward, a **slow but steady increase in the numbers of CPS appeared with one or two additional CPs emerging every year**.

Map 7. Types of services/fields of intervention along the Nordic countries' borders.

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

Themes / fields of application of CPS services

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

© ESPON, 2018

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

Figure 3. Accumulated number of CPS along Nordic countries' borders (1960-2017).
Source: Service provider CPS database, 2018

This large number of CPS in the Nordic countries can be considered the outcome of several factors, some of them similar to the Benelux case, some different:

- There is also a **long tradition of cross-border cooperation** in this region. This means that mutual competences, contact persons and rules of conduct are known to each other. The long tradition also helped to establish a certain mutual relationship of trust, which is essential for the successful implementation of cross-border services, projects and ideas.

- This long tradition is formalized in the **Nordic Cooperation council** and the interstate government agreements closed thereunder.

- **Similar to the Benelux countries, there are only little** language barriers.

- In contrast to the Benelux countries, and due to the extremely low population density in that area, and due to the long geographical distances between places of residence, places of work and central places, public authorities face severe **difficulties in providing public services efficiently**. In this situation, cross-border cooperation and joint services help to provide efficient, long-lasting and reliable services.

3   Policy areas and fields of intervention

Having understood the spatial distribution and geographical patterns of current CPS provision in Europe, the next step is to analyse the policy areas and fields of intervention addressed by the services.

From the CPS inventory, nine broad policy areas have been identified, each of which is further subdivided into several so-called fields of intervention (see e.g. Table 2.2 in Main Report). The identified policy areas are (in alphabetical order):

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

Table 3 summarizes the policy areas and the fields of interventions assigned to them, which are the basis for the following detailed analyses.

Chapter 3.1 is first analysing the distribution of policy areas among the existing CPS, followed by Chapter 3.2 analysing in-depth the fields of intervention.

Table 3. Policy areas and fields of intervention.

Policy Area code	Policy Area	Code	Field of intervention
1	Transport	1.1	Public transport services
		1.2	Transport infrastructure maintenance
		1.3	Services at border crossing points
2	Spatial planning, economic development, tourism and culture	2.1	Spatial planning or sector policy planning
		2.2	Services supporting economic development
		2.3	Services for culture and cultural heritage
		2.4	Services for tourism development
3	Healthcare, long-term care and social inclusion	3.1	Primary care, secondary care and tertiary care
		3.2	Services for hospitals
		3.3	Services for non-hospital care or ambulatory care
		3.4	Medical emergency care and rescue
		3.5	Services for long-term care
		3.6	Social assistance and social integration
4	Education and training	4.1	Early childhood education and primary education
		4.2	Services for secondary education
		4.3	Services for tertiary education
		4.4	Vocational education and training
		4.5	Recognition of diploma & professional qualification certificates
5	Labour market and employment	5.1	Information/advice services for facilitating mobility of workers
		5.2	Services for job placement
		5.3	Qualification & life-long learning
6	Communication, broadcasting and information society	6.1	Mail delivery, telephone or mobile phone services
		6.2	Broadcasting services
		6.3	Digital services
7	Environmental protection, natural resources management and climate change action	7.1	Protecting/restoring & managing terrestrial freshwater water bodies (blue infrastructures), estuaries & coastal waters
		7.2	Restoring/protecting & managing valuable terrestrial ecosystems or landscapes & for developing green infrastructures incl. services for risk prevention & climate change resilience
		7.3	Resource efficiency/promoting low carbon economy or greening of the society
		7.4	Solid waste, sewage water collection/treatment & drinking water
		7.6	Production/distribution of energy derived from renewable sources
8	Civil protection and disaster management	8.1	Fire-fighting & assistance in accidents
		8.2	Flooding management
		8.3	Managing large-scale incidents & major disasters
9	Citizenship, justice and public security	9.1	Public advice & support services for citizens
		9.2	Services in the fields of justice, police & customs

3.1 Which policy areas are addressed?

Most CPS are concerned with **environment protection, civil protection and disaster management and transport, followed by healthcare and education and spatial planning.** Almost 21% of all CPS are dealing with environment protection including sewage water treatment, due to the substantial presence of borders crossing natural areas and the existence of many border rivers, and with civil protection and disaster management (Table 4 and Map 8)[3]. Further significant shares of 18% are transport CPS, followed by the group of

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[3] It is worth mentioning that even though for this analysis each CPS has been assigned to just one theme, in reality the situation is more complex, as some CPS have a multifaceted character, touching different policy areas and fields of intervention. For example, airborne helicopter rescue services may be both assigned to both areas (1) healthcare and to (2) civil protection/disaster management.

healthcare, education and spatial planning related CPS, each of which account for nine to eleven percent. Labour market and employment CPS obviously have, in total, a rather low relevance (5%), so have CPS on citizenship, justice and public security (4.7%), while CPS on communication/broadband/information society seem to be least relevant (or maybe this theme is too new given the recent significant developments in the IT domain), and thus account for less than 1%.

Taking these number as a guide, the individual policy areas gained very different recognition among the regional stakeholders. Given the broad spectrum of the CPS inventory, there are good arguments to say that these shares reflect the current policy needs and also current potentials for CPS development along borders in Europe.

Table 4. Number and share of policy areas addressed by CPS.

Policy area	Frequency	Share (%)
Environment protection	119	20.6
Civil protection and disaster management	118	20.4
Transport	105	18.1
Healthcare and social inclusion	64	11.1
Education and training	57	9.8
Spatial planning, tourism, and culture	55	9.5
Labour market and employment	29	5.0
Citizenship, justice and public security	27	4.7
Communication, broadband, and information society	5	0.9
Sum	*579*	*100.0*

Source: Service provider CPS database,2018

The spatial distribution of CPS themes is quite uneven across Europe, with borders that show a clear focus on one or two policy areas, contrasted with borders showing a mixture of a wide array of areas. For example, CPS in the Nordic countries have a strong foci on civil protection and disaster management on the one hand, and healthcare on the other (Map 8). In contrast, CPS in the Baltic States are predominantly concerned with citizenship, justice and public security. CPS along the Czech-German and Austrian-German borders are concerned with either environmental protection (including sewage water treatment) or with transport services.

The Belgian-French border area is, interestingly, a forerunner in healthcare CPS (Map 5). Other borders like the British-Irish border or the border between Germany and the Netherland cover a wide array of fields and interventions, thus reflecting various policy objectives and public needs.

A further look into the detailed spatial distribution of CPS by field of intervention reveals some interesting insights (see Chapter 3.2). In the health sector, emphasis was given to establish CPS on primary care (Benelux and Nordic countries, French borders to Germany, Italy and Spain) and on medical emergency or rescue services (for example, along Austrian, Czech and German borders, Belgian-French border). The types of services found in this policy area range from "small-scale" solutions (e.g. bilateral hospital cooperation) to territorially more

wide-ranging and integrated solutions (e.g. integrated health care zones at the Belgian-French border).

Map 8. CPS by policy area.

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

© ESPON, 2018

Regional level: n.a.
Source: ESPON CPS, 2018
Origin of data: TCP International, 2018; Eureconsult, 2018; various data sources, 2018
© UMS RIATE for administrative boundaries
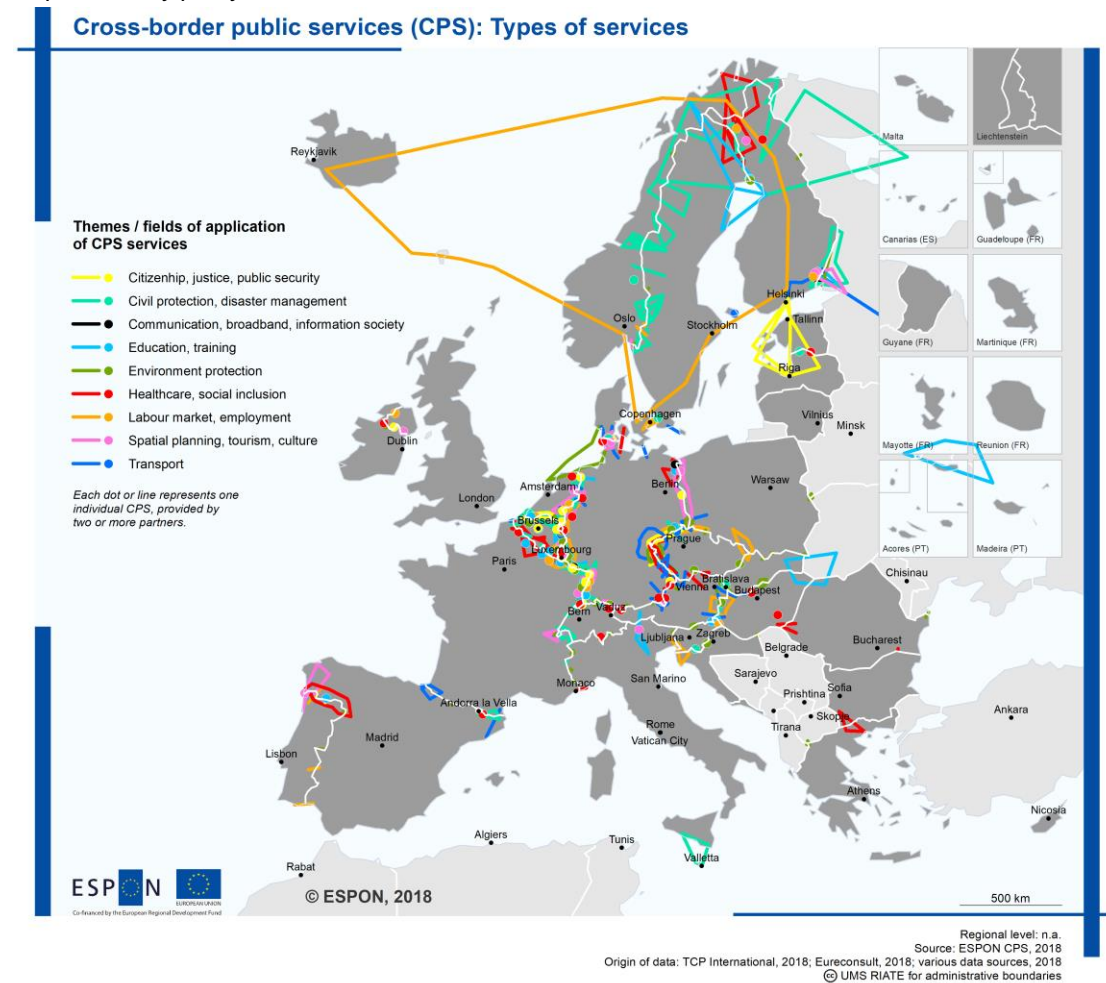
Traditionally, there are many CPS on joint sewage water treatment and drinking water provision (often being the CPS established first), a management of border rivers and other water bodies (i.e. lakes), and on nature parks, all across Europe. Meanwhile there are also a number of CPS on solid waste treatment and renewable energy related matters. As regards education, there is a strong focus on university cooperation, but between the old and new EU Member States there are also some interesting CPS on school cooperation. CPS supporting cross-border spatial planning were established between Germany and the Netherlands, in the Greater Region, between France and Germany as well as between France and Switzerland. This is similar for CPS related to cross-border business development.

It can be concluded that the policy areas addressed in the various CPS either reflect

- **regional topographic and natural assets and specificities (for example, environmental CPS, CPS in civil protection and disaster management);**
- **high demand for services (for example, transport CPS, CPS in spatial planning, tourism and culture, as well as education and training); or**

- **urgent political issues (for example, CPS in healthcare and social inclusion, labour market and employment, citizenship, justice and public security).**

or a combination of the three factors. Figure 4 illustrates these determining factors for the selection of policy areas to addressed by CPS.
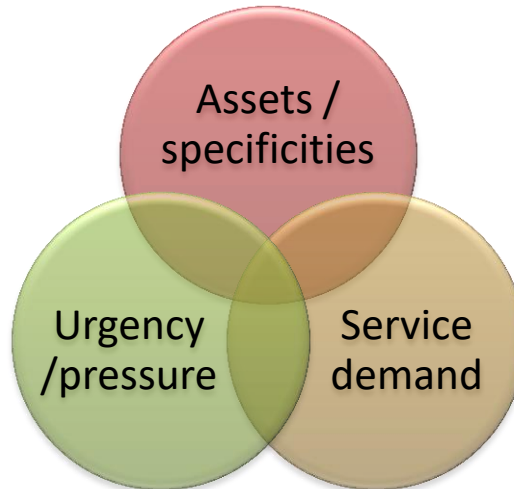
Figure 4. Factors determining the selection of policy areas.
Source: Service provider,2018

3.2 Fields of intervention – A detailed look

Following is a detailed analyses of the individual policy areas outlined above, by further differentiating them into fields of intervention.

The following sub-chapters thus provide insights into CPS of environment protection (3.2.1), civil protection and disaster management (3.2.2), transport (3.2.3), health care services (3.2.4), education and training (3.2.5), spatial planning, tourism and culture (3.2.6), as well as labour market and employment (3.2.7). Due to their low relevance, CPS on citizenship/justice/public security and communication/broadband/information society have not been analysed in detail.

In general, one or two fields of intervention within each policy area dominate the service provision.

3.2.1 Environment protection

CPS in environment protection (Map 9) **belong to the very first cross-border services in Europe, establishing cooperation between nature parks, some of them dating back to the early 1960ies or even 1950ies**. Many of these services are directly linked with the management of nature parks, improving collaboration among public authorities, NGOs and other stakeholder groups. Because many of the nature parks in Europe are crossing or at least touching national borders, there is immediate need to establish such cooperation. Still, as Map 9 shows, there are **unused potentials to establish further CPS in environment**

protection along European borders, given the number and extent of nature parks and reserves.

Map 9. Environment protection services and protected areas.
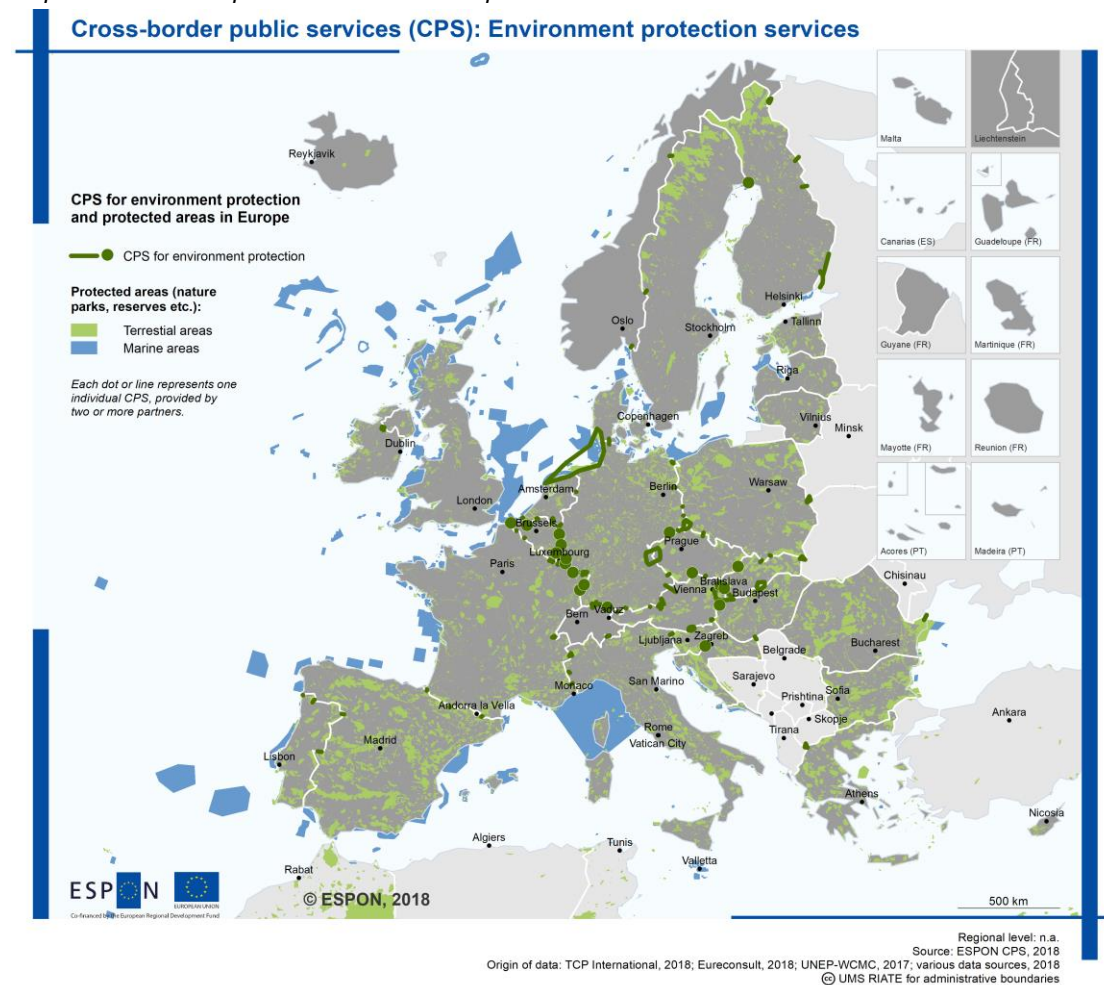
Apart from the **management of nature parks**, other CPS under this theme are concerned with the **management of border rivers and water bodies**, with developing and promoting **eco-services**, with joint cross-border **solid waste and waste water treatment**, with **"greening" services** to enhance other services, and with the production and distribution of **energies or drinking water** (see Map 10).

The map reveals a strong focus on the management of nature parks (42% of all CPS, Figure 5), predominantly along borders in Central Europe, and on management of border rivers and water bodies (14%), predominantly along German borders and in Central Europe. A large number of CPS (40% altogether) were also implemented for solid waste wand waste water treatment, but only few (3%) on energy production and energy distribution and drinking water provision.

Map 10. CPS in environment protection - fields of intervention.
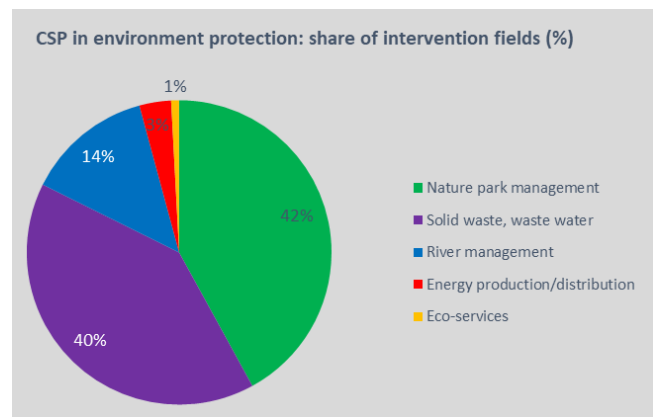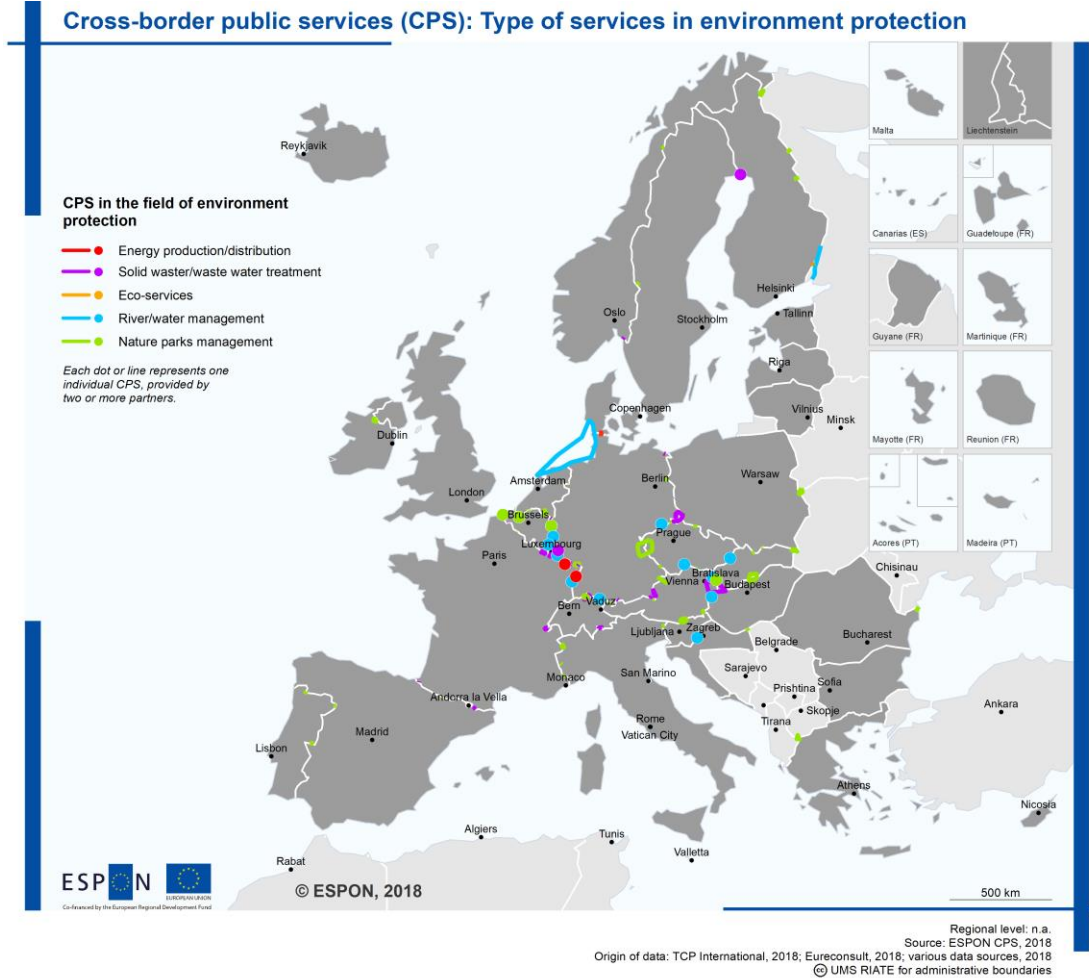
Figure 5. Share of fields of intervention in environment protection.
Source: Service provider CPS database, 2018

3.2.2 Civil protection and disaster management

The policy area civil protection and disaster management is, according to the number of CPS established, **one of the most relevant fields for CPS in Europe**. It can be further differentiated into CPS for **fire-fighting and accident assistance**, CPS for **flooding management**, and CPS for **managing large-scale incidents and major disasters**.

Borders in Benelux, between France and Germany and France and Switzerland, and in the Nordic countries have a strong focus on CPS for managing large-scale incidents and disasters (Map 11). As part of these, along the Norwegian-Swedish border a series of so-called "border rescue councils" have been established, helping to coordinate rescue services in case of disasters. Altogether, almost 60% of all CPS in civil protection and disaster management can be attributed to this field of intervention (Figure 6).

Map 11. CPS in civil protection and disaster management - fields of intervention.
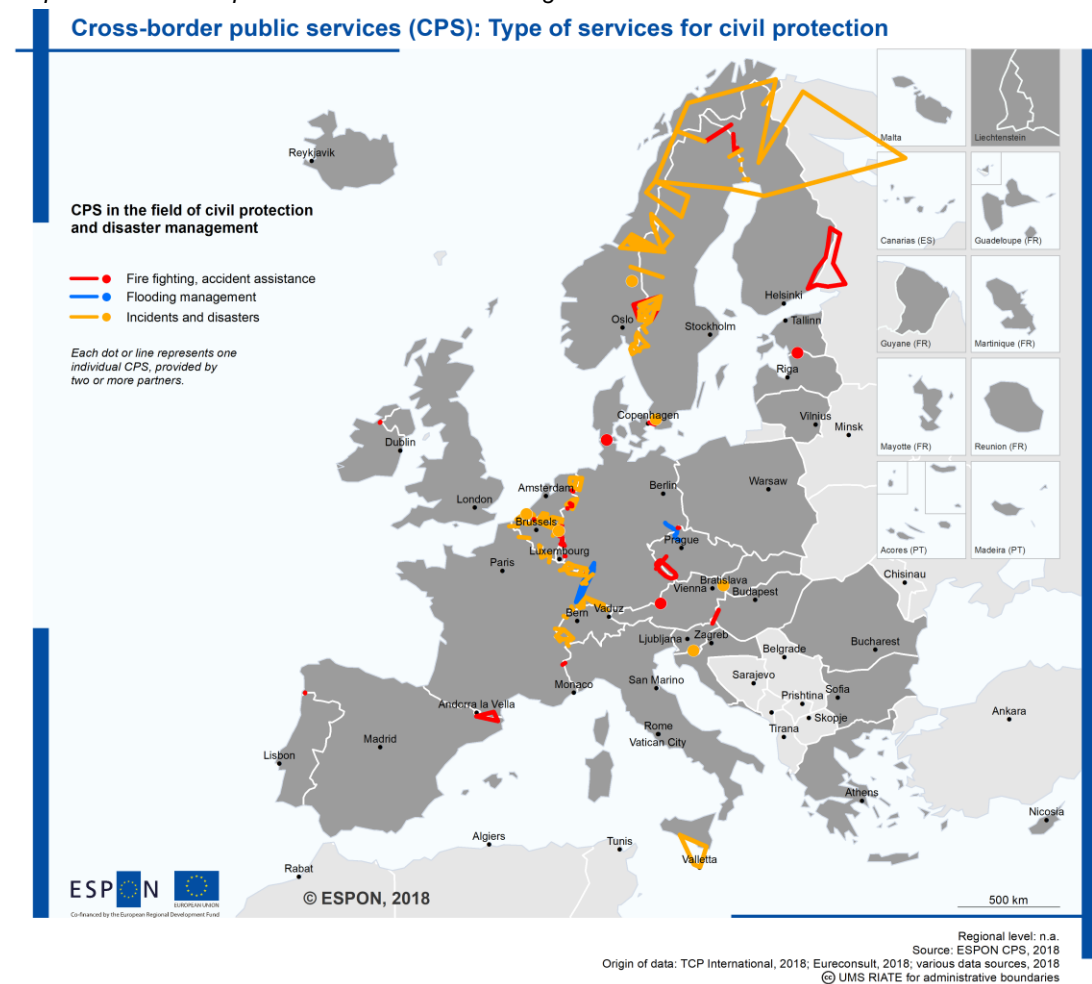
CPS related to fire fighting and accident assistance can, in contrast, be found along many borders in Europe, altogether accounting for 39%. However, analysing the spatial distribution of the CPS partners, the latter one seem to address cooperation of local fire brigades, while the first one seem to include wider cooperation of relevant public authorities along larger border territories. CPS for flooding management complement this policy area; currently only

two flood management CPS (2% of all civil protection CPS) are established in Europe in the Euregion Elbe/Labe along the Elbe river and in the Upper Rhine area between France and Germany[4].

Common to all three fields is that these CPS (i) define the **responsibilities** of the authorities involved, (ii) **coordinate procedures** and workflows (sometimes including establishment of central coordination centres, (iii) **training measures**, and (iv) sometimes even a **preventive management** system (e.g. to prevent or mitigate the effects of accidents or natural disasters).
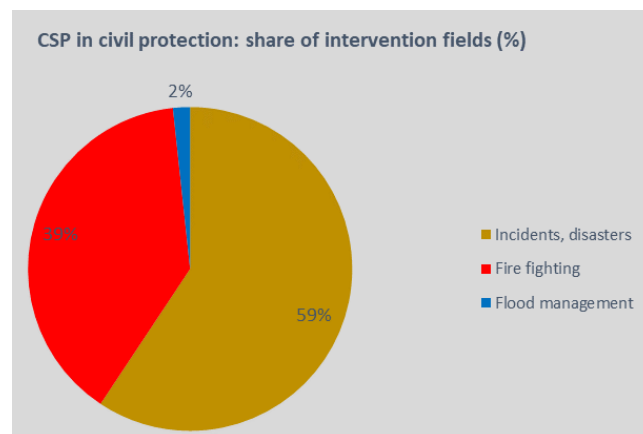

Figure 6. Share of fields of intervention in civil protection and disaster management.
Source: Service provider CPS database, 2018

3.2.3 Transport

Transport-related CPS comprise public transport services such as bus, train or ferry services, services for infrastructure maintenance and special type of border-crossing facilities facilitating easy border crossings for goods and passenger flows. The majority of CPS can be attributed to public transport services (Map 12), only very few represent infrastructure maintenance or border crossing services.

A further differentiation of the public transport services reveal existing CPS in the fields of **ticketing/tariffs/public transport management**[5], **train services**[6], **bus services**, **cable cars**, as well as cross-border **tram** and **ferry services**[7] (Map 13). The map doesn´t show clear geographical patterns; instead, all types of service appear everywhere along all borders. In terms of numbers, bus services dominate with almost 46% of all public transport CPS

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[4] It is worth mentioning that with respect to flood management there seem to be an overlap with the river / water management CPS under environment protection, where general activities of river management cannot be clearly differentiated from CPS for flood management. This may explain the rather low number of flood management CPS in civil protection.

[5] Introduction of seamless cross-border public transport tickets, introduction of same public transport fares, and better coordination or joint management of public transport across a border.

[6] Only regional and local train services ordered / provided by regional authorities were considered CPS. Long-distance intercity trains were not considered CPS.

[7] Ferry services concern passenger or car ferries crossing border rivers (such as Upper Rhine river, Odra river and others), sometimes also sea ferries (such as Bornholm-Ystad).

(Figure 7), followed by train services (almost 27%). Ferry services and services related to ticketing, tariffs and better management of public transport account for 11% and 13%. Cross-border trams and cable cars complement the services with 3% and 1%, respectively.

Map 12. CPS in transport - fields of intervention.

Cross-border public services (CPS): Type of services in transport

CPS in the field of transport
— ● Public transport services (bus, rail, ferry)
— ● Infrastructure maintenance
— ● Border crossing facilities

Each dot or line represents one individual CPS, provided by two or more partners.

© ESPON, 2018

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

CSP in public transport: share of service types (%)

- 45,74 — Bus services
- 26,60 — Train services
- 10,64 — Ferry services
- 12,77 — Tickets, tarriffs, management
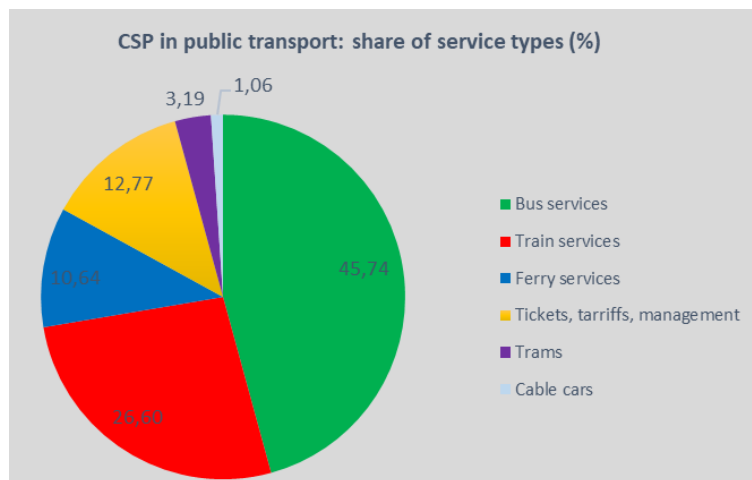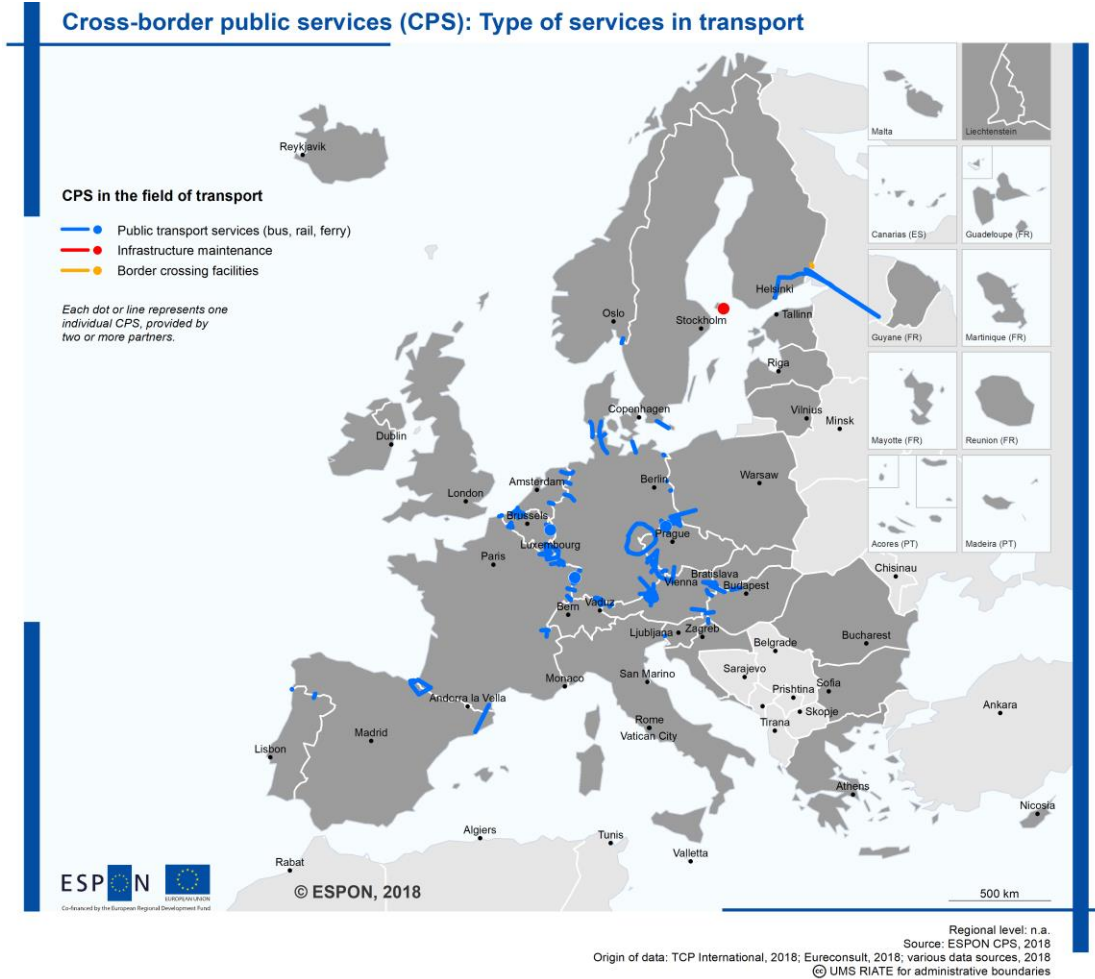- 3,19 — Trams
- 1,06 — Cable cars

Figure 7. Share of public transport modes.
Source: Service provider CPS database, 2018

Map 13. CPS in public transport.

Cross-border public services (CPS): Type of services in transport

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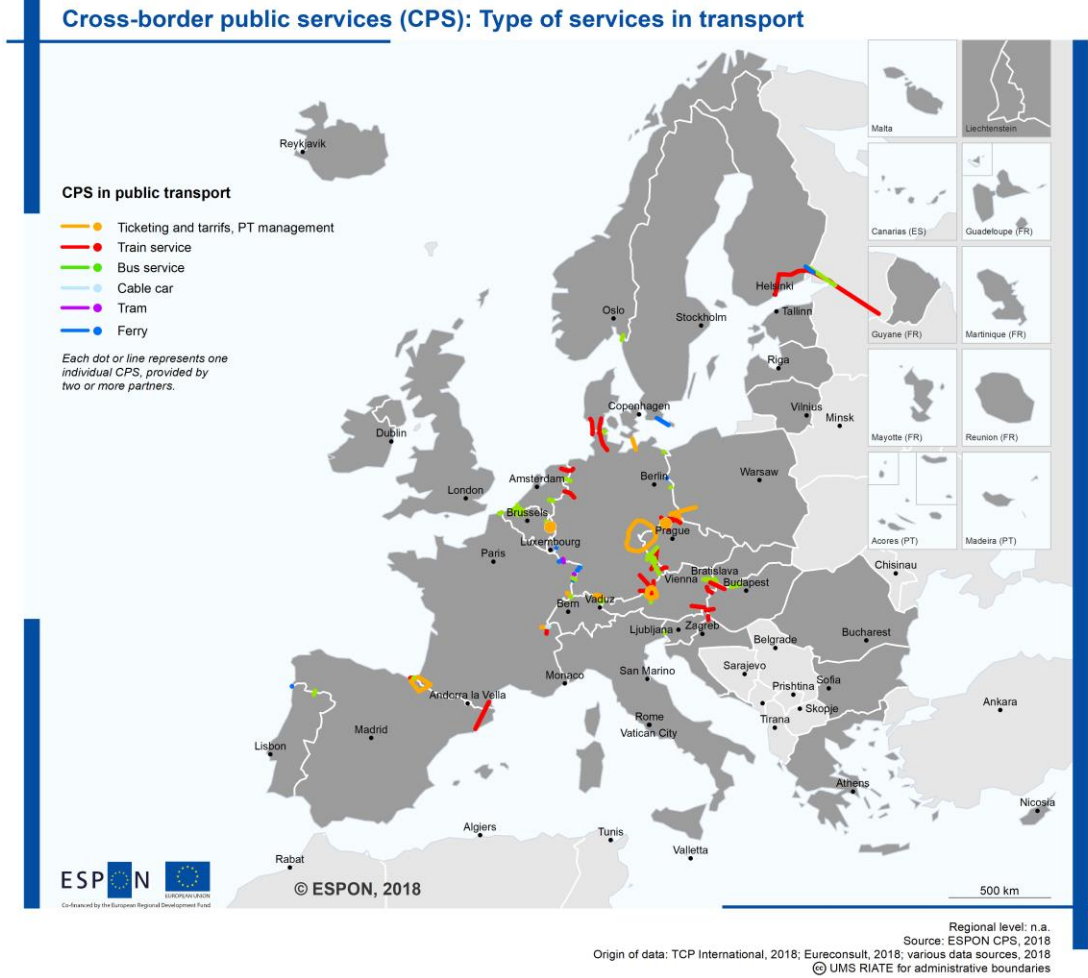
3.2.4 Health care services

Although healthcare services can be found along many borders in Europe, some concentrations are obvious in the North of the Nordic countries, Benelux countries and the Austrian-German, Czech-German and French-German borders (Map 14). Some of these CPS are geographically connected with so-called health care areas: The different ZOASTs along the Belgian-French border, Telemedicine between Poland and Germany, TRISAN along the French-German border, and the IE-UK health partnership.

The relationship between the CPS and these areas are complex. While the ZOASTs along the Belgian-French border are the legal basis for establishing individual CPS, in case of German-Polish border the Telemedicine area can be considered as the spatial service area of the CPS. In other cases (for example, TRISAN), the health care area addresses just one specific issue, while there are other healthcare-related services which are targeting quite different services.

Map 14. CPS in health care and health care areas.

Cross-border public services (CPS): CPS in health care

CPS for health care and health areas in Europe

— ● CPS for health care
Health care zones (ZOASTs)
Territories served by healthcare CPS

Each dot or line represents one individual CPS, provided by two or more partners.

1: ZOAST LITTORAL
2: ZOAST MRTW-URSA
3: ZOAST TOURVAL
4: ZOAST MOMAU
5: ZOAST THIERACHE
6: ZOAST ARDENNES
7: ZOAST LUXLOR

IE-UK health partnership
Telemedicine
ZOM
Eurodistrict SaarMoselle
different ZOASTs
TRISAN
EGTC - Hospital de Cerdanya
INTERSYC

© ESPON, 2018   500 km

Regional level: n.a.
Source: ESPON CPS, 2018
Origin of data: TCP International, 2018; Eureconsult, 2018; European Commission, 2017; various data sources, 2018
© UMS RIATE for administrative boundaries

Generally, CPS in the health sector are concerned with various fields of intervention, such as

- **emergency care / rescue services** and steady cooperation between relevant public and private actors, accounting for 44% of all healthcare CPS, i.e. represent the largest field in health care (Figure 8).

- day-to-day healthcare (i.e. **primary care**) and hospital care (i.e. secondary and tertiary care), and information services facilitating patient mobility represent 39% of all health CPS.

- **medical services for hospitals**, including telemedicine, remote diagnosis and laboratory services (12% of all healthcare CPS).

- **long-term care services** (medical and non-medical) for senior citizens and people with a chronic illness / disability / other functional limitations receiving care in institutions or at home. Almost 3% of all healthcare CPS can be subsumed in this field of intervention.

- **social assistance and integration** services for specific target groups threatened by poverty, discrimination and social exclusion. Currently these services account for 1%.

- non-hospital care services and services supporting a temporary presence of "foreign" health care professionals in the neighbouring country to provide patient care. In this field, currently no CPS exist in the inventory.

Against this broad spectrum of topics, the currently found health care CPS focus either on primary health care or on emergency and rescue services. Only few CPS are concerned with medical services for hospitals, with the long-term care of elderly or ill patients or with social assistance and integration (Map 15 and Figure 8).

Geographically, some borders do have a thematic focus on certain services (for instance, Czech borders focus on emergency/rescue services; Finnish borders on primary health care services), but in turn the individual fields of intervention are not limited to certain border areas but can be found across whole of Europe.

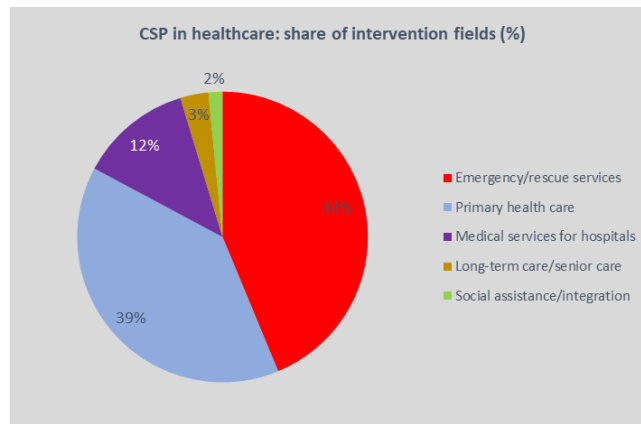*Map 15. CPS in health care - fields of intervention.*
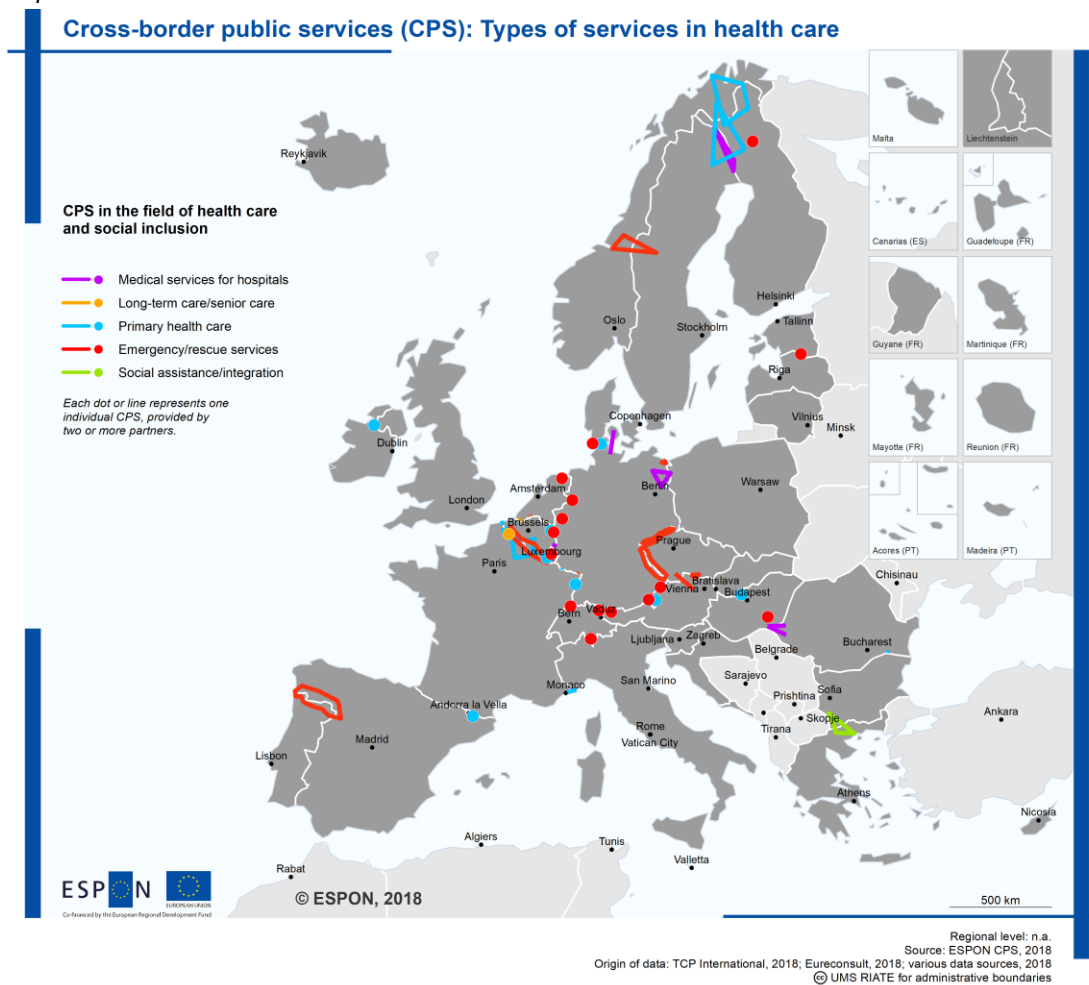
Figure 8. CPS in healthcare: share of fields of intervention.
Source: Service provider CPS database, 2018

3.2.5 Education and training

CPS in education and training can be differentiated into **pre-school, school and university cooperation, vocational education and trainings** (often in connection with labour market services, resulting in some kind of overlaps), and the **recognition of diplomas, qualifications and degrees** (Map 16).

The majority of CPS in education and training is located in the Benelux area (borders to Luxembourg, Belgian-French border) **and along the French-German and German-Swiss borders.** Only few can be found outside this area (for example, Finnish-Swedish or Finnish-Russian border, German-Polish border etc.).

The map suggests that in Europe there is a certain focus on establishing cooperation between universities (in the Nordic countries and along the Western borders of Germany and between Benelux countries). University cooperation CPS account for 40% of all CPS in this policy field (Figure 9). Interestingly, the only CPS in education along the borders of the new and old EU Member States are dealing with school cooperation, for instance in Elbe-Labe region (Czech Republic-Germany) and in Pomurje region (Austria-Hungary-Slovenia). Altogether, school cooperation account for 26% of all education CPS – which is the second largest field of intervention.

As a unique feature along French borders to Belgium, Germany, and Luxembourg, there are some CPS providing vocational education and training, as well as CPS for the recognition of diplomas.

Vocational education and training have a share of 16% on all CPS in this policy field, while recognition of diplomas and qualifications only account for 7%, which is the lowest share of all services related to education.

Map 16. CPS in education and training - fields of intervention.
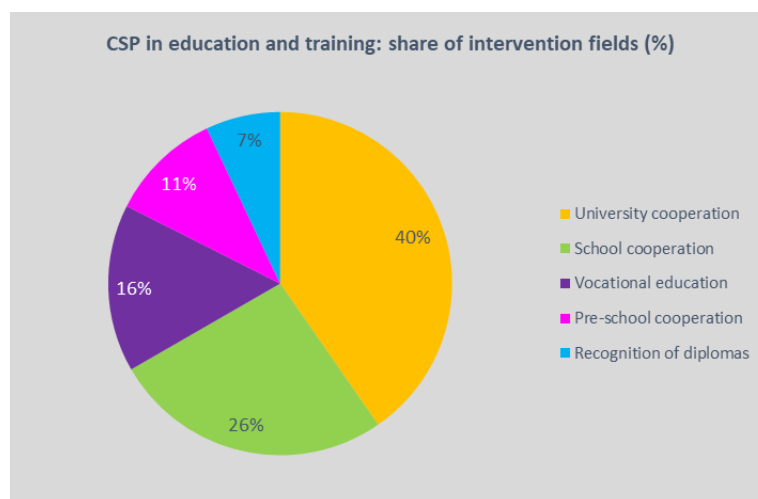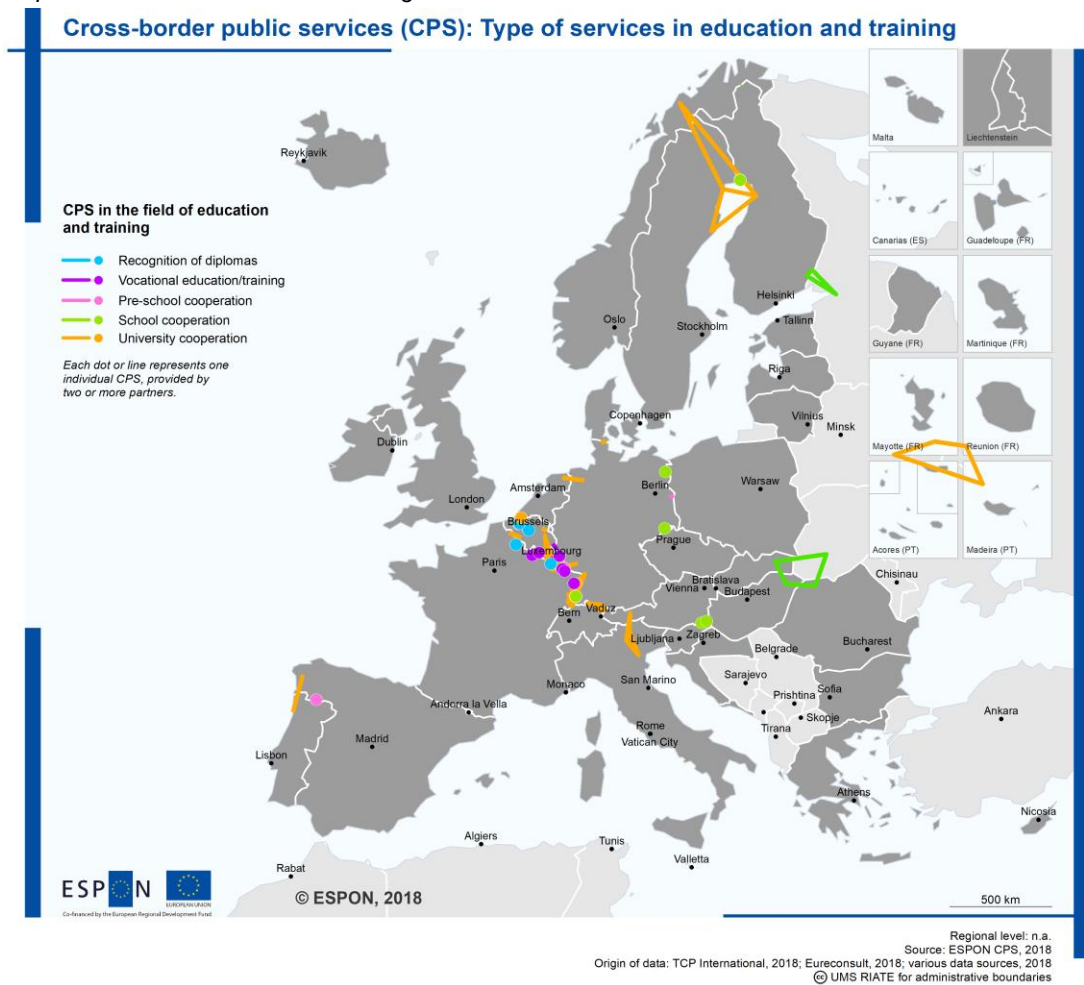
Figure 9. CPS in education and training: share of fields of intervention.
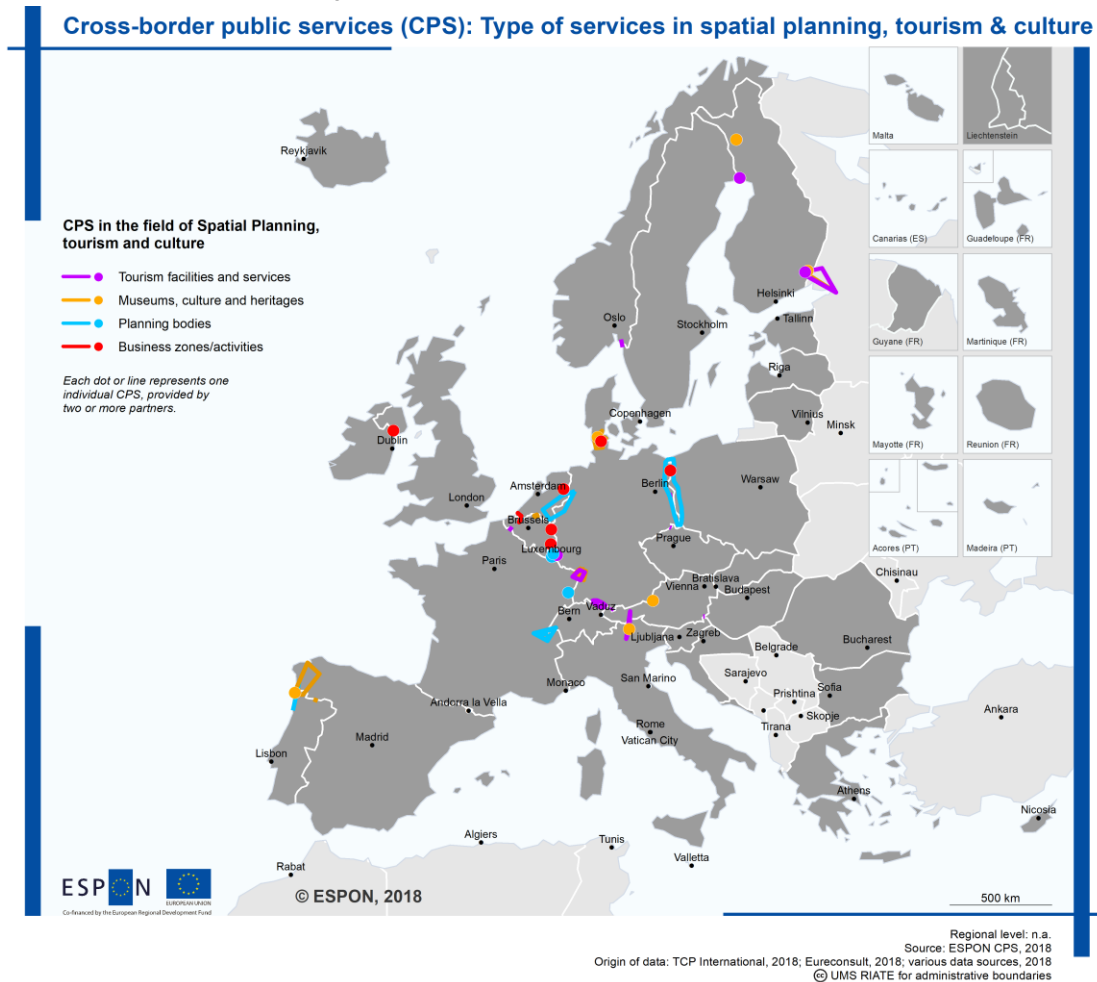*Source: Service provider CPS database, 2018*

3.2.6 Spatial planning, tourism and culture

CPS under this policy area can be differentiated into facilities and services promoting and supporting **tourism, museums, culture and heritages, business zones and related business services, as well as services connected to (spatial) planning bodies** (Map 17).

Most of these services were established along the German borders (from North to South) to the Netherlands, Belgium, Luxembourg and France, reflecting the long tradition of cross-border cooperation at these borders, and only very few CPS can be found outside this corridor (German-Polish border, border Galicia-Norte, Finnish-Russian border, Irish-Northern Ireland).

CPS related to planning bodies were established between Germany and the Netherlands, in the Great Region, between France and Germany as well as between France and Switzerland and Germany and Poland. Business zones and services for economic development can be found along the same borders, as well as between Ireland and Northern Ireland and Denmark and Germany. CPS related to culture and heritages were established at the Danish-German border, the Finnish-Norwegian-Swedish border, Norte and Galicia, as well as the Austrian-German border.

Map 17. CPS in spatial planning, tourism and culture - fields of intervention.

Interestingly, there is quite a homogenous mix of the different fields of interventions in this policy area (Figure 10), resulting in a maximum share of 33% for museums, culture and heritage CPS, at the one end of the spectrum, and a share of 17% for business zones and economic services, on the other end.
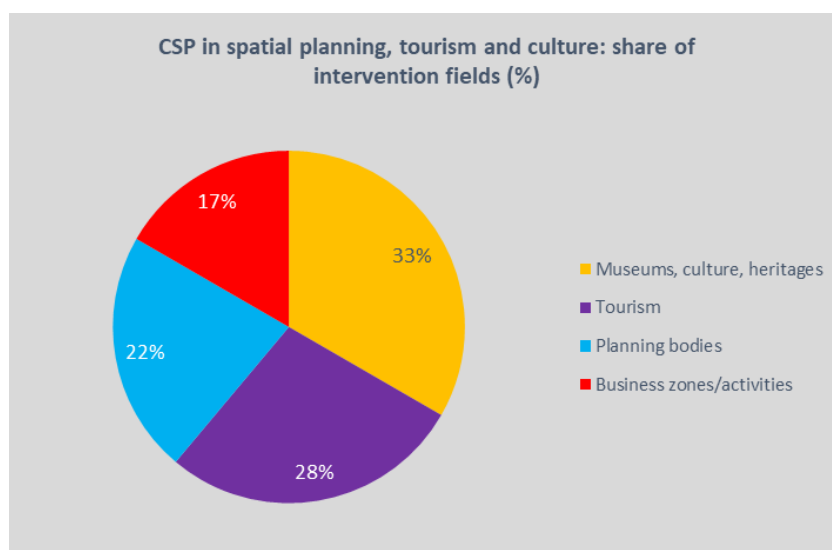
Figure 10. CPS in spatial planning, tourism and culture: share of fields of intervention.
Source: Service provider CPS database, 2018

3.2.7 Labour market and employment

Labour market CPS can be further differentiated into **information services (to facilitate worker mobility), services for job placement (targeted at job seekers) and services for qualification and life-long learning**. To some degree these categories may mutually overlap (for instance, job placement services usually also comprise broader information services) in actual CPS, partly they may be strictly divided (for instance, not all information services for workers entail job placement services for job seekers). In addition, qualification services may overlap with education and training CPS (see Chapter 3.2.5).

Information services facilitating worker´s mobility can be found along all borders in in the Nordic countries, along the Austrian-Hungarian border as well as in the Greater Region (Map 18). They account for 30% of all CPS in this policy area (Figure 11). CPS for job placements can be found in all other parts of Europe, mainly along borders with large disparities in terms of employment and unemployment rates, in particular in Benelux countries, along the French-German border, along all Czech borders, along the Danish-German border, between Portugal and Spain and between Ireland and Northern Ireland. With 70%, they represent by far the largest share of services in this policy area. Services for qualification and lifelong learning do not currently exist in the database.

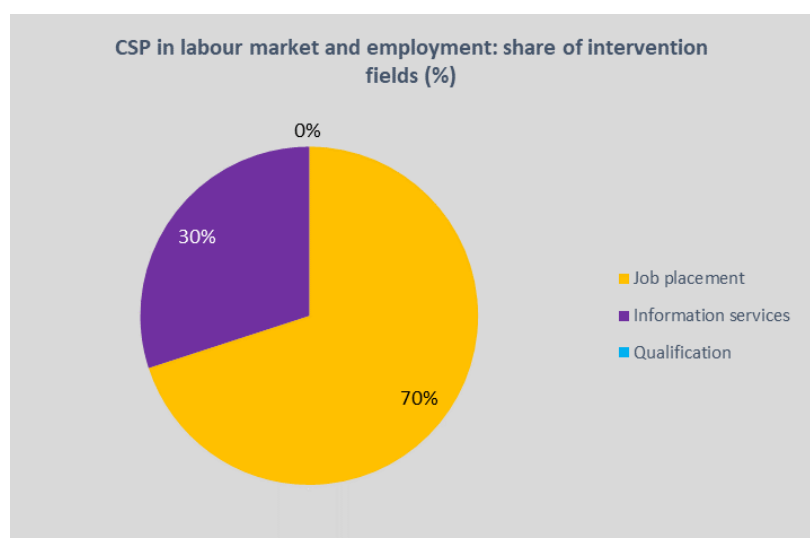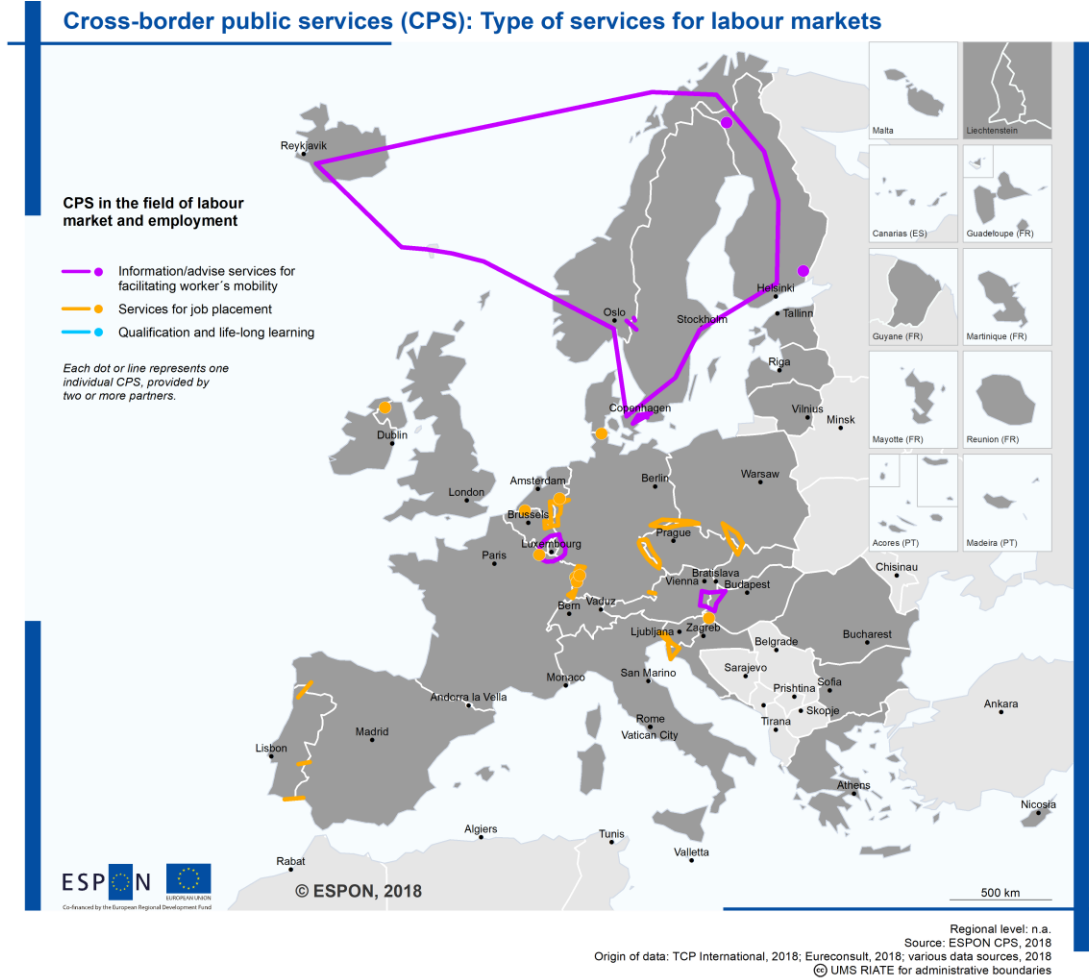*Map 18. CPS in labour market and employment - fields of intervention.*

Cross-border public services (CPS): Type of services for labour markets

Figure 11. CPS in labour market and employment: share of fields of intervention.
Source: Service provider CPS database, 2018

4   Temporal development since 1960

After analysing the spatial and thematic composition of CPS in Europe, a third interesting aspect is to analyse their temporal development.

From the total of 579 CPS in the inventory of examples collected in ESPON CPS, for 399 services the establishment year is known, resulting in a rate of 2/3 of all CPS. The following analysis of the temporal development of CPS in Europe is thus based upon this subset.

In a first step, the overall development of the whole set of CPS in Europe is analysed (Chapter 4.1); then, the specific development within each policy areas is investigated (Chapter 4.2).

4.1   When were CPS established in Europe?

As already outlined in the main report, the initial development of CPS until 1990 was quite moderate. Although some CPS forerunners can be dated back as far as 1932, in the period until 1990 only few initiatives were launched to implement cross-border services. **Some few CPS were already established, but often the necessary legal frameworks were missing, and cross-border cooperation has not been given a high political relevance in these times.** By way of consequence, before 1950 only one CPS was established across all policy fields (Figure 12 and Figure 13), from 1950 to 1959 a total of five, so as between 1960 and 1969, in the following decades 15 (1970-1979) and 21 (1980-1989), respectively.

1990 then can be considered as a key year for CPS development; the following decades saw a significant increase in the establishment of CPS in Europe: 99 new CPS between 1990 and 1999, another 120 new CPS from 2000 to 2009, and until today 133 new CPS since the year 2010.

Map 19 illustrates the temporal development of CPSP in Europe in 5-year increments. Until 1989, when only few CPS services were implemented each year, this happened mainly between France and Germany. Increasing dynamics in the coming ten years still focussed on Western Europe. Only after the year 2000, Eastern European countries recognised the CPS instrument and started to use it widely. In the first years, German-Czech cooperation were initiated, later CPS along the Austrian-Hungarian and Slovenian borders started.

One of the reasons why only few CPS per year are implemented may be linked to difficulties in the design and administrative implementation. Subject to the type of service envisaged and the local and regional conditions, the implementation may take years. First, actors on either side of the border need to develop a common problem understanding, followed by identifying possible solutions and by shaping the service in question (see Practical Guide).
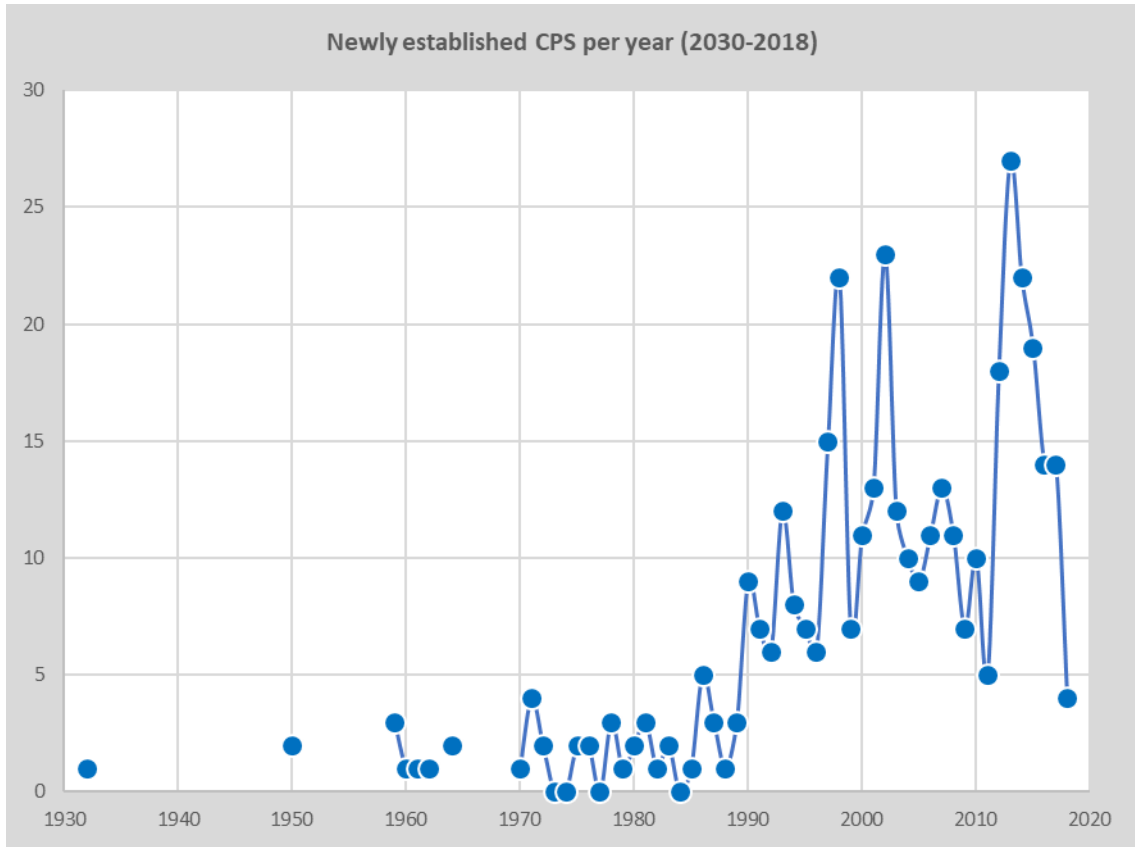
Figure 12. Newly established CPS per year (1930-2018).
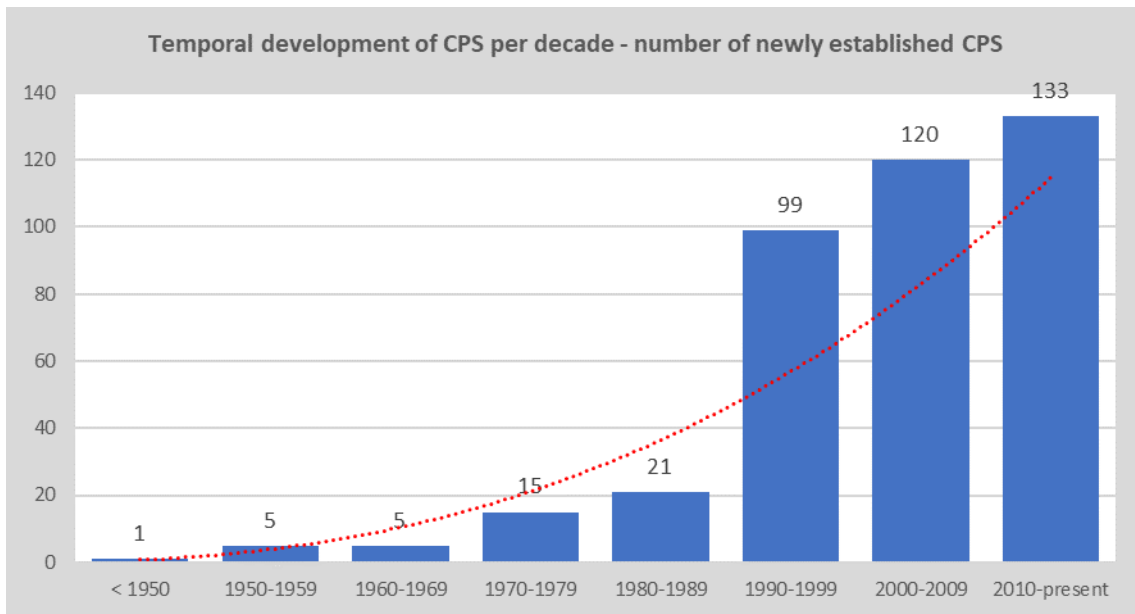*Source: Service provider CPS database, 2018*

Figure 13. Temporal development of CPS by decades - number of newly established CPS.
Source: Service provider CPS database, 2018

Map 19. Temporal development of CPS provision (1960-2018).

until 1969

until 1974

until 1979

until 1984

until 1989

until 1994

until 1999

until 2004

until 2009

until today

**Development of CPS over time
(5-year increments)**

● Office location / place with service provision

— Service providers linkages

*Only those CPS are shown,
for which information on the
implementation year are
available (i.e. 382 out of
559 CPS are shown).
Implementation year
is the year when service
provision started.*

Source: ESPON CPS, 2018
Origin of data: CPS Inventory, 2018; TCP International, 2018;
Eureconsult, 2018; various data sources, 2018

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Co-financed by the European Regional Development Fund

However, since 1990 **the number of CPS in Europe is slowly and steadily increasing, with an average of 5 to 10 new CPS per year** (Figure 14)[8]**.** The steady increase in new CPS per year is also reflected by the moving average of annually newly established CPS. In 1991, this average jumped to 2.136, followed by next jumps to 3.27 in 1995 and to 4.41 in 1998. Since then the averages increased steadily with further jumps in 2002 (from 4.97 to 5.52) and in 2012 (from 6.43 to 6.7). In 2017, the average reached its temporary peak of 8.0.

Figure 14. Number of CPS established in a year 1970-2018.
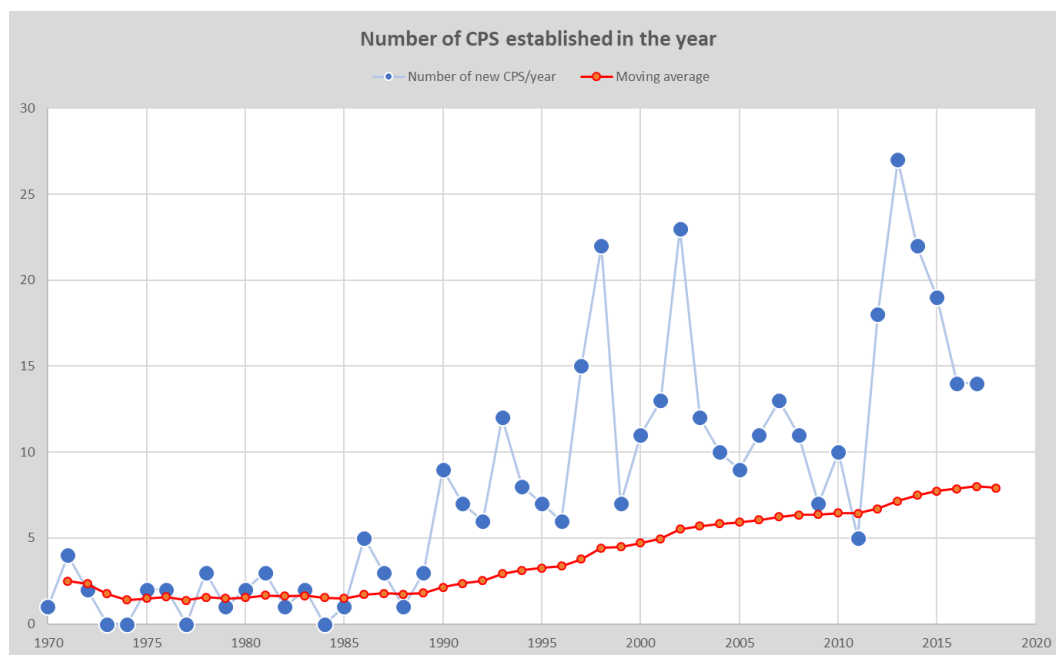*Source: Service provider CPS database, 2018*

4.2   Development in the policy areas

A detailed look into the CPS development by policy area shows that those CPS established **before 1990 belong to healthcare (Figure 15), education, civil protection, and, primarily to environment protection**. For healthcare, 1.8% of all healthcare CPS were established before 1990; this share increases for civil protection (7.6%), education and training (11%) towards 15% for CPS on environment protection.

The latter policy area is the only area which saw a continuous and steady establishment of new CPS in the period 1960 to 1985, with a short 5-year interruption until 1990, and a continued development from 1990 towards today with new establishments every year.

From 1990 onwards, CPS were developed steadily in almost all policy areas with a particular seamless development in the areas of civil protection and transport. Spatial planning / tourism / culture and education faced some interim periods with no new CPS; healthcare services

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[8] Some CPS have been established already before 1970, which are excluded from this chart. From the total of 579 CPS identified, information about the establishment year was given for 399 (i.e. 69%). Excluding CPS established before 1970, Figure 14 is based upon a total of 388 CPS.

gained increasing recognition only since 2006, but from then with several new establishments per year. In contrast, labour market CPS and communication CPS were only established quite rarely.
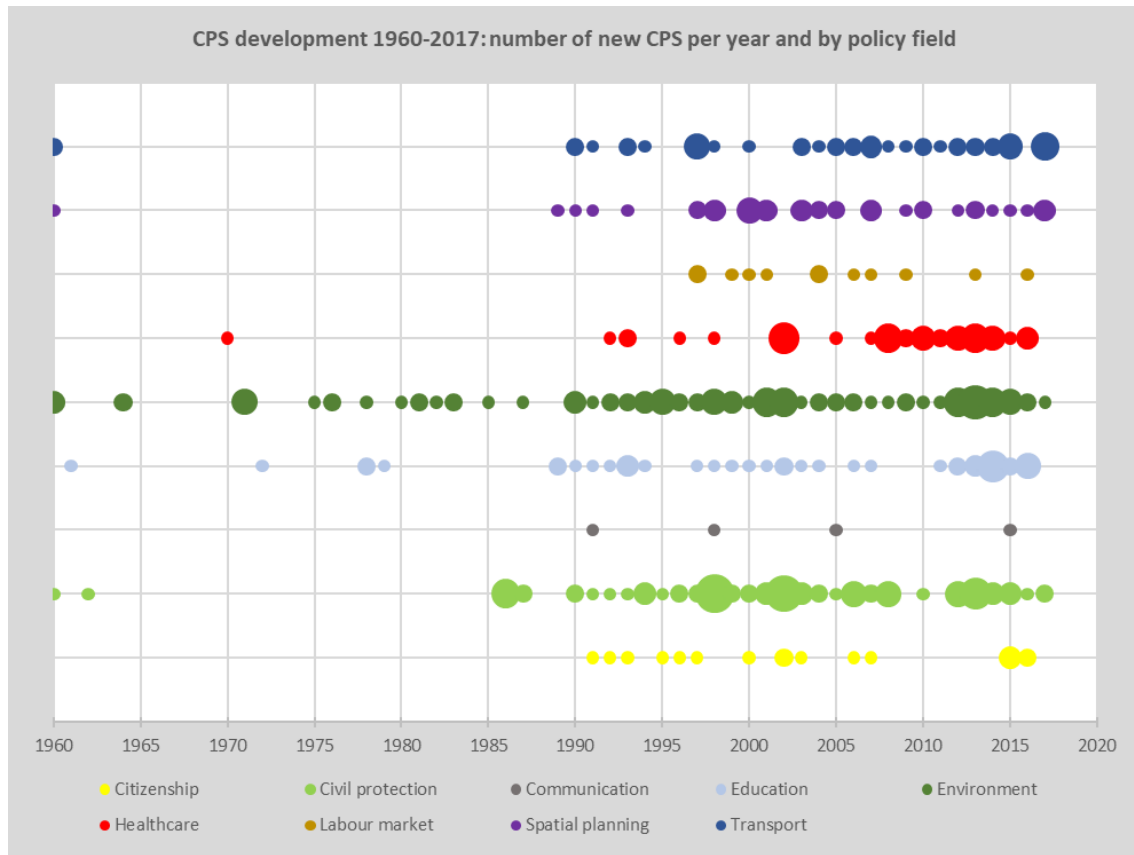

Figure 15. CPS development: number of CPS per year and policy field (1960-2017).
Source: Service provider CPS database, 2018

5   Target groups - Addressees of the services

Another important aspect when planning for a CPS is the identification of the proper target group(s) – what are the addressees of my service? Whom am I targeting? This is not only an academic question, because ideally, the services and functions offered should also be aligned to the target group as best as possible and take into account their wishes and requirements.

Chapter 5.1 is generally looking into the target groups addressed by the current CPS. As public authorities appear to be the main target group, Chapter 5.2 is further differentiating this group.

5.1   Who is generally targeted with the services?

Based upon the gathered inventory, **their seem to be three main target groups for CPS, which are public authorities, tourists and the general public.** The share of CPS addressing public authorities adds to nearly one fifth of all target groups and the other two target groups have more than 13% each (Table 5)[9]. They are followed by three target groups with shares between 11 and 13%, which are pupils, students and apprentices, cross-border workers and job seekers, in other words CPS providing services on education and labour markets. Other target groups seem to be less attractive or relevant, given their shares, such as economic actors as a whole (6.8%), people requiring medical or permanent care (5.5%), or researchers (2.8%). Almost 4% of all CPS are targeted at specific stakeholder groups (2.1%) or at other specific person groups (1.6%), such as families or residents.

Table 5. CPS target groups.

Target groups	Frequency	Share (%)
Public authorities	195	19.48
Tourists	135	13.49
General public	132	13.19
Pupils, students and apprentices	125	12.49
Cross-border workers	115	11.49
Job seekers	111	11.09
Economic actors	68	6.79
People of all ages requiring medical or permanent care	55	5.49
Researchers	28	2.80
Other stakeholder groups	21	2.10
Other person groups *	16	1.60
Sum	*1008*	*100.00*

* inter alia including families (with small children) and residents
Source: Service provider CPS database, 2018

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[9] Each CPS can address one or more target groups. Therefore, the total number of target groups does not correspond to the number of CPS.

5.2 Services among public authorities

The target group *public authorities* seems to be particularly interesting, since these CPS were implemented to **improve collaboration among public authorities across borders, or to increase efficiency or quality of services**. Only indirectly, the public will benefit from these CPS, while first of all the workflows and cooperation between public actors are at stake. The following authorities have been identified as sub-target groups under public authorities:

- fire brigades and rescue;
- hospitals;
- planning authorities;
- police and customs;
- schools and universities;
- other sectoral authorities[10].

More than one third of all CPS addressing public authorities is targeting fire brigades and rescue forces (Figure 16). These CPS are necessary to provide the legal basis for cross-border operations[11] and usually also assign clear responsibilities and establish the rules of conduct in case of actions.
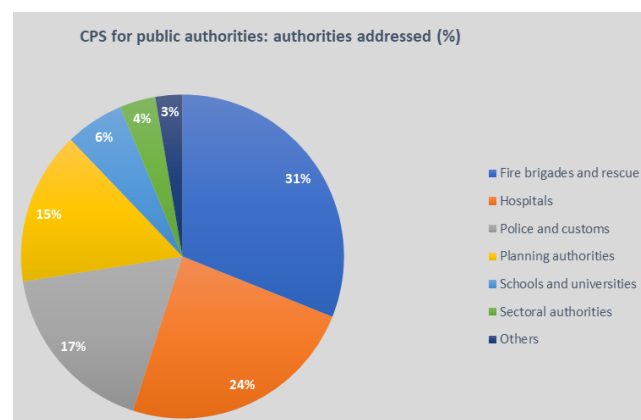

Figure 16. CPS for public authorities - authorities addressed.
Source: Service provider CPS database, 2018

Another quarter of CPS address hospitals, including emergency service and first aid. Similarly, these CPS establish responsibilities and rules of conduct, but they are also needed to define the legal basis for compensation payment (or co-payments) by the health insurances. 17% of these CPS address another sovereign task, namely police and customs. Planning authorities are addressed by another 15% of these CPS. Here, a wide range of CPS are subsumed, including CPS for

- cross-border spatial planning;

---

[10] These include job agencies, agencies for environment protection, and others.

[11] For instance, in case of natural disasters or severe accidents.

- statistical and GIS information systems and spatial observatories;
- digital governance;
- public information portals;
- (flood) risk assessment and management systems;
- joint water commissions.

Schools and universities are also addressees of such CPS by about 6%, either in order to establish close cooperation (for example, schools), or in order to mutually approve school and university degrees, or to establish and foster (research) collaborations in certain fields.

Remaining sectoral authorities (4%) and others (3%) complement the sub-targets of public authorities.

According to the inventory, the first CPS for public authorities were established in 1986 (Figure 17). The temporal development of services addressing fire brigades and hospitals was quite parallel, with hot spots in 1986, 1998, 2002 and 2013. CPS for police and customers follow a similar development pattern, although with a few more interruptions (for example, 1991-1996, 2004-2007). CPS for planning authorities were first implemented 1991, and then sporadically throughout the following years. CPS related to schools/universities, other sectoral authorities and other public authorities were implemented rarely only in a couple of years.
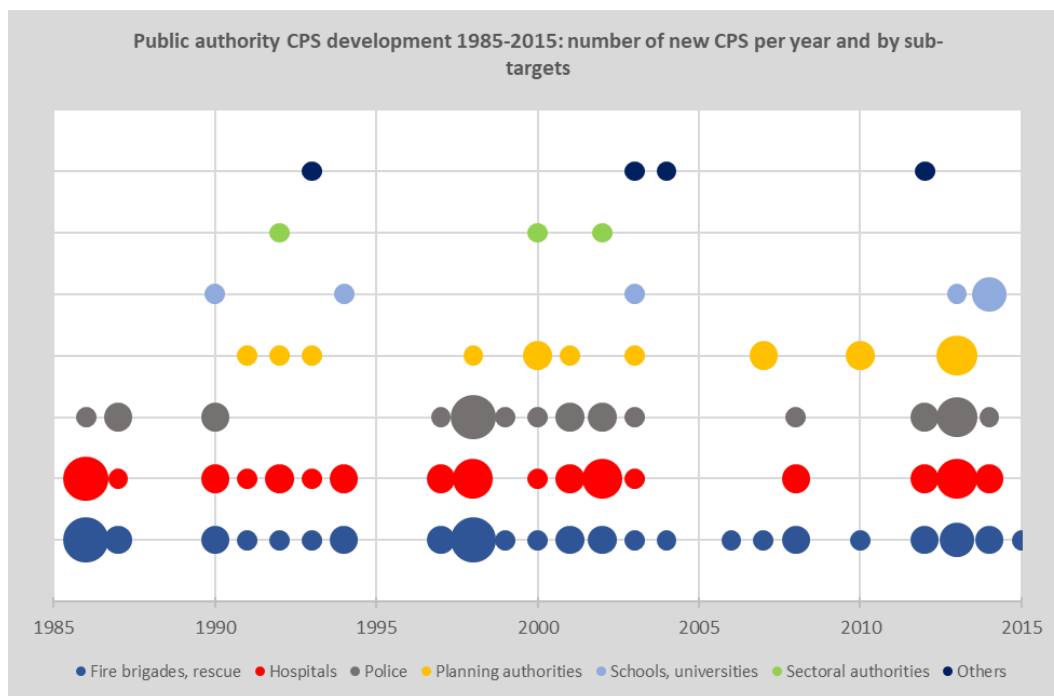

Figure 17. Development of CPS for public authorities 1985-2015.
Source: Service provider CPS database, 2018

6 Implementation and service provision

This chapter is concerned with the empirical analysis of different aspects of actual CPS implementations, trying to answer the following 'how' questions:

- **How many countries are involved in the provision of a CPS?** How many partners from how many countries are concerned? By CPS definition, partners from at least two countries need to be involved. Chapter 6.1 is analysing the Actual number of countries.

- **What is the legal basis or legal framework upon which a CPS is implemented?** The applied frameworks may include high-level European documents or regulations, interstate agreements, (thematic) conventions or protocols or local or regional cooperation agreements or planning strategies. Chapter 6.2 is analysing these frameworks.

- **What are the management and delivery modes of a CPS** (Chapter 6.3)**?**

As the information needed to answer these questions is not available for all 579 CPS in the inventory, the analyses will be based only on specific subsets thereof.

6.1 Number of countries concerned

By definition of cross-border public services, partners from at least two different countries should be involved in the development, provision, and management of CPS. Depending on the regional conditions, the actual service in question and administrative procedures, even partners from three or more countries may participate in service provision. Although a higher number of partners from different countries is welcomed from a general European perspective of territorial integration, the involvement of more partners usually also increases administrative burdens in the implementation and management of services. In this context, it is interesting to ask how many partners are actually involved in the CPS provision.

Not surprisingly, **most CPS are implemented between partners from two neighbouring countries, and only rarely involve partners from three or more countries**. The majority of CPS (88%) cover two neighbouring countries (Figure 18 and Map 20), 8.8 % cover three, and only 3.6% more than three countries. Of course, this on the one hand reflects the fact that most border regions in Europe represent borders between just two countries; insofar this result is not surprising. However, on the other hand, even in border regions where three or more countries are connecting (such as Euregio Bayerischer Wald-Böhmerwald-Unterer Inn, Greater Area Luxembourg), most CPS are only established pairwise between two countries, even though there might be potentials to involve partners from three or more countries. While this often may have technical reasons of the CPS in question, one reason could also lie in the complexity of the CPS implementation process (see section 2.1.3 in Main Report) – the more partners from different countries are involved, the more complex and protracted this process may become. In particular in cases where interstate governmental agreements are missing, it seems that local authorities tend to reduce complexity by focussing on establishing pairwise CPS. By way of consequence, most of the CPS covering three or more countries are found in the Nordic countries where such governmental agreements exists.
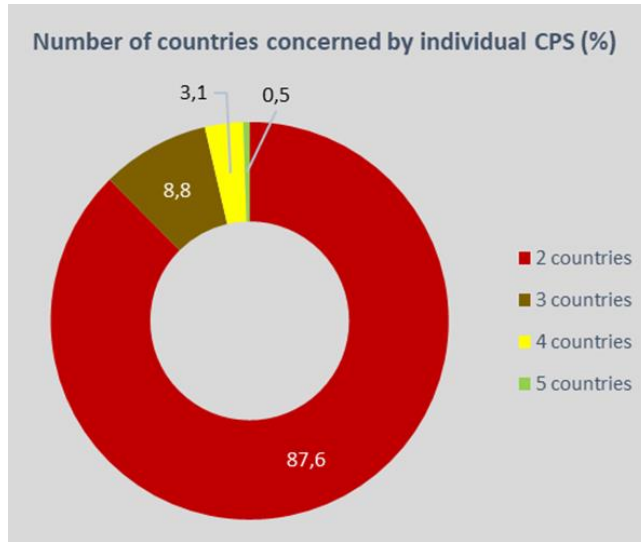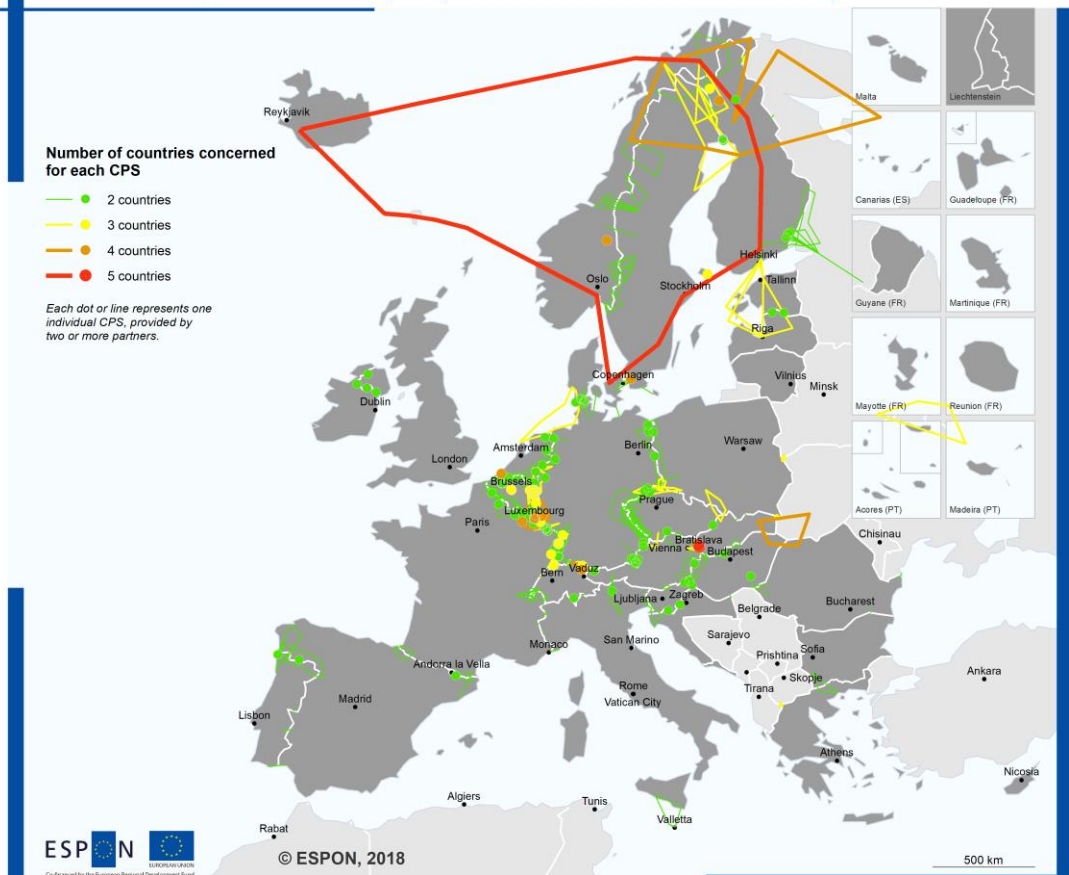
Figure 18. Number of countries concerned by individual CPS.
Source: Service provider CPS database, 2018

Map 20. Number of countries concerned by individual CPS – spatial distribution.

Most of the CPS including partners from more than two countries can be found in the Nordic countries and in the Baltic States. A few can also be observed in the Greater Region and in Benelux countries, as well as between Austria, Hungary, Poland, Slovenia and Slovakia.

6.1 Legal frameworks: Basis for establishing CPS

Different legal frameworks have been identified, upon which CPS were established[12]. The frameworks can be differentiated into the following four basic types:

- **Type 1: EU Regulation on "European Groupings of Territorial Cooperation" (EGTCs) and other EU regulations or EU directives.** CPS-relevant policy areas where these are applied are public local transport, health care, cross-border workers, river basin management and flood prevention, and others.

- **Type 2: Multilateral conventions or treaties and bilateral interstate agreements establishing overarching legal frameworks for general decentralised cross-border cooperation.** Examples of these are the Treaty of Helsingfors; the Nordic Agreement on Cross-border Co-operation and the bilateral or multilateral interstate agreements based on the Council of Europe's Madrid Outline Convention.

- **Type 3: Theme-specific interstate agreements** (e.g. framework agreements, memorandum of understanding, protocols, exchange of notes etc.), determining the general principles and scope of cooperation as well as the precise legal / administrative context and content of cooperation in a particular policy field of relevance for CPS.

- **Type 4: Regional or local cross-border cooperation agreements**, frequently concluded between the competent public service organising / ordering authorities and the directly concerned service providers (e.g. hospitals, social insurances or employment agencies, transport operators, educational institutions etc.).

Indeed, nowadays all these framework types play a role in the implementation of CPS. However, in many cases not only one of these types have been applied solely, but certain combinations. For example, regional or local cooperation agreements (Type 4) are concluded on ground of provisions that are included in overarching legal frameworks for cooperation (Type 2) or thematic interstate agreements (Type 3). Or a theme-specific interstate agreement (Type 3) is further specifying aspects relevant for CPS that generally emanate from existing secondary EU legislation in a particular policy field (for instance on healthcare) (Type 1). In fact, the CPS inventory shows various combinations of the four basic types. Altogether, the CPS inventory identified 36 different combinations of the four basic types.

EU legislation (Type 1) is applicable along all (old and new) internal borders of EU Member States and frequently also at the borders with Norway and Liechtenstein, if EU legislation has EEA relevance, and may then be used as a direct or indirect basis for launching a CPS. Type

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[12] Information on legal frameworks are available for 274 CPS out of the total of 579 CPS in the inventory (47%). For the remaining CPS, either no information at all was available with regard to the legal conditions, or this information was unclear.

2 and Type 3 frameworks are usually concluded between two or three (in rare cases also more than three) countries, but they do not exist along all borders in Europe; in other words, they can only be taken as legal basis along those borders covered by such agreements. Map 21 illustrates the geographical coverage of multi-lateral general Type 2 framework agreements that are in place in Europe. While borders in the Nordic countries and in Western Europe are seamlessly covered by such framework agreements (exception: Austria-Germany), similar agreements do not exist between old and new EU Member States and do also not exist in Eastern Europe at all. Type 4 frameworks[13] are concluded between regions or lower level authorities such as municipalities or other local actors, and thus cover only rather small parts of a state border.

Map 21. Interstate agreements on general, decentralised cross-border cooperation (not theme-specific).
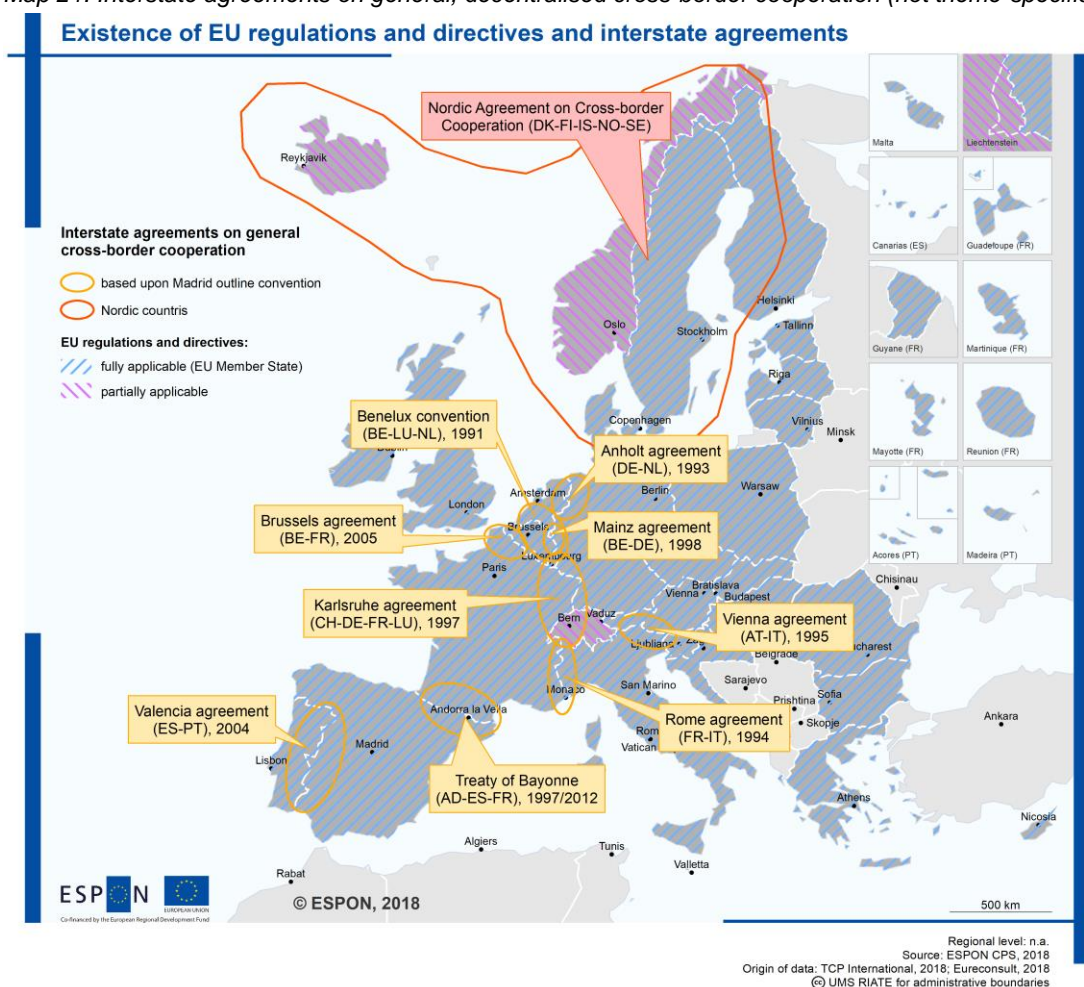
Map 22 shows that EU regulations and directives were mainly used as direct or indirect legal basis for CPS on the Iberian Peninsula (e.g. EGTC, EURES), along borders of the Czech Republic as well as occasionally for CPS in Western Europe (e.g. EGTC, EURES,

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[13] The CPS inventory only accepts regional or local agreements if they have a certain minimum level of formal substance. Verbal agreements, 'written handshakes' or agreements at local level with a low formalization level were not included in the database.

healthcare). Multilateral conventions, treaties and agreements apparently play a minor role as legal basis for CPS, but especially at borders of the Benelux countries, Western Germany, France and Switzerland many regional/local agreements (Type 4) and specific cross-border bodies for CPS are based on these frameworks (i.e. combined use). Theme-specific interstate agreements play a much larger role (35% of all CPS, Figure 19 left), mainly in Western Europe and along the borders of Austria, east and south-east Germany and the Czech Republic (Map 22). Fifty percent of all CPS were established on ground of regional and local agreements, however, in most cases based on or derived from Type 2 or Type 3 frameworks. Such CPS can be found in the Nordic countries and in Western Europe alike.
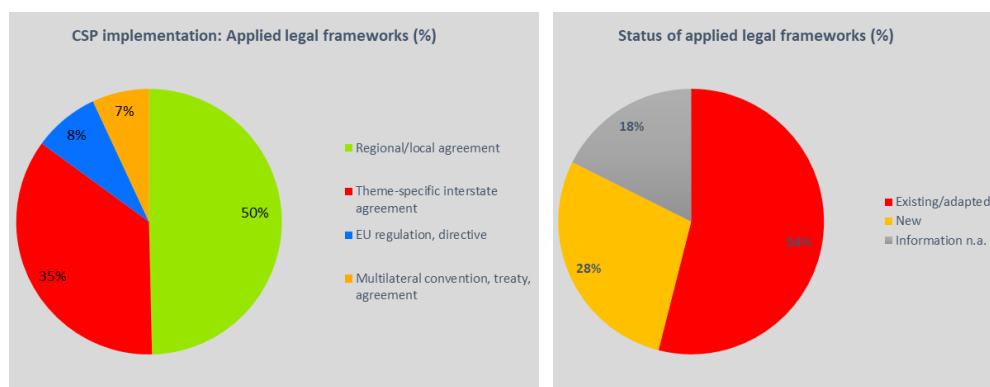

Figure 19. Applied legal frameworks in CPS implementation: share (left) and status (right).
Source: Service provider CPS database, 2018

In 54% of all cases, existing legal frameworks have been taken as basis for creating adequate regional or local context conditions suited to the needs of CPS ("bridging of legal difference") or for adapting domestic service delivery modes (i.e. establishment of new cross-border bodies) (Figure 19, right); new legal frameworks for CPS have only been developed for 28% of the cases.

Map 22. Legal basis applied for implementing CPS.
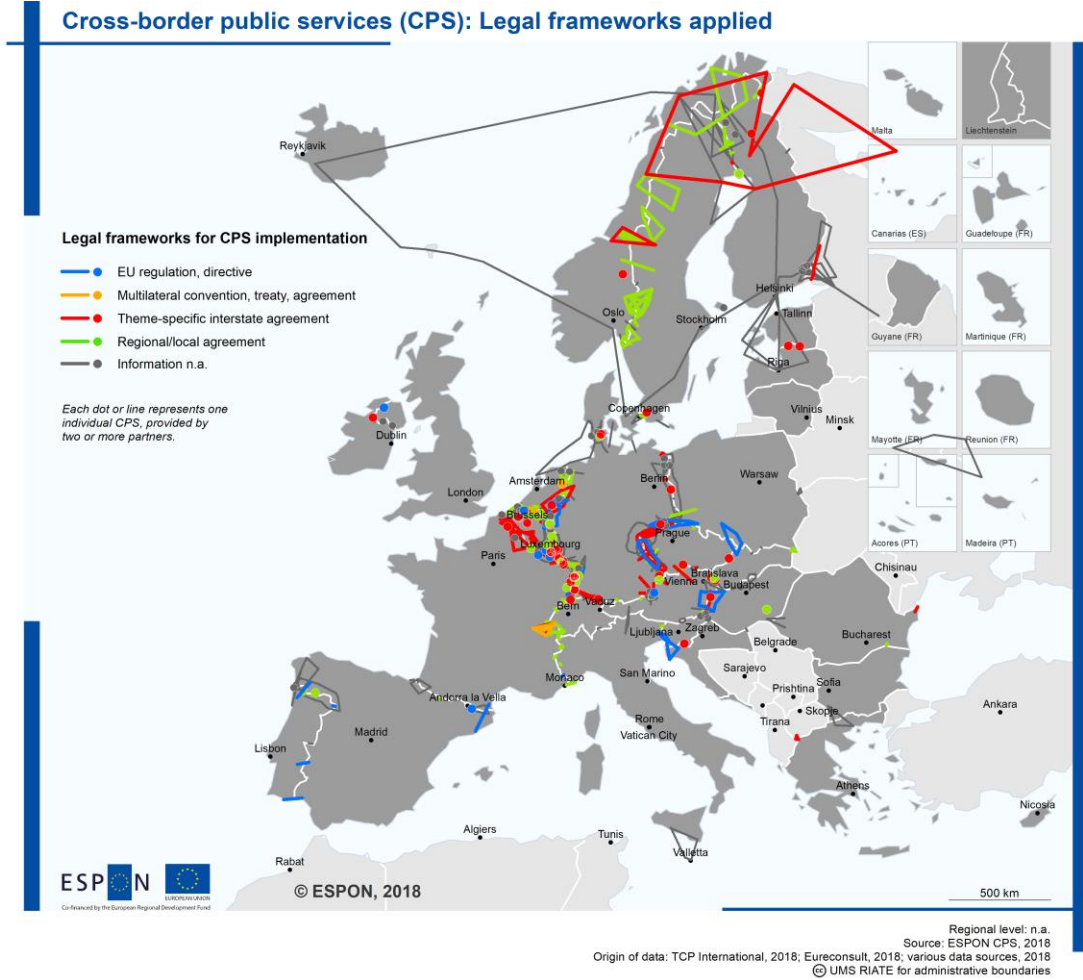
6.2 Management and delivery modes

Three basic **management models** have emerged in the implementation of the services:

- **Central management with legal personality according to interstate agreement** or EU law (i.e. all organisations according to Madrid, Valencia, Anholt or Karlsruhe conventions, as well as EGTC regulations).

- **Central management with legal personality according to domestic law** of one of the countries concerned (for instance, GmbH, BV, Sarl., Srl., associations etc.).

- **Network model**, i.e. non-centrally organized CPS without single legal personality.

60% of all CPS are operated by decentral network models (Figure 20), while the remaining 40% are run by a central management. Of these, 32% were set up by applying domestic law of one of the concerned countries, and only 8% were set up by applying central management according to interstate agreements or EU law, such as EGTCs.
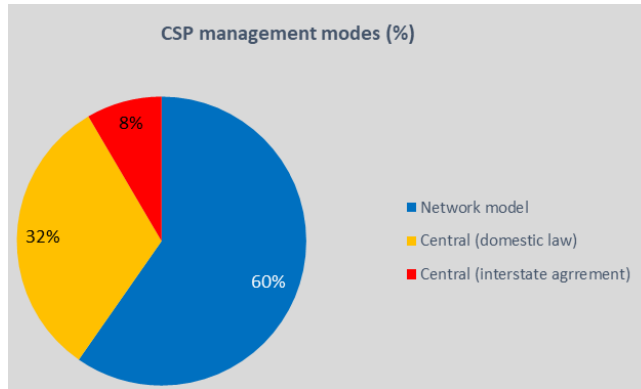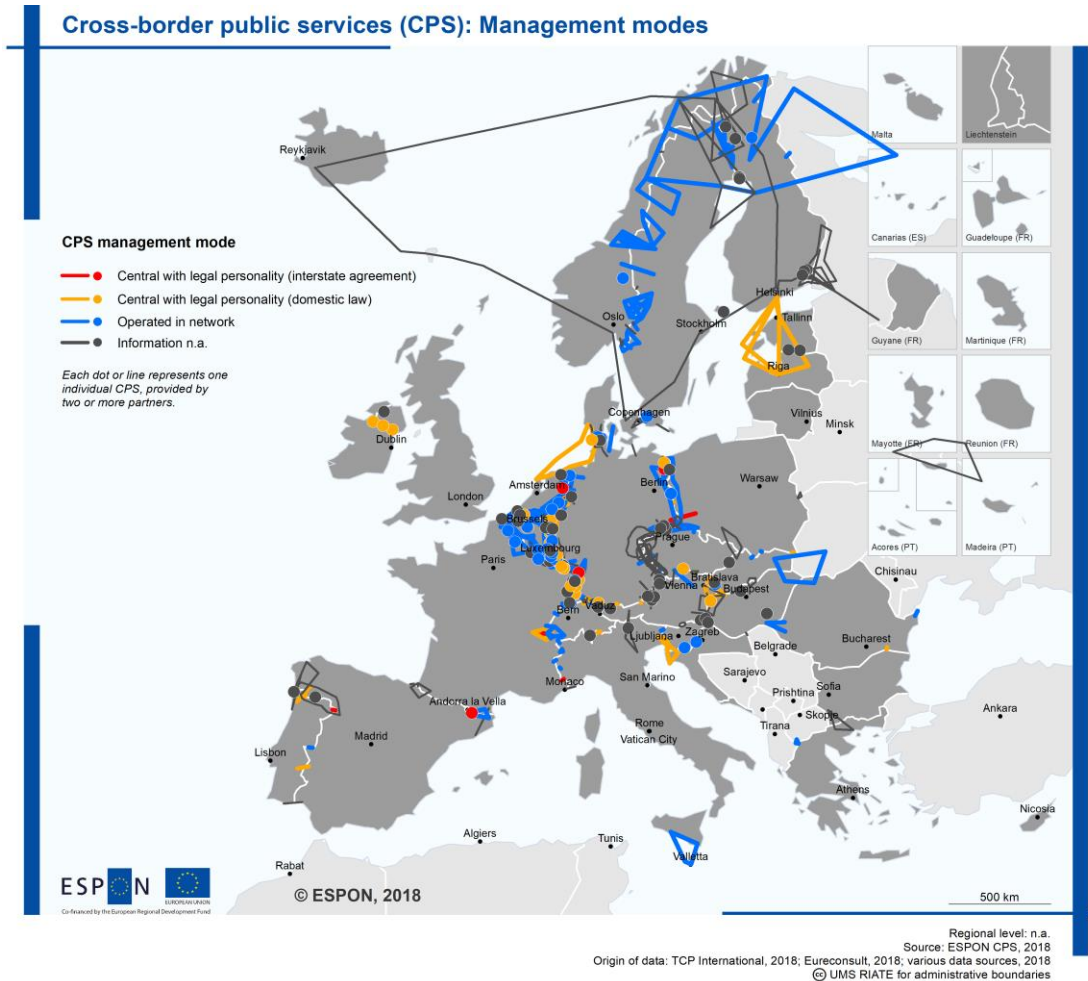
Figure 20. Share of CPS management modes.
Source: Service provider CPS database, 2018

The dominance of the network model in European CPS is also visualized in Map 23. Only few border areas solely rely on central management models (Baltic States, Ireland-Northern Ireland, Portugal-Spain).

Map 23. CPS management modes.

Crossing the legal frameworks with the management modes, reveals some interesting insights (Figure 21):

More than 30% of all CPS were legally based upon theme-specific interstate agreements (Type 3) and apply a network model for its organization. The second combination most widely used is the combination of theme-specific interstate agreements with a central organisation based upon domestic laws (19.4%). In third position, a combination of regional/local agreement (Type 4) with a central organization based on domestic law can be found with almost 14%. A completely regional approach, by using local or regional strategies/agreements as legal bases in combination with network organization models is being applied in 12.2% of all CPS. A combination of a regional strategy with a central organization according to EU law has only been selected in 1.4% in the analysed CPS.

If multilateral conventions, treaties or agreements (Type 2) were used as legal framework, in most cases a central management based upon EU law (such as EGTC) was applied.
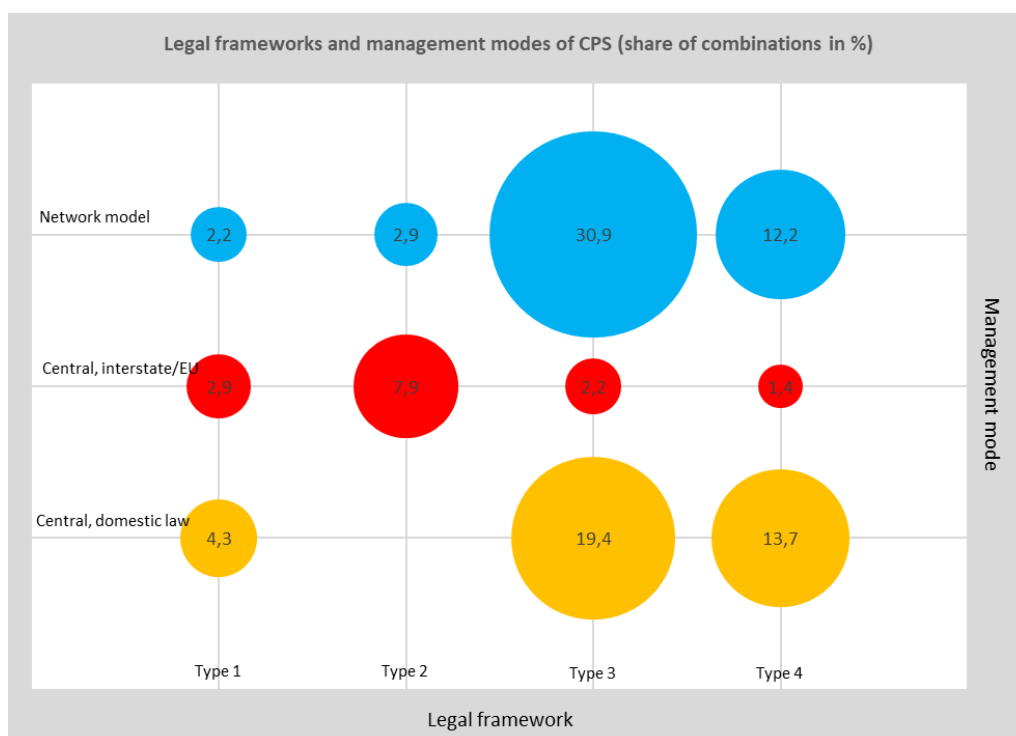

Figure 21. Combinations of legal frameworks with management modes.
Source: Service provider CPS database, 2018

The CPS can furthermore be grouped into three **modes of delivery** (Figure 22 and Map 24)[14]:

- Delivery mode 1: **completely new CPS**. There was nothing like this service in the region before or the service operates in parallel to similar domestic services. This mode represents the majority of CPS (184 out of 350, corresponding to 52.6%).
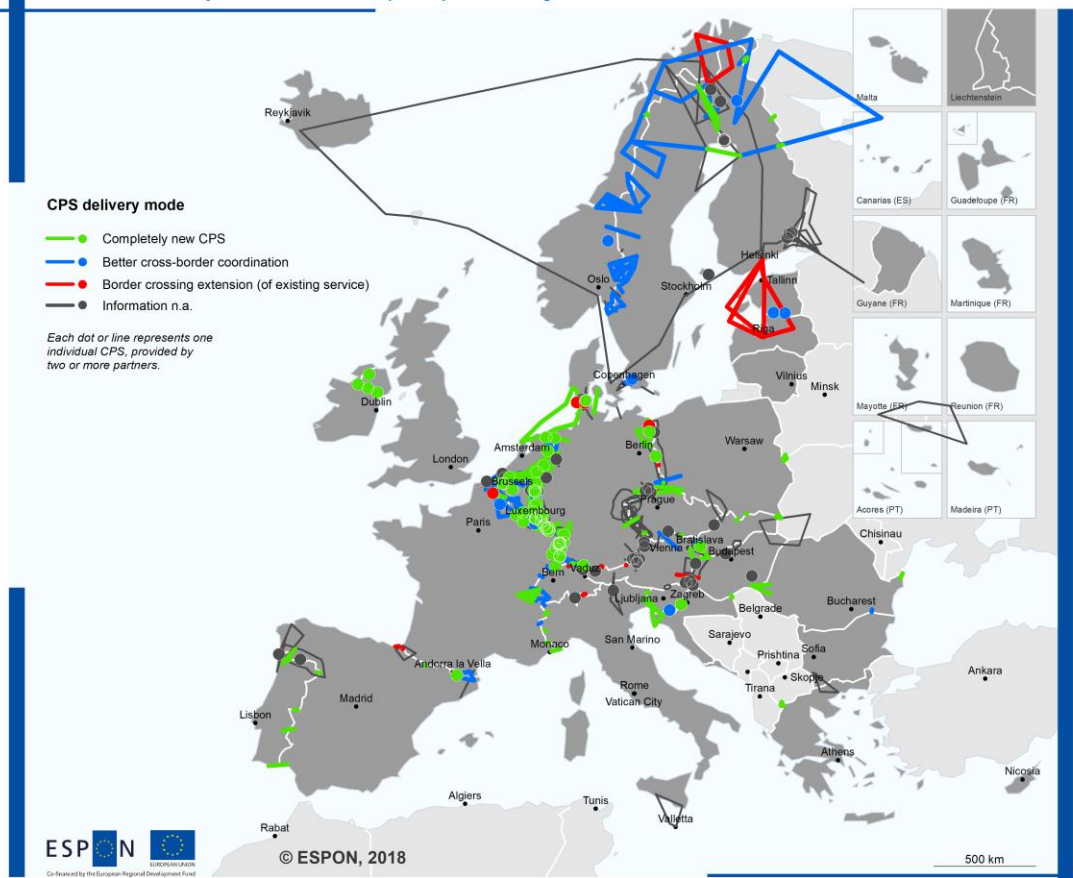
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[14] From the total of 579 CPS, information on the delivery mode is available for 350 CPS in the inventory.

- Delivery mode 2: **better cross-border coordination**. When different players in the region agree to harmonize or coordinate their service delivery. This modes accounts for 34.3% of all CPS.

- Delivery mode 3: **Border crossing extension** of existing domestic services. When a domestic service is allowed to broaden its scopes and also target population at the other side of the border. 13.1% of all CPS can be subsumed under this delivery mode.

Geographically, all modes of delivery can be found everywhere in Europe. Regarding CPS with a better cross-border coordination, there seems to be some kind of concentration of such CPS in the Nordic countries, but not exclusively.

Map 24. Delivery modes of CPS.

Cross-border public services (CPS): Delivery modes

CPS delivery mode
- Completely new CPS
- Better cross-border coordination
- Border crossing extension (of existing service)
- Information n.a.

Each dot or line represents one individual CPS, provided by two or more partners.

© ESPON, 2018

500 km

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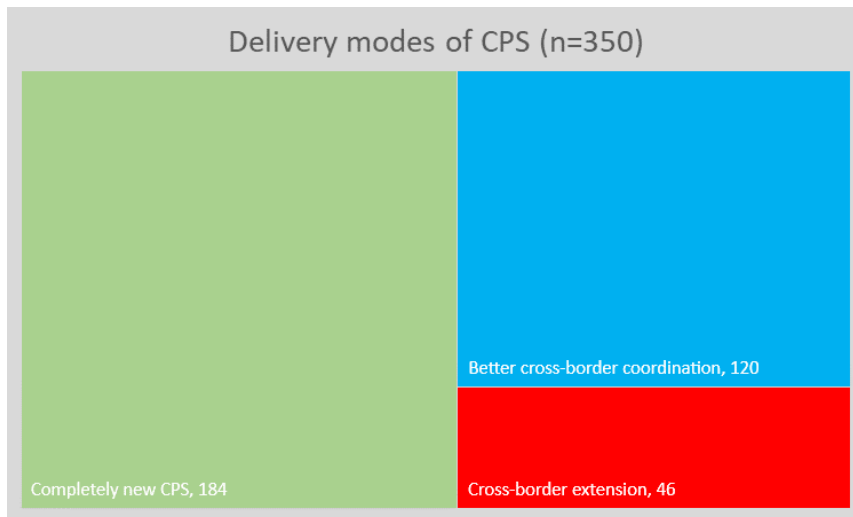© UMS RIATE for administrative boundaries

Delivery modes of CPS (n=350)

Better cross-border coordination, 120

Completely new CPS, 184

Cross-border extension, 46

Figure 22. Delivery modes of CPS: number of modes.
Source: Service provider CPS database, 2018

7 Summary

This report analysed a wide range of important CPS aspects, along a set of five guiding questions: Where? Which? When? Who? And how? The analyses revealed some interesting results, which can be summarised as follows:

Where? CPS do exist along many borders in Europe, with certain concentrations in Benelux and in the Nordic countries. However, there are also borders with only little or no CPS in place, in particular along borders in Eastern Europe. Border areas with a long tradition of cross-border cooperation as well as border areas with a high demand for services and, interestingly, with extremely low demand for services as well, are those areas with the highest current density of CPS in Europe.

Which? Empirical results show that obviously there are three main policy areas which are addressed by CPS: environment protection, civil protection and disaster management, and transport; some border areas do have specific thematic foci, others not. However, depending on the regional specificities, also other policy area such as education, spatial planning or labour market may play an important role.

When? Before 1990, there was only little development of CPS, mainly in the field of the environment, which in many areas acted as a CPS forerunner. Since 1990, apparently with the introduction of the Interreg programme, dynamics increased until today, with nowadays on average five to ten new CPS per year. The development started in Benelux countries and Western Europe, but Central European countries recently caught up.

Who? The main target group of CPS appear to be public authorities themselves, i.e. public authorities implement such services helping them to better cooperate, simplify procedures and make work generally more efficient. Another large target groups are tourists and the general public. On the other end of the spectrum, there are also specific CPS targeting at very specific experts or person groups.

How? Usually two countries are involved in the service provision, but more than 10% of all CPS involve three or more partners. Depending on the regional conditions, and the debated service, the best composition of partners should be strived for. If interstate agreements exist, they will in most cased be used as legal basis. If they don´t exist, local/regional strategic documents or European regulations will be used instead. However, if such agreements exist, it is likely that CPS partners will adapt them to meet their specific needs. Reflecting the cross-border character of the CPS, in almost 2/3 of all cases a network model is chosen for running the service. If central management models were chosen, they primarily rely on domestic laws of one of the countries involved. Most of the CPS are new CPS, developing a service which didn´t exist at all in the border region before. A large share however is also developed for a better cross-border coordination. Only few CPS extend existing domestic services across a border.
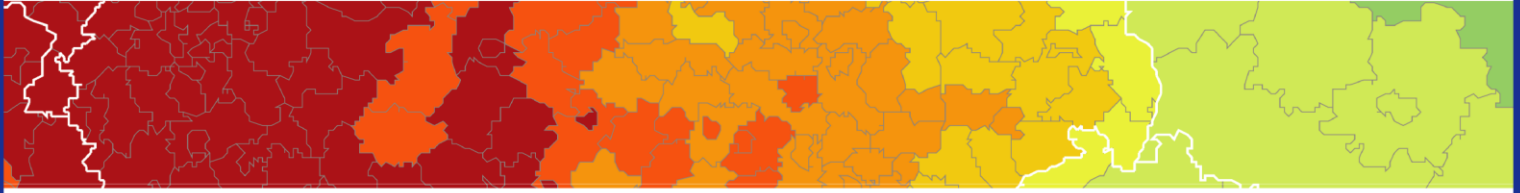
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The ESPON EGTC is the Single Beneficiary of the ESPON 2020 Cooperation Programme. The Single Operation within the programme is implemented by the ESPON EGTC and co-financed by the European Regional Development Fund, the EU Member States and the Partner States, Iceland, Liechtenstein, Norway and Switzerland.