

Inspire policy making by territorial evidence

Cross-border Public Services (CPS)

Targeted Analysis

Final Report

**Scientific Report – Annex III
Case study report – Sønderjylland-Schleswig**



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Final Report

Scientific Report – Annex III
Case study report – Sønderjylland-Schleswig

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Abbreviations

AEBR	Association of European Border Regions
CESCI	Central European Service for Cross-Border Initiatives
CI	Corporate identity
CoR	European Committee of the Regions
CPS	Cross-border public service(s)
CPSP	Cross-border public service provision
DRF	Deutsche Rettungsflugwacht
DSB	Danske Statsbaner
EC	European Commission
EGTC	European grouping of territorial cooperation
EEA	European Environmental Agency
ESPON	European Territorial Observatory Network
EGTC	European Grouping of Territorial Cooperation
EU	European Union
EURES	European Employment Service
GIS	Geographical information system
HiT-ID	High-technology platform for innovative disease research
LAU	Local administrative units
MOT	Mission Opérationnelle Transfrontalière
n.a.	Not available / not applicable
NEG	Norddeutsche Eisenbahngesellschaft
NGO	Non-governmental organization(s)
NUTS	Nomenclature des unités territoriales statistiques
R&D	Research and development
SAR	Search and rescue
SIG	Service(s)-of-general-interest
SWFL	Stadtwerke Flensburg
TEN-T	Trans-European transport networks
URL	Uniform resource locator

1 Introduction

This case study report for the first time develops an overview of existing CPS in the Region Sønderjylland-Schleswig. So far, a comprehensive overview of CPS was missing. After brief methodological remarks (Chapter 2), the regional context (i.e. physical and socio-demographic structures) and the overview of existing CPS is given (Chapter 3).

The region-wide overview has shown that the existing CPS cover wide fields of intervention, addressing almost all policy areas identified in the main report and addressing a variety of target groups (general public, job seekers, cross-border commuters and employers, emergency response teams, pupils and school kids, households, research and universities, and public authorities and NGOs). The latter aspect is considered a particular advantage, as it provides the option to spread the added value of cross-border cooperation widely among the residents.

From a policy perspective, three fields of intervention deserve specific attention given the policy goals of the Region Sønderjylland-Schleswig, which are labour market CPS, CPS in health care, and CPS in environment protection. Therefore, CPS representing these three themes have been identified for further in-depth analysis (Chapter 4)

- job over grænsen (labour market),
- airborne emergency helicopter services (health care), and
- cross-border district heating (environment protection).

The in-depth analysis of these three CPS, and the process for their implementation, also revealed a number of challenges that either needs to be addressed or overcome when initiating a CPS. Each CPS inherently cover certain innovative elements, and at the same time represent the grounds for shaping and developing the future CPS.

Chapter 5 is then addressing future CPS needs in the region in three particular policy fields: CPS in health care, CPS in labour markets, and CPS in spatial planning. Based upon stakeholder interviews and workshop results, ideas for future fields of intervention are outlined within each of these areas.

The case study report concludes with lessons learned and recommendations (Chapter 6).

Apart from references and list of interviews, the Annex also provides agendas of the two workshops held, and the list of policy areas and fields of interventions..

2 Methodology

Different methods have been applied to gather information and perform different analyses for this case study report.

Information on CPS in the Danish-German border region were collected by document and literature review of the project team, and in addition were gathered from stakeholders, either through online survey, interviews, and two workshops, or through direct written or oral responses. A list of respondents from the stakeholders and interview dates are given in the Annex.

The CPS have been implemented into a GIS environment by the project team, allowing mapping and analysing them quantitatively. Additional background data have been compiled as well describing the general context of the case study region, as well as describing the context of the existing CPS and needs for future CPS.

The presentation of the existing CPS is thus a mixture of quantitative and cartographic analyses, and qualitative empirical methods. As regards future CPS, some ideas already exist in the region in terms of thematic foci, needs and target groups to be addressed, and services provided. These ideas were gathered and presented.

3 The Region Sønderjylland-Schleswig

The Region Sønderjylland-Schleswig extends along the entire mainland part of the Danish-German border. The region is surrounded by two seas, the North Sea to the west and the Baltic Sea to the east, generating high natural and touristic potentials. At the same time it is a very rural area with a low population density and a lack of industries.

These conditions promote and hinder the development of CPS at the same time. Before an overview of the existing services is given (Chapter 3.2), Chapter 3.1 initially reflects upon these framework conditions.

3.1 Regional context

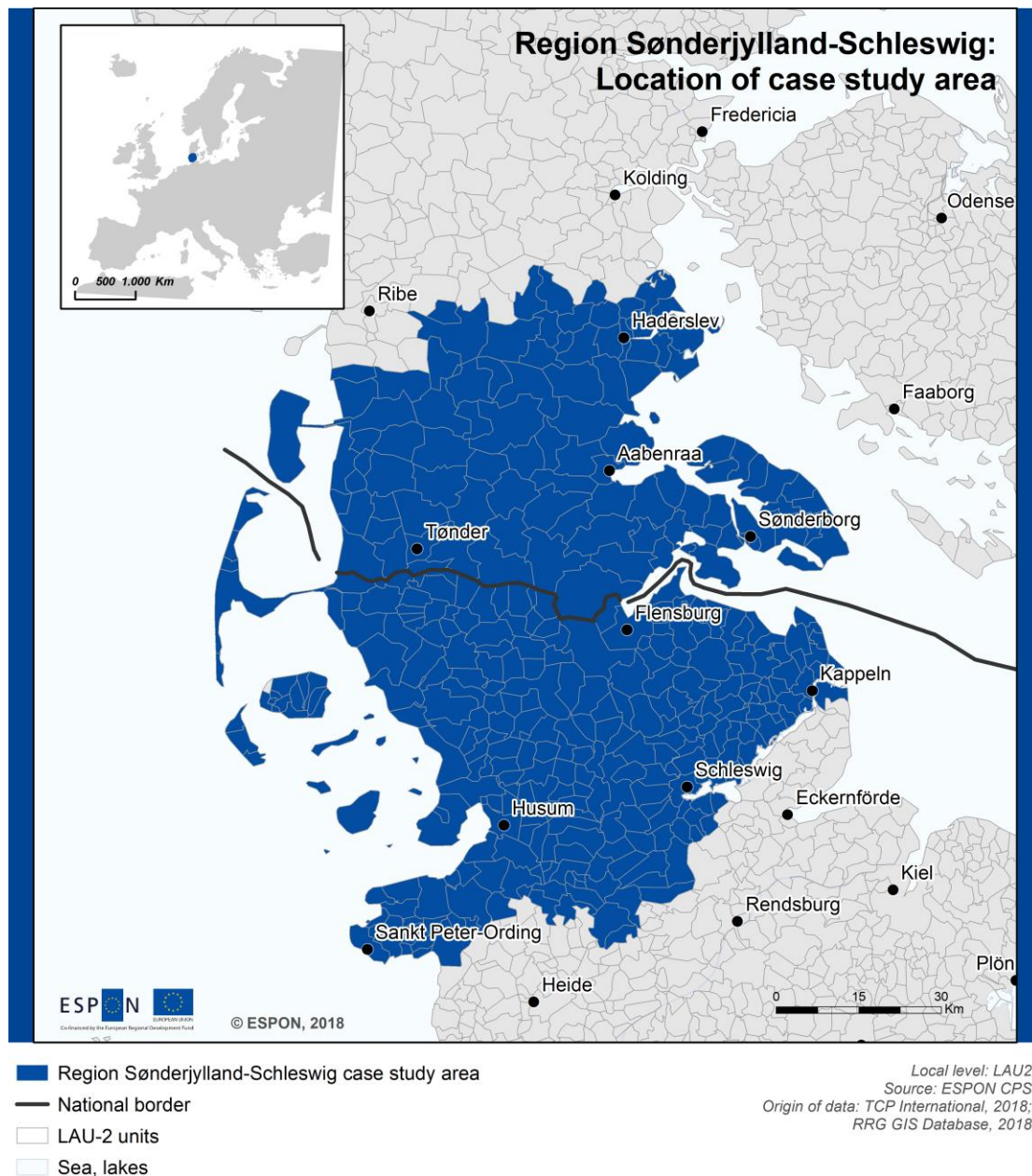
Like in all other border regions, the geographical and physical conditions determine spatial structures which in turn impact demographic and economic developments. In order to better understand why certain CPS have emerged in the region, or are considered as important assets by regional stakeholders, the current spatial structures (Chapter 3.1.1) and the demographic situation (Chapter 3.1.2) is briefly described. Based upon this analysis, Chapter 3.1.3 is deriving the border effects. Border effects may have positive (opening) impacts for the development of CPS, or negative (closure) ones.

3.1.1 Unbalanced spatial structures

Geographically, the Region Sønderjylland-Schleswig constitutes the northernmost area of Germany and the southernmost part of mainland Denmark, thus representing the gateway between North Europe (Scandinavia) and Central Europe (Map 3.1). About 657,000 inhabitants live in this area, of which 439,000 reside in the German (67%) and 218,000 people reside in the Danish part (33%). In total, this border area can be characterized as sparsely populated. Larger agglomerations can only be found along the Baltic Sea coast to the East: On the German side with the cities (LAU2) of Flensburg (almost 85,900 inhabitants in 2015¹) and Schleswig (24,000), and on the Danish side with the communes (LAU1) of Sønderborg (74,900 inhabitants), Haderslev (55,800) and Aabenraa (58,900). Towards the North Sea coast, there are only two agglomerations of significant size: The city of Husum on the German side with about 22,400 inhabitants, and the commune of Tønder on the Danish side with about 38,000 inhabitants. The areas between can be characterized as rural areas with small villages and scattered settlements.

¹ All population figures for 2015 taken from the Danish-German Databank (Land Schleswig-Holstein, 2018). Data for Germany at municipality level (LAU2), data for Denmark at communes level (LAU1).

Map 3.1. Region Sønderjylland-Schleswig: Location of case study area.



In terms of population groups, as a consequence of the historic developments, there is both a Danish minority living on the German side of the border as well as a German minority living on the Danish side. The size of the Danish minority in Germany is estimated between 50,000 and 100,000 people, depending on the sources². In opposite, the German minority is about 15,000 to 20,000 people, which accounts for approx. 6 to 9% of the total population of Sønderjyllands Amt. According to the Framework Agreement of the Council of Europe on the protection of national minorities, and the Berlin-Copenhagen Declaration as of 1955, the minorities in both countries are granted comprehensive rights.

² Official sources of the Government of Schleswig-Holstein count 50,000 people (2009), while a study of the University of Hamburg estimates more than 100,000 people (Reinhardt, 2015).

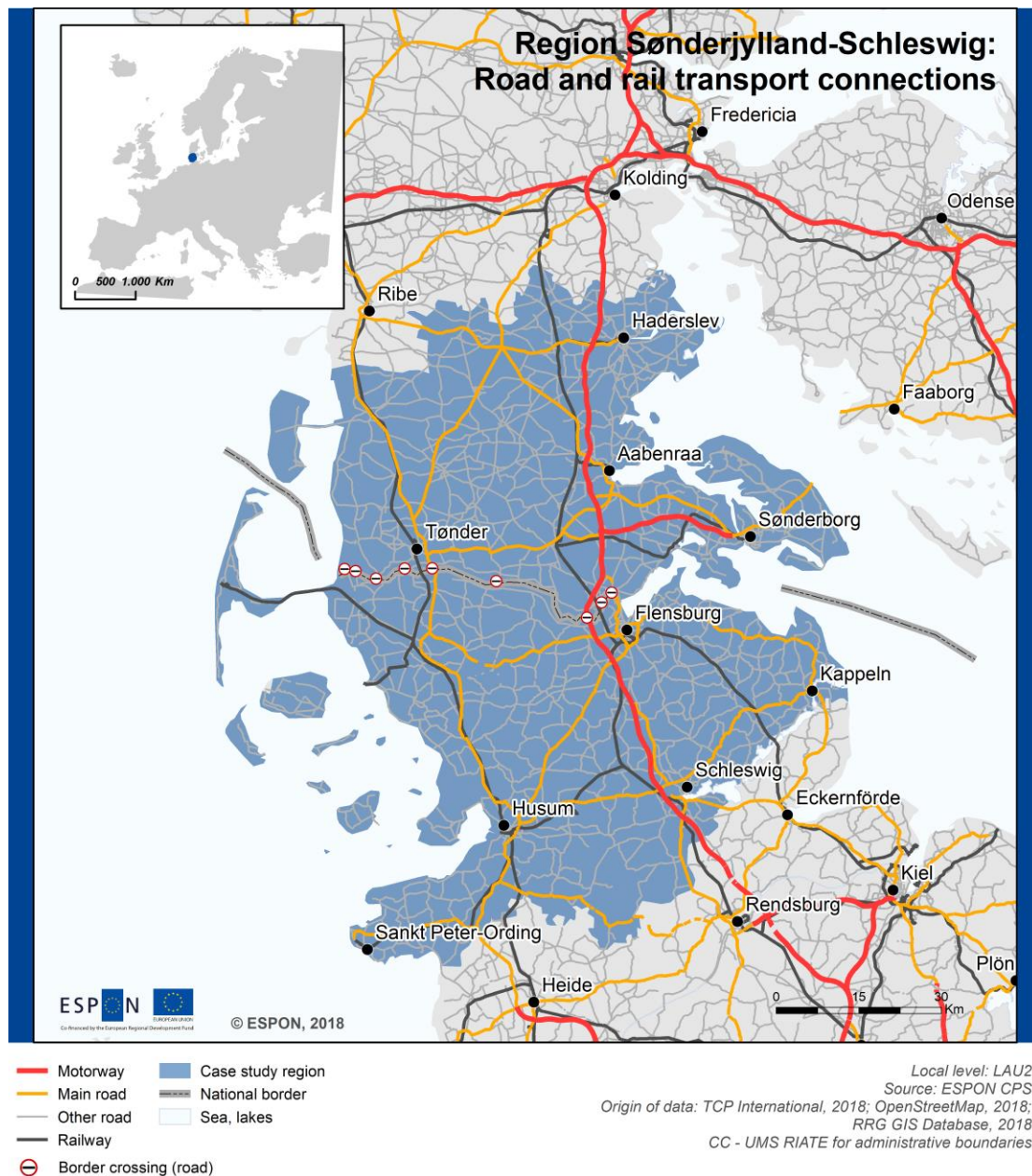
The north-south oriented Jutland axis connecting Hamburg in the South with Aarhus in the North is the only main transport corridor in the area with motorway and IC train connections. This corridor is part of the TEN-T core networks (Scandinavian-Mediterranean corridor).

Apart from the cross-border roads mentioned above, two railway connections cross the Danish-German border in the study area, one railway line along the Eastern and Western coastlines each (Map 3.2). Along the Baltic Sea coast this is the railway mainline Hamburg-Flensburg-Odense (part of TEN-T Corridor V – Scandinavia-Mediterranean) with various IC and regional train services operated by Deutsche Bahn and DSB/Banedanmark. Along this corridor, Flensburg serves as train hub for regional connecting trains. Towards the North Sea coast, as the second rail link, there is the railway line Niebüll-Tønder(-Esbjerg), operated by NEG (Norddeutsche Eisenbahngesellschaft) with ten train services per direction on each working day. Travel time from Niebüll to Tønder is about 17 minutes with two intermediate stops in the villages of Uphusum and Süderlügum. In between these two corridors along the coastlines, there are no cross-border railways in the hinterland.

Cross-border bus lines are only available in the Easternmost parts of the case study area on relations Flensburg-Padborg-Kruså, operated by Aktiv Bus Flensburg (3 times an hour), and Sønderborg-Flensburg, operated by Sydbus. There are no bus services foreseen so far along the other parts of the border³.

³ Interestingly, even the integrated mobility concept for the German county of North Frisia, which is part of the case study area, promoted by the German Federal Government (Bundesministerium für Verkehr und Digitale Infrastruktur, 2013) as good practice, did not plan for any cross-border bus connections.

Map 3.2. Region Sønderjylland-Schleswig: Road and rail networks.



3.1.2 Unbalanced demographic situation

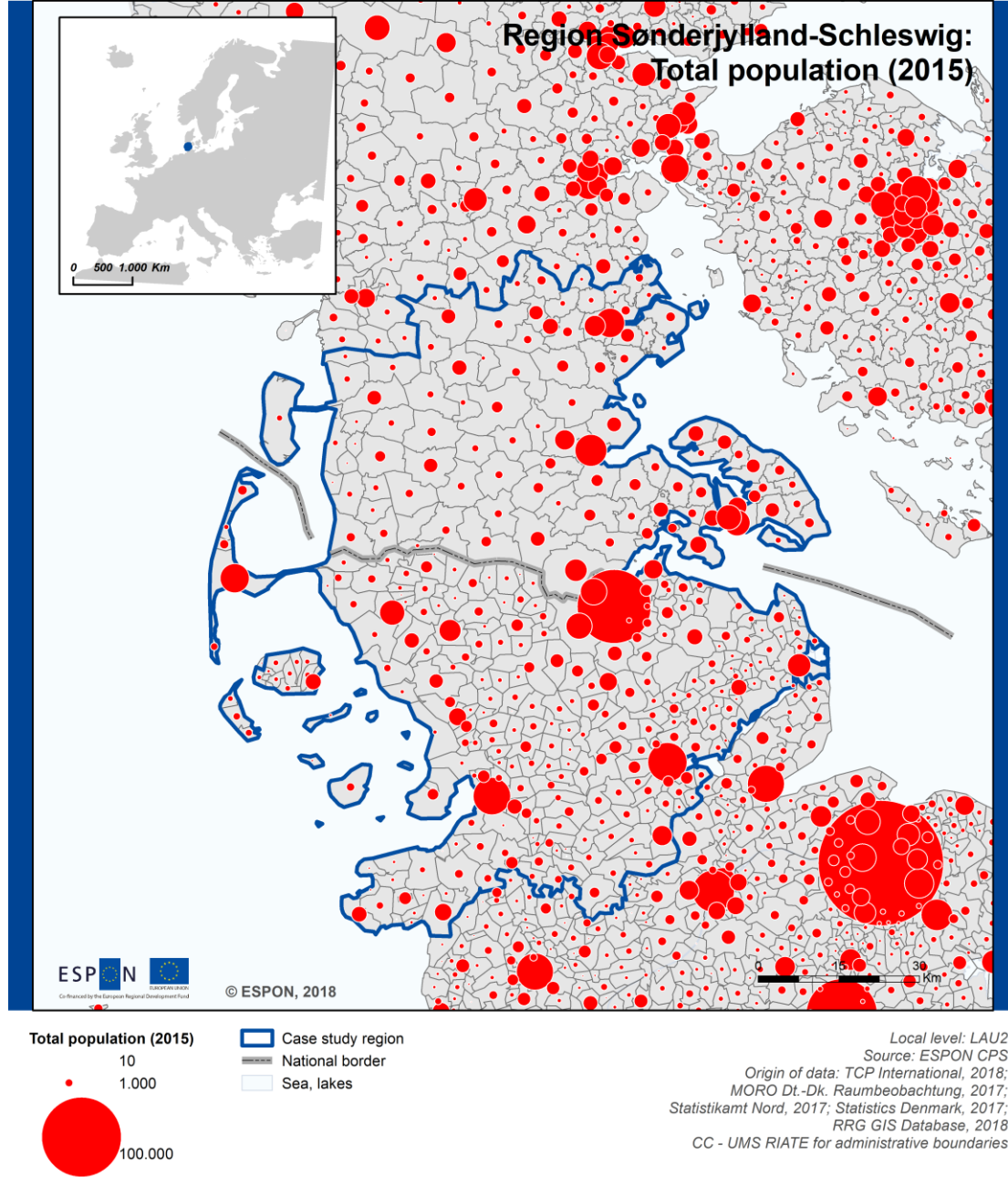
The large structural differences in the case study region between the areas along the Baltic Sea coast and those along the North Sea, and in between, are also evident in the population distribution. Both the absolute population (Map 3.3) and the population density (Map 3.4) show that municipalities along the E45 axis and along the Baltic Sea coast have larger populations and, ultimately, also significantly higher population densities. Also, there are strong imbalances between the German and Danish part of the case study (Table 3.1), with the German part covering 438,743 inhabitants (2015), accounting for 67% of the case study population. For many services, an absolutely high demand is an indispensable requirement. If this demand is allocated in densified spatial structures, the provision of services is even more simplified and thus more likely compared to areas with extremely low densities.

Table 3.1. Population distribution in the case study region (2015).

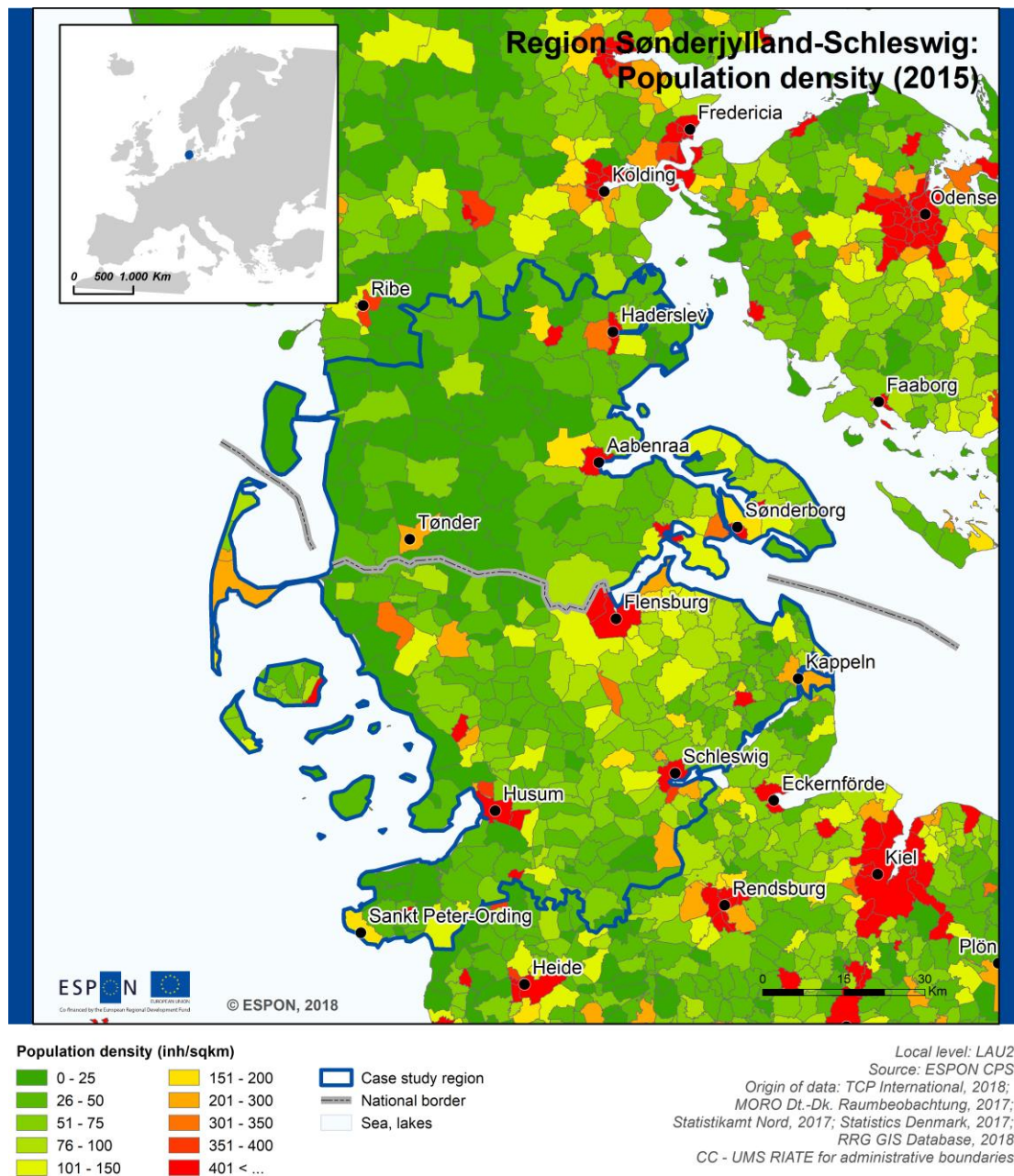
German part	Danish part	Total population
438,743 (66.8%)	218,066 (33.2%)	656,809

Source: Land Schleswig-Holstein, 2018, Danish-German Databank.

Map 3.3. Total population in 2015 (LAU2 level).



Map 3.4. Population density in 2015 (LAU2 level).



There are also large imbalances at local levels, in particular on the German side: cities with high population densities (such as Aabenraa, Eckernförde, Flensburg, Husum, Kappeln, Rendsburg, Schleswig, Sønderborg) are surrounded by large areas with extremely low population density. Still, Schleswig-Holstein as a whole faced population increase since 2009 by almost 1%, and Region Syddanmark by 0.62% in the same period. A further increase of 0.4% for Schleswig-Holstein and 2.5% for Region Syddanmark is projected until 2030 (Danish-German Databank, 2018).

Migration is one of the driving factors of this positive development: in the German part of the Region Sønderjylland-Schleswig, 65% of all municipalities experiences a positive migration

balance (i.e. gained population by in-migration) in the recent past, while only 47% of the *sogne* of the Danish part of the region had a positive migration balance.

3.1.3 Border effects - Challenges for CPS development

The ESPON 2013 project “GEOSPECS” identified four dimensions that simultaneously characterise any border (i.e. political, physical / geographical, economic, socio-cultural) and generate various “closure effects” or “opening effects” for all kinds of cross-border exchange relations. Such border effects also occur along the Danish-German border and had and have strong influences on the past, present and future development of CPS.

These four dimensions cannot per se be considered positive or negative, good or bad, for the development of CPS. It always depends on the specific situation in how far the positive or negative aspects outweigh, i.e. whether the “closure effects” outweigh the “opening effects”. Moreover, the existing negative effects may also give rise to the explicit development of certain CPS which either can be understood as a direct outcome (for example, CPS transport service to overcome physical barriers), or by offering certain services trying to mitigate or even remove these negative effects (for example, information services for cross-border workers or cross-border job seekers to overcome information deficits and different taxation systems).

Effects associated with the political dimension of the border

With Denmark’s accession to the EU in 1973, the Danish-German border became an internal EU border. Both Denmark and Germany are today members of the Schengen area, guaranteeing free movement of people, workers, goods and services, wherefore the formal EU border status is under normal conditions not expected to create significant difficulties for developing CPS in the region⁴.

The federal government system in Germany guarantees a strong position of the Länder in terms of legislation and responsibilities, with comparatively low legislative powers of the lower-level territorial entities (esp. municipalities). In contrast, the *kommunes* in Denmark deserve much higher attentions with stronger responsibilities for and degrees of freedom in many policy fields, compared to the German municipalities. This is also reflected in the geographical size of Danish *kommunes*, which are much greater than their German counterparts. In addition, the five Danish regions (Nordjylland, Midtjylland, Syddanmark, Hovedstaden, Sjælland) were assigned responsibilities for some policy fields as well. By way of consequence, in terms of legislation and political responsibilities, there is a bias in the counterparts – for both the Danish *kommunes* and regions, usually the German Land Schleswig-Holstein is the counterpart, and not the lower-level administrative entities (counties or municipalities).

⁴ Potentially adverse effects on CPSP can emerge from a temporary reintroduction of border controls at Danish site due to the strong influx of migrants and asylum seekers during recent years as well as by a number of terrorist attacks on the European territory. See: CoR (2017).

There is no general horizontal interstate agreement in place between Denmark and Germany, or between the Danish regions and Land Schleswig-Holstein, facilitating the development of CPS or obligating the political actors with the establishment of CPS.

There are, however, a number of thematic agreements that may facilitate the development of CPS or that could be used as a legal basis for the establishment of CPS.

In the area of **citizenship, justice and public security**, the Federal Government of Germany and the government of the Kingdom of Denmark already signed an agreement on police cooperation in border areas in 2001 (Regierung der Bundesrepublik Deutschland, 2002). One of the direct outcomes of this agreement was the establishment of a joint Danish-German police office in Padborg, Denmark.

In the area of **environment protection and energy production**, the Federal Government of Germany and the government of the Kingdom of Denmark signed an agreement to establish *a framework for the partial opening of national support systems for the promotion of energy production by photovoltaic installations and for the cross-border management of these projects in the framework of a single pilot procedure in the year 2016* (Bundesministerium für Wirtschaft und Energie, 2015). Focus of this agreement, however, is on financial support frameworks for photovoltaic installations (i.e. hardware) rather than on services. Based upon an interstate agreement⁵ between the governments of Denmark, Germany and the Netherlands, the *Wadden Sea Cooperation* was founded with the inauguration of the Wadden Sea Natural park already in 1978. The cooperation is managed by the so-called trilateral government council, consisting of the ministers responsible for nature conservation of the three countries. Inter alias, the council organizes the Wadden Sea Conference every three years. The council is advised by the Wadden Sea Board (WSB), which is the governing body of the cooperation, and supported by the Common Wadden Sea Secretariat (2018). Meanwhile the Wadden Sea has become a UN World Nature Heritage.

In the area of **spatial planning, tourism and culture**, in 2017 a new agreement was signed between the Land Schleswig-Holstein, government of the Kingdom of Denmark, the Region Syddanmark and the Kulturregion Sønderjylland-Schleswig called *Kulturvereinbarung 2017-2020* with a view to promote the development of talents and talented kids and to promote cross-border exchange of the diversity of culture (Kulturregion Sønderjylland-Schleswig, 2017). Based upon this agreement, eligible projects, events, services (including CPS) or network activities can be initiated and financed. It represents a follow-up agreement of a similar agreement signed between the parties in 2013 (Kulturregion Sønderjylland-Schleswig, 2013).

In the area of **health care and social inclusion**, different stakeholders have been urging for years to sign a cross-border framework agreement on health cooperation in accordance with the existing Franco-German agreements (Spoorendonk, 2008).

⁵ Common Wadden Sea Secretariat (2010): Sylt Declaration and 2010 Joint Declaration.

The Land Schleswig-Holstein has already signed a **general partnership agreement** with Region Syddanmark as of 27 June 2007, recently updated in March 2017 (Land Schleswig-Holstein, 2017c), with the following objectives:

- to establish a common understanding of the border region;
- to develop a seamless cross-border economic area and labour market;
- to intensify the cooperation in the fields of culture, economy, labour market, infrastructure and logistics, university cooperation, renewable energies, tourism, health care, spatial planning and education.

This partnership agreement, together with the “Agreement on German-Danish cooperation the Region Sønderjylland-Schleswig” as of 15 November 2016 constitutes the basis for the actual activities of the Region Sønderjylland-Schleswig (Ministerium für Justiz, Arbeit und Europa, 2008).

Shifts in responsibilities for certain policy areas due to a fundamental restructuring of public authorities in Denmark started in spring 2018 may be considered as a “closure effect” of the border: as an effect of this restructuring of the public administration, some (legal) responsibilities may be taken away from Danish municipalities or Danish regions and be transferred to central agencies, while they may gain responsibility for other fields of intervention. In consequence, at least for a transition period uncertainties exist about responsibilities and relevant actors.

The Region Sønderjylland-Schleswig already discussed options and potentials of using the EGTC instrument. At the moment, however, the region partners do not see any sensible way of using this instrument⁶.

Effects associated with the physical and geographical dimension of the border

Generally, the Danish-German border between Tønder in the West and Flensburg in the East is characterized by open, flat and sparsely populated landscape. Main cross-border transport arteries are only available in the West (Niebüll-Tønder-Ribe) and in the East (Flensburg-Padborg).

Further to the East, the Region Sønderjylland-Schleswig is cut by the firth of Flensburg, a major natural barrier preventing direct movements of people and goods in the Eastern parts of the case study regions. As there is no ferry link between Denmark and Germany across the firth, all movements from the cities of Kappeln or Glücksburg (German side) towards Sønderborg and Alsen on the Danish side thus will have to go via Flensburg, which is a remarkable detour in terms of physical distance.

The western coastline of the case study area is characterized by the Wadden Sea (and its nature park with strict restrictions as to usage potentials) with several islands and halligen on

⁶ Statement by Peter Hansen in his interview on 21 March 2018.

both the Danish and German side. Three of the islands are connected to the mainland via a road or rail causeway (the Danish islands of Mandø and Rømø, as well as the German Sylt island), while all other islands can only be reached by ferry. Sylt is the only island that can also be accessed by air. Rømø and Sylt are connected via a private ferry service with several connections per day in both directions, operated by Rømø-Sylt-Line GmbH (FRS, 2018).

Despite their difficult accessibility, the Wadden Sea and the Wadden islands are favoured touristic destinations; the provision of touristic services is thus of high quality; however, the poor accessibility causes some problems for residence, since high-level infrastructures such as hospitals, secondary schools, public administrations etc. are not available on the islands and difficult to reach on the mainland.

Altogether, due to these physical conditions, and reinforced by the population distribution (Chapter 3.1.1), the main transport flows concentrate in the Eastern part of the case study area, leading to certain imbalances in the infrastructure provision.

Effects associated with the economic dimension of the border

The basic economic structures are quite similar both sides of the Danish-German border. The tertiary sector accounts for 70-80%, mostly driven by tourism. The secondary sector is slightly higher in Denmark than in Germany (Kluge et al., 2017). The difference in the unemployment rates is between 1.5 and 3.0 percentage points, with a trend of decreasing unemployment rates in 2011-2016 at either side of the border. Apart from tourism, which can also be found at the North Sea coast, all other economic activities are concentrated in the Eastern parts of the case study region, on both sides of the border alike.

However, since Denmark is not part of the Eurozone area, different currencies apply which, when it comes to wages or prices, make direct comparisons difficult. While salaries are generally higher in Denmark, making Danish jobs more attractive to German workers as the other way around, taxes and social pensions payments are also higher in Denmark compared to Germany. Different currencies, different wage levels and different taxation systems impose obstacles to the development of a joint cross-border labour market.

This is reflected in the rather low share of cross-border workers on all employees: with less than 1% for the Danish-German border, the border lies at the lower end of all German borders. Other regions such as the French-German border reach shares of more than 8 % (Kluge et al., 2017). Stakeholders in the border region assume a number of approx. 14,500 cross-border commuters in the Region Sønderjylland-Schleswig, with its majority commuting into Denmark because the quality of the jobs in Denmark is higher compared to Germany (higher salaries, less working hours etc.).

The available labour force in the border region is quite weak in terms of numbers, due to the small population base. This leads to shortages in in the overall number of people in working age, and also in the number of skilled workers. Because of the general similar structures of the labour markets in both Danish and German part of the case study, skilled workers with

similar qualifications are sought on both sides of the border ('competition'). Consequently, public authorities should strive to keep all people in working age in the region and try to attract even more workers and families, by developing a modern and attractive labour market. To make things even more complex, Denmark and Germany apply different structures for job placements: In Denmark, the municipalities ('kommune') are responsible for job placements. There is also a strong overlap with general business development. In contrast, in Germany the job centres ("Agentur für Arbeit"), i.e. central department under the Federal Ministry of Labour and Social Affairs, are responsible for job placements. Even though the Agentur für Arbeit has a lot of local branches in all counties, administratively each job centre has to implement the strategic guidances by the ministry⁷.

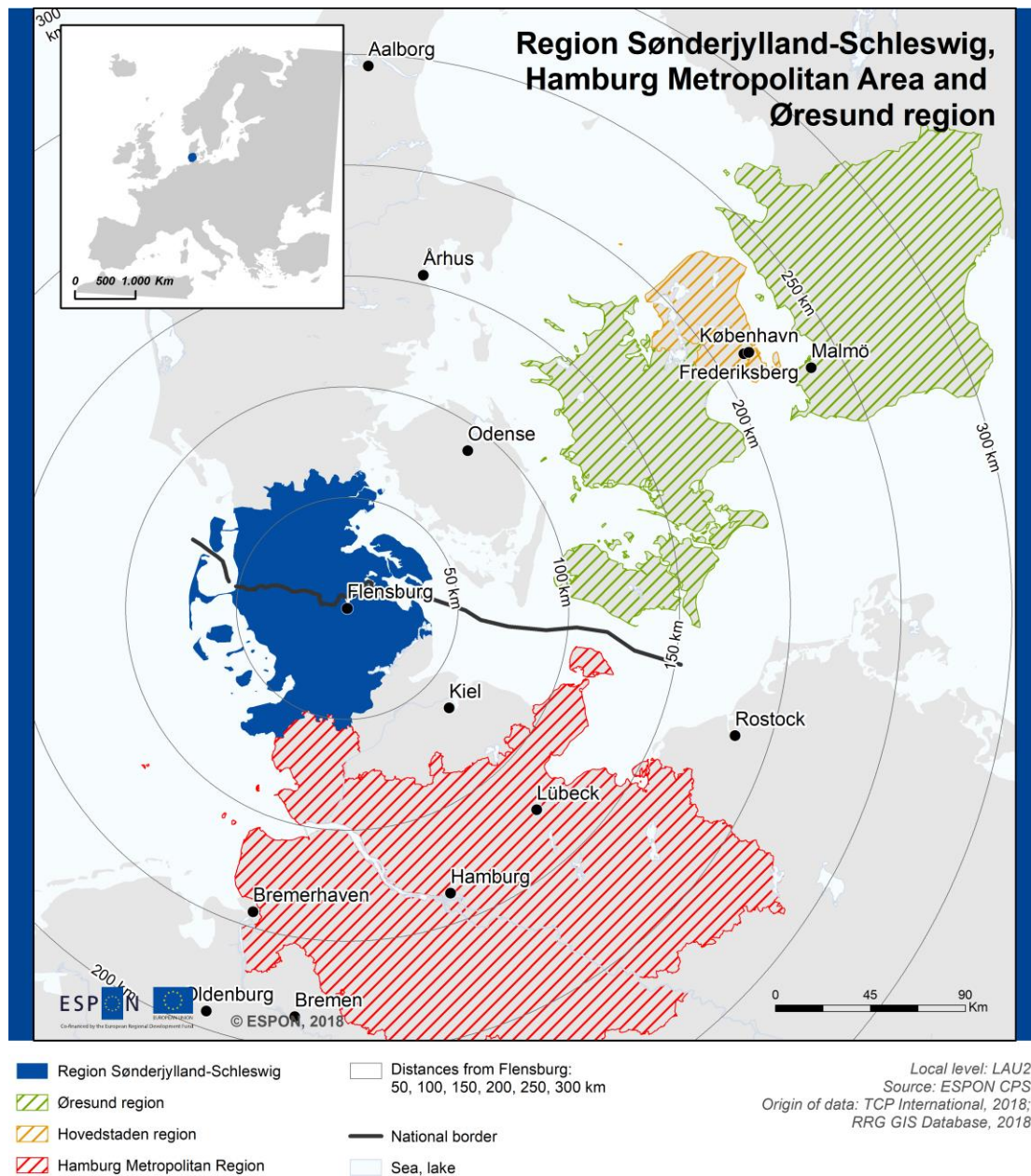
The population potential (and thus the potentials for jobs and markets) is higher in the German part of the Region Sønderjylland-Schleswig compared to the Danish part (Kluge et al., 2017); however, the latter one may thus benefit more from a further improvement of the cross-border labour market, since for the German municipalities their closeness to the Hamburg Metropolitan Area (Map 3.5) may also be considered as a risk⁸.

Another related risk is the future development of the Fehmarnbelt-Corridor. Already now in the planning stage of the fixed Fehmarnbelt link and the respective road and rail hinterland connections in Denmark and Germany, a future shift in political priorities towards development of the Hamburg-Lübeck-Copenhagen axis can be anticipated. There is risk that the Jutland-corridor, which crosses the case study region, will relapse from general development in the future.

⁷ This may lead to situations where the central guidance do not properly account for the individual conditions found along borders or found in rural areas.

⁸ Hamburg, as a city and as metropolitan area, is very attractive as a place of work and place of residence. Since the Hamburg Metropolitan Area is very active in attracting companies and households, there is risk that job seekers and employees move out of Region Sønderjylland-Schleswig to live and work there. After the latest enlargement of the Hamburg Metropolitan Area, the southern border of Region Sønderjylland-Schleswig almost corresponds to the northern boundary of the Hamburg Metropolitan Area. Similarly, but to a lesser degree due to the longer distances, the Danish side is challenged by the development within the Hovedstaden region and Øresund region.

Map 3.5. Region Sønderjylland-Schleswig challenged by Hamburg and Øresund regions.



Effects associated with the socio-cultural dimension of the border

The Danish-German border is also a language barrier. This “closure” effect is mitigated to some extent by the existence of the Danish minority in the German part and the German minority in the Danish part of the case study region, which, apart from the Danish and German languages, are also guaranteed extensive minority rights. The reciprocal mixing of the society with minorities is also evident in the fact that there are German schools on the Danish side and Danish schools on the German side⁹.

⁹ For example, the *Dansk Skoleforening for Sydslasvig e.V.* operates 45 schools for the Danish minority on the German side (*Dansk Skoleforening for Sydslasvig e.V.*, 2018). On the other side, the *Deutscher*

Beyond the different languages, there are also other fundamental cultural differences between Denmark and Germany:

The Danes seem to be more open to new technologies (e.g. in the IT sector) and have fewer fears of using them. This means, for example, that the degree of digitisation of the Danish administration is much higher than that of the German administrations. At the same time, the Danes seem to have greater confidence in the state and generally in state actors. An (indirect) consequence of this is that there are fewer possibilities for Danes to pose complains or objections against sovereign planning, as it is possible on the German side. In Germany, on the other hand, it is believed that the best possible solution can only be achieved through intensive participation procedures - even if this will lead to much longer for planning processes.

Another consequence of these different cultures is that the Danes are basically more willing to implement new ideas (they just "make it happen"), while the Germans tend to rethink everything and to explore all the pros and cons intensively before starting implementation.

Despite these differences, one can assume a generally positive and common perception of the long-term historical legacy, helping to create an atmosphere of mutual trust, enhance interpersonal contacts and to stimulate inter-institutional exchanges and cooperation, which, for example, can be found in many cultural projects and networks along the border.

3.2 Overview of existing CPS in the region

The formal cross-border cooperation among Danish and German stakeholders with Region Sønderjylland-Schleswig started in 1997, i.e. has now gained twenty years of experiences. Since its beginning, focus of this cooperation has been given to the cross-border labour market, culture activities and improvements of mutual language skills. While the Region Sønderjylland-Schleswig initiated the development of new cross-border services, some CPS were already implemented way before 1997, the first being a cross-border bus route connecting the cities of Flensburg and Sønderborg since 1950.

Today, in the Danish-German border region hosts 16 (+1) CPS were identified, focussing on the following policy areas and fields of intervention (Table 3.2, Table 3.3 and Figure 3.1)¹⁰:

Schul- und Sprachverein für Nordschleswig operates 20 kindergartens and 14 schools in German language in Syddanmark (DSSV, 2018).

¹⁰ It turned out to be quite difficult to find appropriate contact persons and to convince them to participate in the survey. Therefore, some stakeholders are afraid that not all CPS could be gathered in the inventory and thus expect a considerable number of undetected services.

Table 3.2. CPS existent in Region Sønderjylland-Schleswig.

CPS	Focus
Public local/regional transport: 4 CPS	
2 cross-border bus lines: Sønderborg-Flensburg and Kruså-Flensburg	There are two bus services connecting Flensburg with the Danish towns of Kruså and Sønderborg. Both services operate in the closer border area in the Eastern part of the case study. No other cross-border bus lines are available on other sections of the border. In Flensburg, both bus lines have connections to further bus services on the German side.
2 cross-border train services: Flensburg-Padborg, and Niebüll-Tønder	In addition to the two bus lines, there are two regional train services between Flensburg and Padborg along the main axis, and Niebüll-Tønder-(Esbjerg) along the Western coast axis. The former rail link is also being used by IC trains connecting Hamburg with Odense via Flensburg. Flensburg station is also a hub to connect the cross-border trains with other train and bus services on the German side. In Niebüll, further train services towards the island of Sylt to the North and, via Husum, Heide and Itzehoe, the city of Hamburg to the south can be reached. That way, both the North Sea coast as well as the Baltic Sea coast are served by train services.
Health care and social inclusion: 3+1 CPS	
Cross-border emergency and rescue	Ground-based cross-border rescue services are already established in the Eastern part of the case study in the area of Flensburg and Padborg/Kruså, operated by the German fire brigade. In the border area of the county North Frisia with Region Syddanmark, German rescue forces provide three vehicles to Danish colleagues to provide ground-based emergency services. An extension and harmonization of such services is envisaged along the entire border area, covering Sønderjyllands Amt, Region Syddanmark, and the county North Frisia in German side. Since so far only German rescue teams are allowed to operate in Denmark, the service extension will also plan that Danish rescue team are allowed to operate on German territory.
Airborne emergency helicopter service	In addition to the ground rescue services, airborne emergency helicopter services are offered by DRF Luftrettung operating from Niebüll ground station, serving the entire border area between Niebüll and Tønder along the West coast of the case study area. Airborne services are called in serious accidents; they are particularly important for the many Wadden islands and halligen, which otherwise only have poor transport connections to the mainland via ferries, and thus do not have fast ground-based rescue services. Since during summer these islands are in great demand by tourists, the helicopter service is important for guaranteeing quick and reliable emergency care.
High technology platform for innovative disease research (HiT-ID)	The main goal of the platform is to bring together new methods for sequencing the human genome in diseases with leading-edge technologies of drug development and biotechnology that exist infrastructurally on both sides of the border. This should generate economic and economic-technological added value that exceeds the sum of the individual components. The Danish-German border region currently hosts one of the most modern platforms for the systematic identification of genetic alterations that play a role in the susceptibility to human diseases. At the beginning of 2010, another robotics platform was set up on Danish side as part of a new centre of excellence. The platform will enable analysis of the function of disease genes in living cells and the search for new drugs in high-throughput procedures. Involved partners are the Syddansk University in Odense and the university hospital Schleswig Holstein with its campus in Kiel, i.e. geographically this CPS just touches the boundaries of the Region Sønderjylland-Schleswig. In a region which economically has only little industries and little research facilities, supporting such innovative platforms is important to develop knowledge and attract researchers and excellences.
Malteser Hospital Flensburg: Danish cancer patient care	Since 1998, the Malteser hospital in Flensburg offers radiation treatments for Danish cancer patients. This service was introduced since at that time no similar health service was available in Denmark. End of 2016, this services ceased by the Danish side because in Denmark a new central cancer centre opened in Odense. Currently, Danish cancer patients are transported to Odense for treatments. It is now apparent that these transports are very strenuous for the cancer patients due to the long journey time (see Chapter 5.1). Therefore, there are current discussions to revive the service. The Malteser hospital would be ready to do so.

Spatial planning, economic development, tourism and culture: 3 CPS	
Danish-German regional management	This service is offered by the Chamber of Commerce in Flensburg, targeting at companies and enterprises both side of the border. Companies north and south of the border having interest in the neighbouring country to pursue their activities, and for that may need assistance in various fields (general information, labour market information, taxation, social security and pension systems, etc.). There are many institutions where regular exchange and cooperation pays off for the whole region. So, the service is providing assistance to enterprises wishing to extend their services across the border. This service is considered of particular relevance since the Region Sønderjylland-Schleswig is challenged in its economic development from both the Hamburg Metropolitan Area in the South, and the Øresund/Hovedstaden region in the East.
Kulturvereinbarung Sønderjylland-Schleswig	The Kulturvereinbarung Sønderjylland-Schleswig is not only the general agreement but also the framework programme for a series of activities and services related to cultural events, projects, and services. Inter alia, it organizes and coordinates culture and music festivals like folkBaltica, German-Danish Music days, NordArt, Tønder Festival, Flensburger Kurzfilmtage, Flensburger Hofkultur, Schleswig-Holstein Musikfestival and many more activities. The Kulturvereinbarung are particularly relevant as a focus point for the intercultural exchange of the mutual minorities on both sides of the border. It helps to raise awareness, trigger exchange and understanding, and supports integration into the overall society.
Dansk-Tysk Musikskoledag	Targeting at pupils, the Dansk-Tysk Musikskoledag is organized as a service and special event for kids to showcase and exchange music, traditions and culture, thereby helping to spread knowledge and raise awareness about the cultural roots of the minorities.
Environment protection: 2 CPS	
Trilateral cooperation for the protection of the Wadden Sea	The entire North Sea coast of the Region Sønderjylland-Schleswig is part of the trilateral Wadden Sea National Park, which extends from Denmark in the North via the entire German North Sea coast towards the Dutch Wadden Islands in the West. The national park has already been established in 1978. It covers the largest unbroken stretch of mudflat ecosystems worldwide. Because of the outstanding universal value of the natural features of the Wadden Sea, it was inscribed in the UNESCO list of world heritage sites. Due to its unique nature, strict protection regulations apply to the Wadden Sea in terms of general use as well as to stay in highly sensitive areas.
Provision of district heating	Already in 1983, the Stadtwerke Flensburg signed a cooperation agreement with Aabenraa Kommune on the provision of district heating for Danish households. In fact, the CPS is an extension to the domestic service of the Stadtwerke Flensburg, provided to German households.
Labour market and employment: 1 CPS	
Job over grænsen	Job over grænsen offers comprehensive services to job seekers for cross-border job placement. The service is attached to the Regionskontor and Info-center of the Region Sønderjylland-Schleswig, and started operation in 2017 based upon financial support by the Danish government. The service addresses a gap in the official Danish and German job agencies, which only provide services for domestic job placements. Due to the competition of jobs by the greater Hamburg and Copenhagen areas, it is extremely important for the Region Sønderjylland-Schleswig to keep all the workers in the region and to make the jobs, but also the job placement, attractive. Otherwise, the real danger is that the workers from the region will migrate and by that aggravate problems on the regional labour market. A holistic, individual and tailor-made support is therefore essential for the job placement.
Civil protection and disaster management: 1 CPS	
Beredskab uden grænser	Since 2012, the service is in operation providing mutual assistance in case of accidents and for combating fires or forest fires. The service is designed in a way to best utilize shares resources of the fire brigades on either side of the border.
Citizenship, justice and public security: 1 CPS	
German-Danish police and customs cooperation	Based upon an interstate agreement coming into force on 11 September 2002, a joint police and custom cooperation was established with its office in Padborg, Denmark.

Education and training: 1 CPS	
Cooperation of Universities of Sønderborg and Flensburg	In 1983, the University of Southern Denmark in Sønderborg and the University of Flensburg initiated a joint cross-border study programme within the framework of an Interreg project. At that time, the situation was difficult for both partners involved. Both were small, peripheral universities with a weak research profile whose future was unclear. So, by teaming up and coordinating their study programmes and degrees, both partners gained recognition and financial benefits. Today the two universities offer three cross-border programmes: (i) International management, (ii) European studies and (iii) Culture and communication, all three together are considered as unique selling points for the universities.

In terms of **policy areas**, current CPS in this border region cover a wide spectrum of eight areas¹¹. Still, they have a certain focus on transport and health care with four CPS each in these areas. Spatial planning/tourism/culture and environment protection also deserve high attention, the former one with a strong focus on cultural services. With one CPS each, the policy areas of citizenship, justice and public security, civil protection and disaster management, as well as education and training are covered.

Table 3.3 provides a complete and detailed overview about all existing CPS in the Region Sønderjylland-Schleswig.

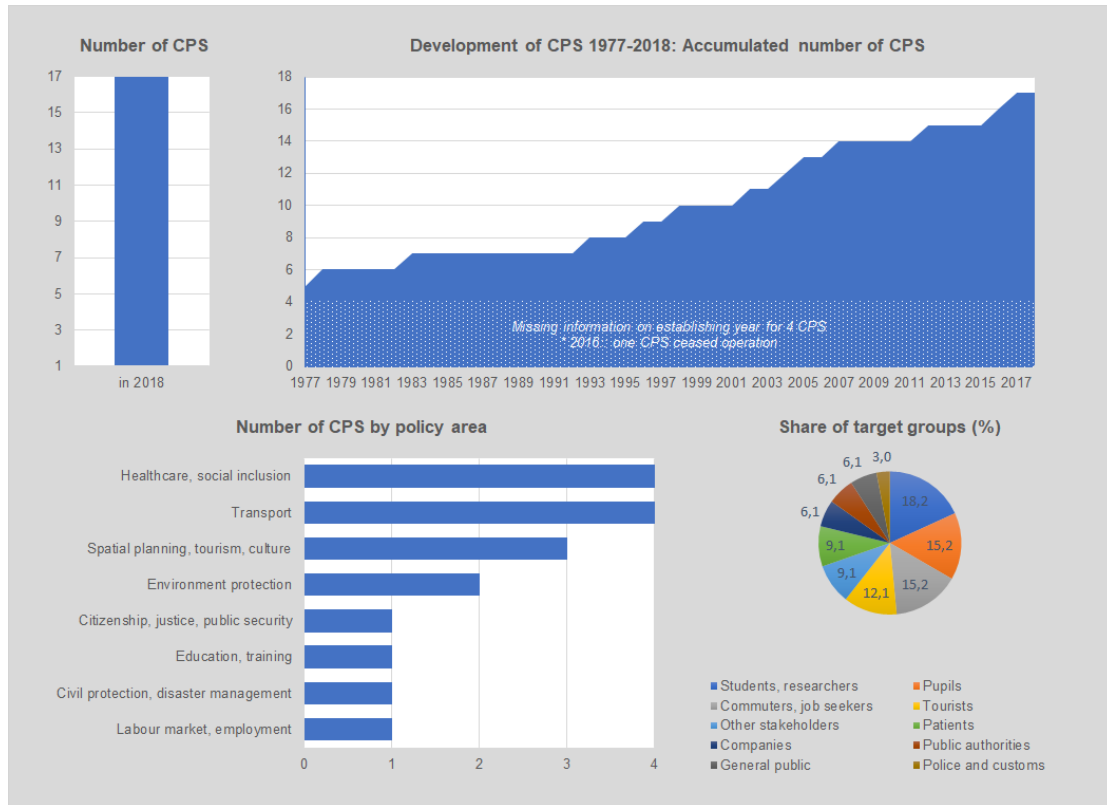
¹¹ Table 0.3 in Annex 4 gives a complete overview about all policy areas and fields of intervention.

Table 3.3. Complete and detailed List of CPS in the Region Sønderjylland-Schleswig (Source: Service provider CPS inventory, 2018).

#	No ¹²	Name	Theme	Year	Target group	Comments
1	1131	Cross-border bus line Kruså-Flensburg	Transport	n.a.	Public transport users, commuters, job seekers, pupils and students, apprentices, tourists	Services between Flensburg (DE) and Padborg (DE) with further extensions towards Aarhus and Hamburg
2	1132	Cross-border regional train services Flensburg-Padborg w				
3	1163	Cross-border regional train services Niebüll-Tønder(-Esbjerg)				
4	3206	Danish-German "Hightechnology platform for innovative disease research" (HiT-ID)	Healthcare, social inclusion		Medical researchers of the institutions involved.	
5	1130	Cross-border bus line Sønderborg-Flensburg	Transport	1950	Public transport users, commuters, job seekers, pupils and students, apprentices, tourists	Bus line operated by Sydtraffic
6	7110	The trilateral cooperation on the protection of the Wadden Sea	Environment protection	1978	NGOs, environmental authorities, planning authorities	
7	7604	District heating of Stadtwerke Flensburg with Aabenraa municipality		1983	Heating companies and authorities, households	
8	4310	Cooperation between the University of Southern Denmark and the University of Flensburg and the cross-border German-Danish study programmes	Education and training	1993	Students, professors and researchers	
9	3409	Border-crossing operations of mobile emergency and rescue services	Healthcare, social inclusion	1996	People requiring medical care	
10	3117	Cross-border arrangements allowing Danish cancer patients to access radiotherapy at the Malteser hospital in Flensburg, Germany		1998	Danish cancer patients	Service ceased beginning of 2016, talks ongoing to revive the service
11	9201	German-Danish Police and Customs Cooperation	Citizenship, justice and public security	2002	Policemen, customs officers	
12	5130	Infocenter of the region Sønderjylland-Schleswig (Regionskontor) / job over grænsen	Labour market	2004 / 2017	Cross-border job seekers, workers and employers, enterprises	
13	3408	Airborne emergency helicopter services between Niebüll	Healthcare, social inclusion	2005	Patients in emergency cases	
14	2206	Danish-German regional management	Spatial planning, tourism, culture	2007	Enterprises and economic actors	
15	8136	Beredskab uden grænser ("Gefahrenabwehr ohne Grenzen")	Civil protection, disaster management	2012	Public authorities, fire brigades	
16	2310	Dansk-Tysk Musikskoledag	Spatial planning, tourism, culture	2016	School kids	
17	2309	Kulturvereinbarung Sønderjylland-Schleswig		2013, 2017	People interested in music, arts and culture	Follow-up service of a previous service as of 2013

¹² These numbers correspond to the numbers indicated in Map 6.

Figure 3.1. Key statistics on CPS provision.



Source: Service provider CPS inventory, 2018

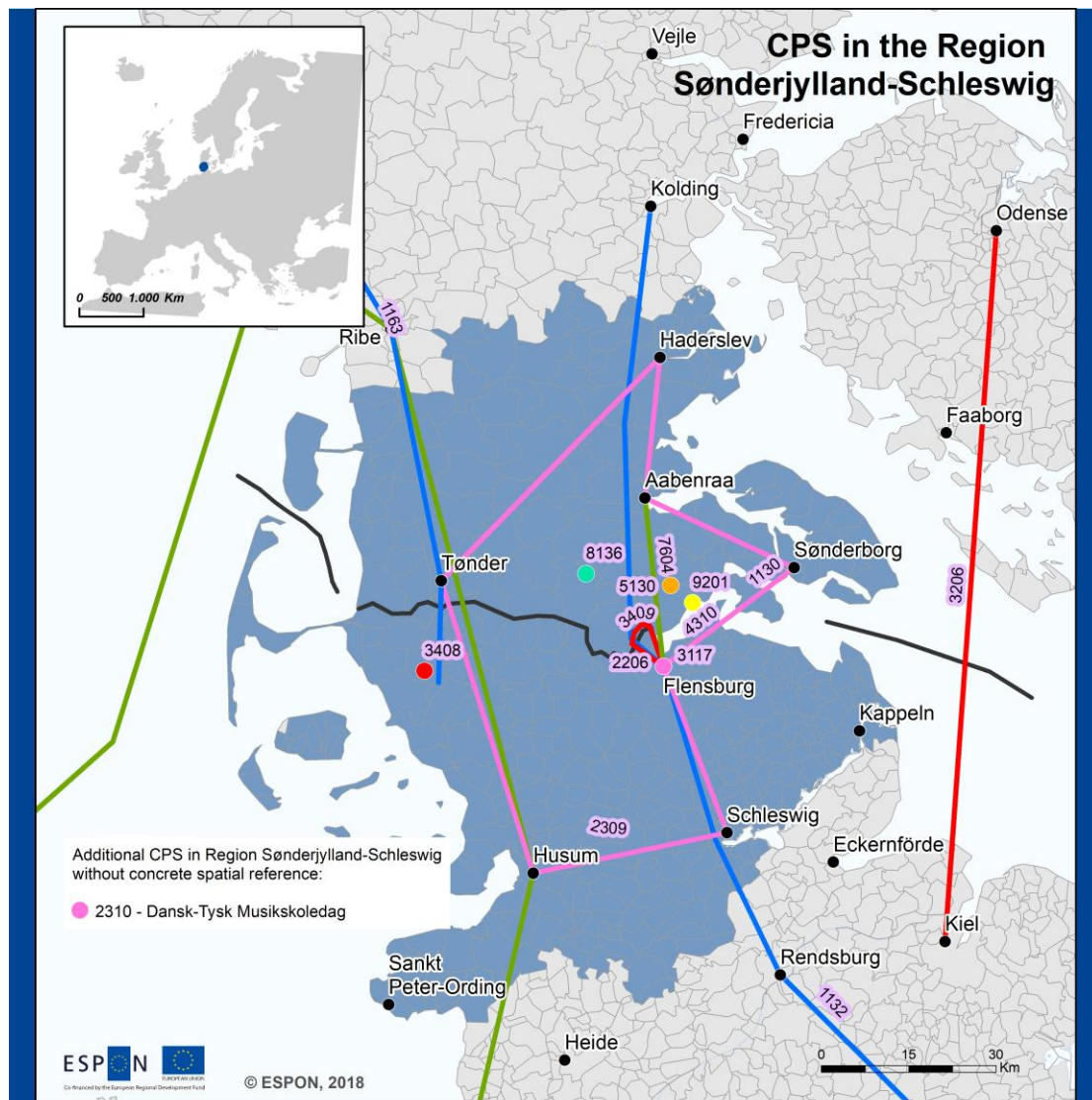
Regarding the **temporal development** of the CPS (Figure 3.1), there is a slow but steady increase in the number of services from 1977 until 2018. Periods without any new CPS (for instance, 1983-1991) change with periods where several CPS were opened (for instance, 1992-2005). In 2016, for the first time in this region one service (temporarily) ceased.

The CPS in the region are primarily targeted at students, researchers, pupils, commuters and job seekers (more than 15% of all CPS each). Also tourists, other stakeholders and people requiring medical aid (patients) are addressed (9 to 12%). Other **target groups** are companies, public authorities, the general public (6% each) and police and customs.

Geographically (Map 3.6 and Map 3.7), there is a concentration of services in the Eastern part of the border in the Flensburg area, which is also the part with the highest population density (see Map 3.4). The middle section of the border has the lowest number of CPS (7 compared to 13). Despite its physical barrier, across the firth of Flensburg, seven CPS can be observed¹³.

¹³ However, in practical terms, all traffic generated by these CPS has to go via Flensburg.

Map 3.6. CPS in the Region Sønderjylland-Schleswig.

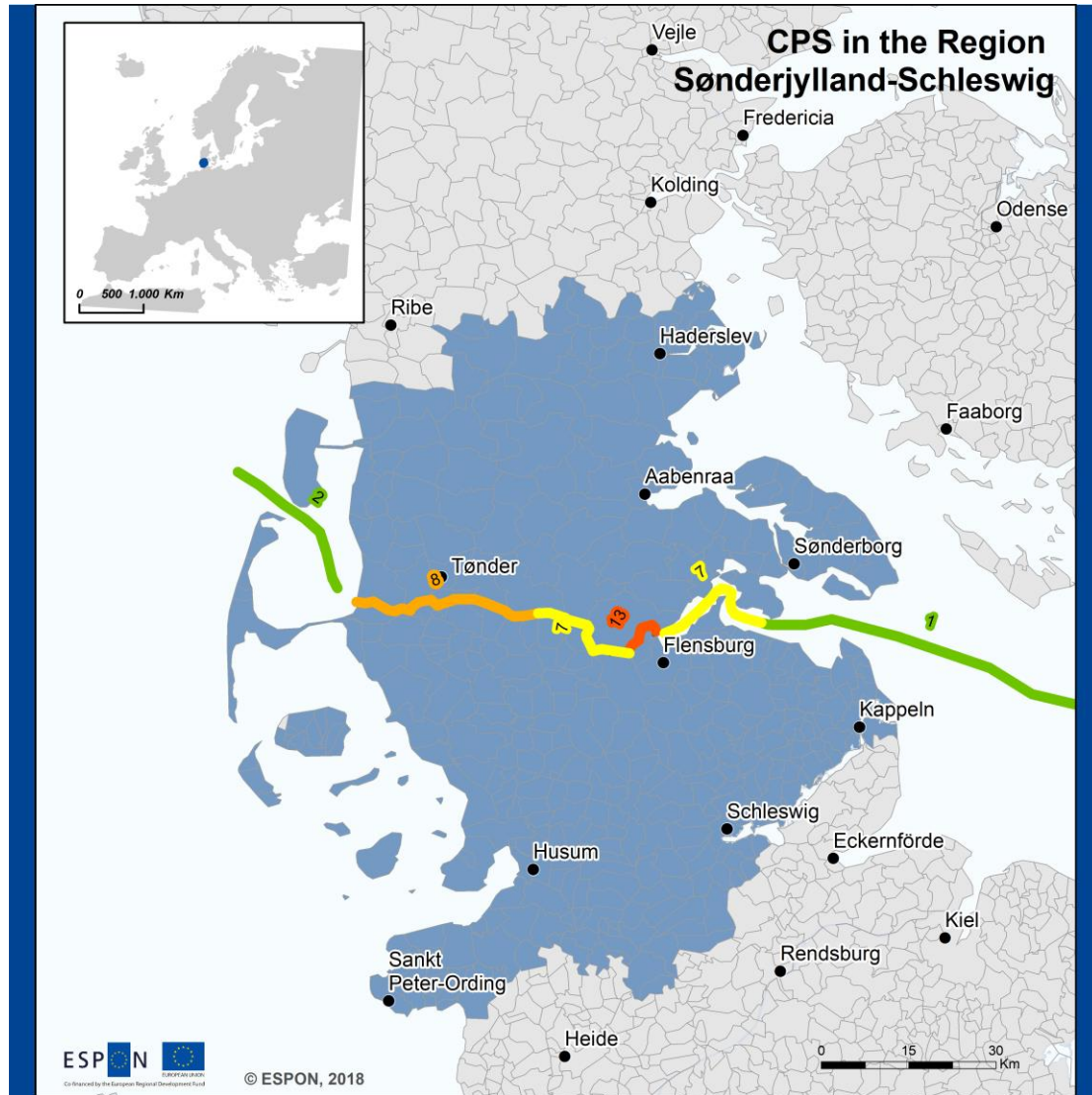


In addition to these formal CPS, complying with the criteria laid down, some **informal and voluntary cooperation** along the border do exist. One example is the cooperation of fire brigades, which exists already since the early 1950ies. As an exception in Denmark, as part of Danish-German history, there are still voluntary fire brigades in the Danish part of the case study region. In the rest of Denmark, however, there are only professional fire brigades.

Another example is dental treatments. Since dental treatments in Denmark are always to be paid privately, many Danes cross the border to go to German dentists or Danish dentists who

have settled on the German side, since such treatments are much cheaper in Germany than in Denmark, which is possible since the introduction of Directive 2011/24/EU on cross-border healthcare services.

Map 3.7. Number of CPS per border segment.



Number of CPS per border segment

- no CPS
- 1 - 2
- 3 - 5
- 6 - 7
- 8 - 10
- 11 - 15
- 16 - 23
- Case study area
- LAU-2 units

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

4 CPS provided in the region

From the above overview of existing CPS in the region, the following three CPS have been identified together with the stakeholders for a further in-depth analysis:

- **Job over grænsen** (example for labour market CPS)
- **Airborne emergency helicopter service** (example for CPS in health sector)
- **District heating Flensburg-Aabenraa** (example for CPS for environment protection)

The first two CPS were selected because they can be considered as good practices entirely, or inherently include innovative elements, because they were one of the first of their kind in Europe and because they are important cornerstones for the future development of CPS in the region. The third CPS was selected not only because it is already on place for a long period of time, but also because it is a unique CPS in Europe.

4.1 Job over grænsen

Job over grænsen essentially is a service for cross-border job placements. The service was developed, implemented and is being provided by the Region Sønderjylland-Schleswig. Formally, there is no German partner involved in the service provision.

4.1.1 Multifaceted roots

The *job over grænsen* CPS has two main roots: First, Region Sønderjylland-Schleswig, the strategic Danish-German cross-border cooperation established 20 years ago, identified a number of policy fields to work at, which are language and culture, labour market, cross-border cooperation, and distribution of knowledge about and within the region. Within these policy fields, developing an integrated labour market had been identified as one of the key priorities.

Partners in the region are the City of Flensburg, the counties North Frisia and Schleswig-Flensburg (Germany), the Region Syddanmark, and the Kommunes of Aabenraa, Tønder, Haderslev, and Sønderborg (Denmark). The Region Sønderjylland-Schleswig was founded 1996/1997 as a result of an Interreg IIIA-Project, and a cooperation agreement between the partners was concluded¹⁴. The Regionskontor and Infocenter in Padborg is the head office and secretariat of the cooperation. Formally, the secretariat is not a separate legal entity, but is assigned to the Kommune Aabenraa as a separate department.

As part of its duties, the Regionskontor and Infocenter is striving for establishing a seamless cross-border Danish-German labour market, i.e. to provide information about basic characteristics and specificities of the labour markets and associated policy fields¹⁵ from either side of the border. These general information services, implemented by different means such as

¹⁴ This agreement was updated the last time in 2017.

¹⁵ such as taxation, social security and pension systems, health insurance schemes, housing markets, education, administrative procedures etc.

online resources, brochures, workshop and information events, and personal advice, are targeted at companies and enterprises, as well as workers and job seekers.

The second root of this CPS was a former EURES network of job centres, established to support job seekers in the border area and financed by the European Commission, which was operated from 1995 to 2010. The EURES concentrated on winning “high potentials” for Danish companies, which resulted in only limited numbers of cross-border job placements. Then, as a consequence of the extremely low success of this initiative, the EURES de facto ceased operation. Today, there is still a small EURES unit available in the Flensburg job centre.

In parallel, as part of the said Interreg project, the Region Sønderjylland-Schleswig established its border Regionskontor and Infocenter in 2004, inter alia starting with unconditional and customer-oriented support to job seekers. Since 2017, the CPS is officially operating and named ‘job over grænsen’, financed by Danish CSF funds and formally attached to the Aabenraa job center¹⁶.

The first financial agreement included the financing of the service for only one year. A request for an extension has already been submitted to the Danish Ministry, but a decision is still pending (spring 2018). However, since the Kommune Aabenraa is convinced of the success of the job placement, it has already agreed to provide financial support for the transition phase.

From the very beginning in 2010, it took about 7 years to completely establish this CPS.

4.1.2 Motivations: counteracting information gaps

The motivation for the Region Sønderjylland-Schleswig to establish labour market information services in general, and comprehensive cross-border job placement service in particular, was the realization that

- There is a general gap in information about the cross-border labour market for companies, enterprises, workers, apprentices, commuters and job seekers.
- A lack of information at job agencies about particular cross-border commuters’ needs, and the needs of companies and enterprises wishing to extend their activities across the border or wishing to engage workers from the other side of the border.
- A lack of a central place to provide first-hand information about all aspects of the cross-border labour market, including related policy areas (taxation and social security systems, health insurance, etc.).
- Mental barriers (wrong perception of the labour market beyond the border) and mistrust still exist among public authorities, companies and employees at both side of the border
- General language barriers, and barriers in technical languages

¹⁶ Until now there is no financial support whatsoever from German side. Recently, operation of the CPS was prolonged by extending the contract with ISF Denmark for another two years.

By way of consequence, these general barriers hamper the emergence of an integrated cross-border labour market. So, today, there are only few cross-border commuters in the region. That's why the Region Sønderjylland-Schleswig established general labour market information services as part of their Regionskontor and Infocenter, thereby also trying to

- Counteract national tendencies in the society and in the policy field
- Counteract "soft mobility barriers" such as subliminal fears, negative image of the other country, or self-underestimations.

In addition to these, another rather formal problem occurred, i.e. the question "who is responsible for cross-border job placements?" The job agencies at both Danish and German side consider job placement as a "domestic service", i.e. supporting job seekers to find jobs in their respective country. Consequently, there was a service gap in the region supporting job seekers in cross-border job placements.

This is where the Region Sønderjylland-Schleswig stepped in by developing the *job over grænsen* CPS. It was not the intention of the Region Sønderjylland-Schleswig to compete with the official job agencies; the region just recognized the need for such services, and at the same time recognized the gap in the official services, so that it "stepped in" in order to create a suitable services for job seekers in the region. The Region Sønderjylland-Schleswig considers this service as an inherent and necessary task with the view to develop a seamless and integrated, functioning and successful cross-border labour market.

This becomes even more important as the labour market of the Region Sønderjylland-Schleswig is under heavy pressure of both the metropolitan region of Hamburg and the Øresundregion. If there is no attractive cross-border labour market, there is risk that workers (and by way of consequence also companies) from the region will migrate to the nearby metropolitan areas. With the construction of the fixed Fehmarnbelt link and the upgrading of its hinterland connections, there is also risk that in near future there will be a large-scale shift of development potentials away from the Jutland corridor (which is crossing the Region Sønderjylland-Schleswig) towards the Fehmarnbelt corridor.

4.1.3 "Headhunting deluxe"

Job over grænsen offers services mainly to job seekers, but also to cross-border workers and commuters, and even employers, businesses or enterprises. It advises anyone who wants to work or settle on the other side of the border. In contrast to public job centres, who concentrates on the mere domestic job placement, *job over grænsen* provides a whole range of services and information including

- Job offers, wages and labour market conditions
- Taxes and levies, tax declarations
- Social-security and pension systems
- General advice on economic situation

- Support for unemployed cross-border commuters (such as doles)
- Support for writing up job applications
- Support in finding appropriate housing space
- Support in finding jobs for spouses
- Support in finding places in kindergartens and schools
- Support in all related administrative matters
- Language courses

The idea being to combine all these aspects into one overall counsel¹⁷. From the viewpoint of *job over grænsen*, it is important to pick up the customer (i.e. job seeker) where he stands – in the literal sense. To best implement its offerings, *job over grænsen* already established a network of 80 to 90 companies, cooperation partners and actors in the region.

As the population basis of the case study region, and thus the labour force, is quite small (see Chapter 3.1.2), it is important for cross-border job placement to take care as best as possible about each worker/person in working age. Apart from job seekers and (potential) cross-border commuters, the CPS collaborates and addresses self-employees, employers, business and enterprises, as well as other public authorities at local and regional levels. The total size of the target group is estimated to be approx. 50,000 persons (10,000 on Danish side, 40,000 on German side).

4.1.4 The infocenter and its satellites: flexible service provision

The *job over grænsen* service is generally offered in and operated from the region's head office ("Regionskontor and Infocenter") located close to the Danish-German border in Padborg (DK) at the E45 motorway (exit "Bov") (Map 3.2). The Regionskontor and Infocenter in Padborg is the joint secretariat of the Region Sønderjylland-Schleswig for the executive committee, the cultural committee Sønderjylland-Schleswig and the specialist groups.

¹⁷ in fact, the scope of the services is organized following the Danish model of job placement.

Figure 4.1. View towards the Regionskontor and Infocenter in Padborg.



Source: Region Sønderjylland-Schleswig, 2018

Job seekers may either visit the centre to use the service, or may visit meeting rooms in “satellite” offices in Aabenraa and Tønder on Danish side, or Flensburg, Leck and Schleswig on German side at fixed times. It is also possible to make individual flexible appointments with the officers; so that the officer is visiting the job seeker in his home, or both together are visiting potential employers. Beyond that, job services will also be provided at fares, events and other occasions.

In order to enable such utmost flexibility, the job officer of the Regionskontor and Infocenter is equipped with mobile phone and mobile computer as well as with a car. Currently, there is only one job officer providing the service.

Apart from its premises and direct communication with job seekers and employers, *job over grænsen* utilizes synergies with the Regionskontor and Infocenter, by using modern technologies like internet, newsletters, WhatsApp groups, or videos to inform the target groups and to share information, all of which are provided through and hosted at the web portal of the Regionskontor and Infocenter. That way, the general labour market information services of the Infocenter and the specific services of *job over grænsen* complement and stimulate each other. *Job over grænsen* is benefitting from the large information pool of the Infocenter, while the latter one is benefitting from latest and detailed information gathered from companies and job seekers gain through the placement services.

4.1.5 Personal advice, online resources and WhatsApp groups

Job over grænsen is a new CPS, with delegated joint delivery and delegated joint management. The service is provided on a daily, free and unconditional basis, and can be used in a number of ways:

Besides to the information offered online, telephone advice by the information centre takes place daily. A personal consultation can also take place, but only after making appointment by phone. Places where a personal consultation takes place, apart from the Regionskontor and Infocenter in Padborg, are the cities of Aabenraa and Tønder on Danish side, and Flensburg,

Leck and Schleswig on German side of the border. It would also be possible to make appointments at home or at employer's premises.

Currently, all personal advice for job seekers is given by just one officer in the Infocenter. Apart from personal consultations and advice, *job over grænsen* generally make the following offerings via its website:

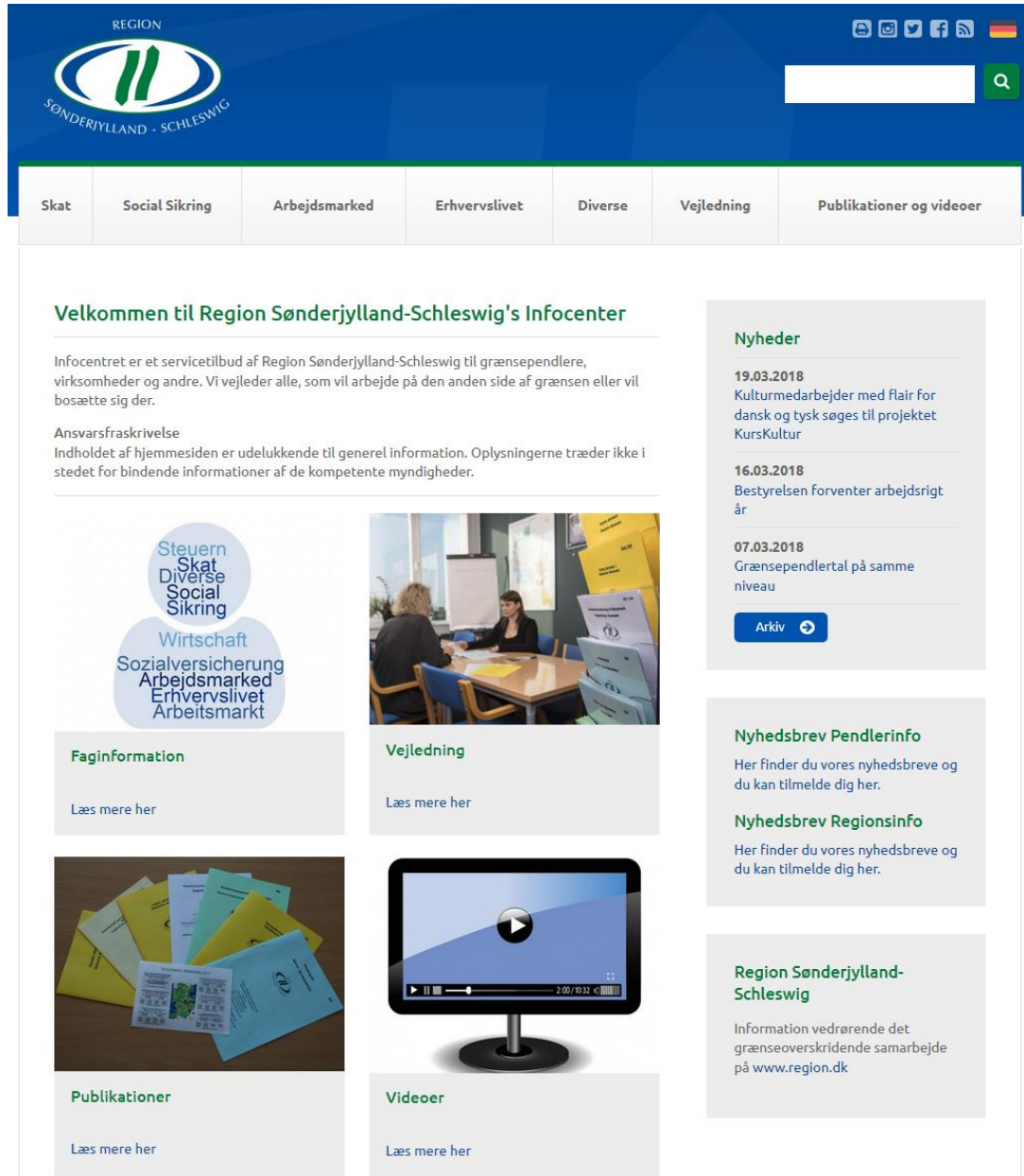
- publish a newsletter for commuters in regular intervals;
- WhatsApp group;
- publishes specific information about and for cross-border commuters;
- general publications on specific labour market topics;
- videos ("how-to", "what-if").

Further information can be obtained in Danish and German from its website at <http://www.pendlerinfo.org/pendlerinfo/de/> (Figure 4.2). Regarding these publications, the placement officer is supported by regular staff at the Regionskontor and Infocenter thereby utilizing synergies with the general activities of the Infocenter.

During implementation and operation of the CPS, the Regionskontor and Infocenter also faced some hurdles that needed (and partly still needs) to be overcome:

- The promoters of the EURES network initiated some political headwinds (especially the job centres).
- Non-acceptance of the service by the workers union on both side of the border, primarily triggered by the top-management of the unions.

Figure 4.2. Screenshot of online commuter portal (Danish language version).



Source: Regionskontor and Infocenter, 2018.

4.1.6 Success through innovative solutions

In 2017, as a result of its strong customer-oriented commitment, 62 job seekers could be placed, with 31 in each directions (i.e. 31 Danes were placed to German jobs, so as 31 Germans were placed to Danish jobs). This was considered as a huge success of the *job over grænsen* service (the total number of 62 placements, as well as the equal share of directions).

This is also reflected in the adequacy of the services: Because of its flexible approach, the territorial and temporal accessibility of the service is considered very high, so as its cultural and linguistic accessibility (service provided in both Danish and German language).

Exemplary aspects of the CPS are:

- wide range of support covering not only direct activities related to job-placement, but a broad spectrum of advice (“all advice from one single source”),
- its flexibility and popular responsiveness (for example, job officers also visit clients at home or at employer’s places) with “hands on the client”,
- considering “both directions” (from Denmark to Germany, and vice versa), as well as
- providing a central online entry point for job seekers, mobile workers and cross-border commuters, where they can find all information needed and can also apply for all necessary administrative issues in the centre.

Beyond personal assistance to job seekers, with *job over grænsen* the Regionskontor and Infocenter tries to address the following **general objectives**:

- Contributing to the creation of a common integrated cross-border labour market, thereby strengthening the border region against competition from Hamburg and Copenhagen metropolitan areas.
- Removal of border obstacles and increasing worker’s mobility.
- Creating synergies between companies and workers and increasing flexibility.

Despite all the reported success factors of the service, stakeholders also see some room for **improvements**:

- Improving and intensifying exchange with EURES in Flensburg, and better coordination between both (which probably would require to develop new formal grounds).
- Generally intensify the service, but in this case additional internal resources would need to be made available (such as a second job officer, etc.).

Also, some **open questions** remain unsolved to date:

- How can the service be made sustainable? Currently it relies on Danish funds, which need to be applied on an annual basis. A middle to long term perspective, also in terms of its financing, would be desirable.
- How to convince the German side, in particular German job centres, to take part in this service actively, both in terms of in-depth cooperation and also financial support?

4.2 Emergency helicopter service Niebüll

The airborne emergency and rescue helicopter service “Christoph Europa 5” is one of the health care CPS in the case study region, operated by DRF Luftrettung. The ground station from where this helicopter are operating is located in Niebüll. Falck acts as a Danish cooperation partner, which however is not directly involved in the provision of the service. The DRF Luftrettung is a German foundation solely financed by donations.

4.2.1 Importance of airborne rescue service for the region

As it can be concluded from the overview of current CPS, the health sector, apart from the transport sector, has been identified as one of the hot topics of cross-border cooperation in the region. Since the transport situation has already been introduced as part of the regional context (Chapter 3.1), focus now will be given to provide some background information for the health sector – which seems all the more relevant since the development of new and the further advancement of existing CPS in the health sector is also one of the priorities for the future (see Chapter 5).

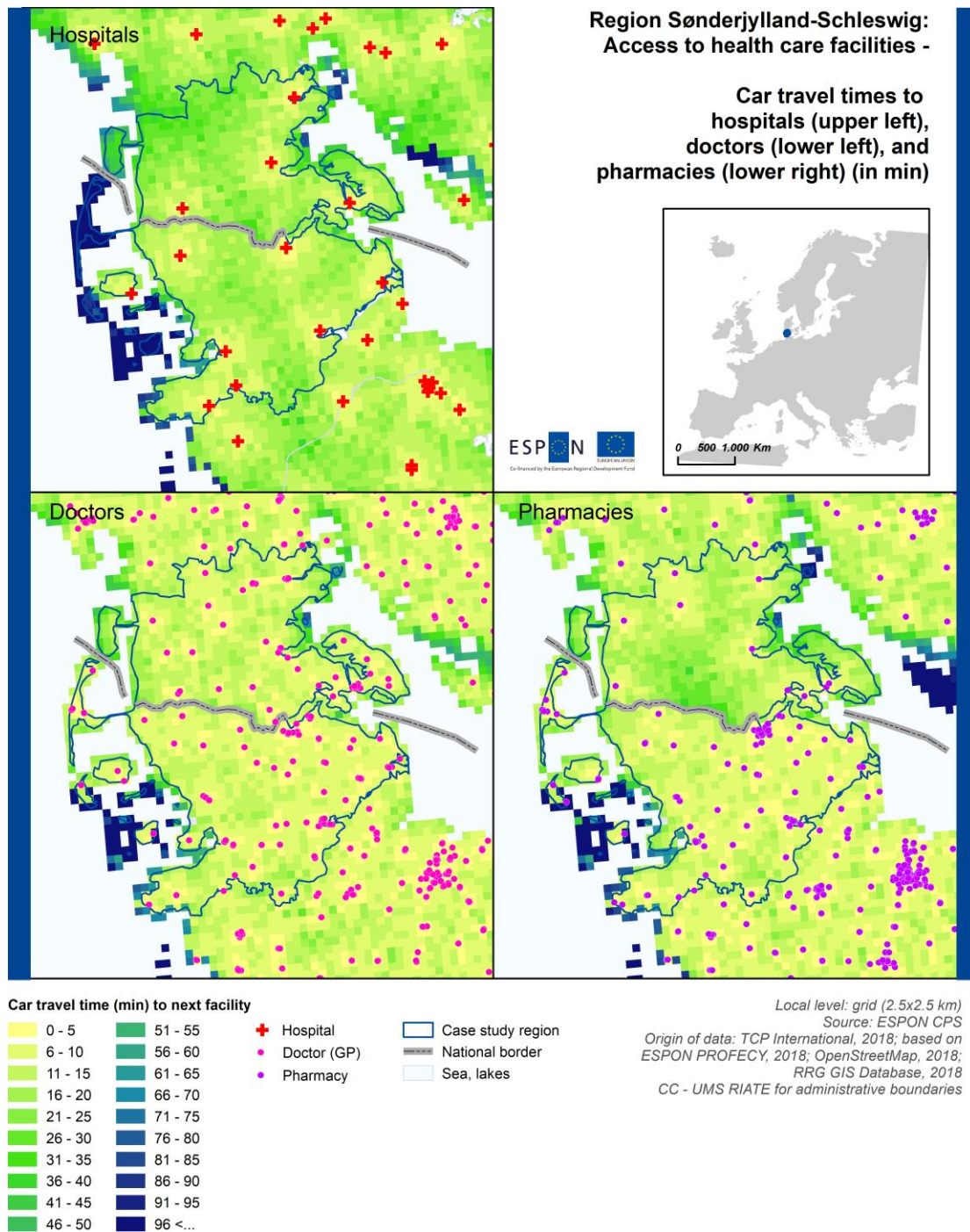
The ESPON PROFECY project¹⁸ has recently analysed and mapped travel times to health care facilities (i.e. hospitals, general practitioners and pharmacies) (Map 4.1) from each place in Europe (raster cells). For the Danish-German border region this analysis revealed that

- (a) for both the Danish and German case study parts coastal areas do have better access (i.e. shorter travel times) to such facilities compared to the hinterland areas,
- (b) most islands experience severe problems in access to health care services,
- (c) areas along the Baltic Sea coast on average enjoy shorter travel times compared to areas along the North Sea coast (because most of the larger cities and the major transport corridor are located in the East), and
- (d) the access to hospitals, doctors and pharmacies is, on average, better in the German part of the case study area compared to the Danish counterpart¹⁹.

¹⁸ ESPON PROFECY Final Report (Noguera et al., 2017) for further information. Furthermore, Annex 7 of the ESPON PROFECY Final Report provides a complete analysis of accessibility to different SGIs in Europe (Schürmann, 2017). Travel time calculation in PROFECY was conducted by calculating the car travel time from each grid cell to the next facility. SGI locations were compiled from OpenStreetMap.

¹⁹ It is worth mentioning that ESPON PROFECY just calculated car travel times to the next facility. PROFECY did not analyse the quality and scope of services (such as kinds of department or kinds of treatments provided in hospitals) offered in each facility. The longer travel times to pharmacies on Danish side reflects the different organizations of the pharmacy sector in both countries, with a private-pharmacy approach on German side opposed to a centralized public organization on Danish side.

Map 4.1. Car travel times to health care facilities (2017, in min).



The results of these travel time analyses, along with the analysis of the spatial structures and demographic situation (Chapter 3.1) pose some challenges for the health sector (but, similarly, also to other sectors):

- overall, there is a rather **low demand** for services of any kind in the region, as a result of the poor population base;

- being a tourist destination, the border region as a whole faces extreme **seasonality** in demand for services, with high demand during summer times and low demand during winter times;
- there are **long distances** to bridge to reach closest facilities with quite **long travel times** (in particular in East-West direction);
- unbalanced **spatial structures** within the border region with a generally strong focus on the Eastern part of the case study, and in addition demands on German side as double as high as on the Danish side;
- **difficult access to the Wadden Sea islands** by ground modes.

In response to these challenges, the airborne emergency helicopter in Niebüll gained a great importance in providing fast and reliable emergency care; first and foremost in the case of accidents and emergencies of any kind, but also in cases where severely ill patients have to be brought to (distant) hospitals. In addition, the airborne rescue is the only service that can reach the island by storm and floods, especially during autumn and winter.

At the time of its inauguration in 2005, no similar airborne rescue services were available in Denmark at all, so, at least for the Danish side, this service was also considered a pilot case to fill a gap in service provision.

4.2.2 From pilot initiative to a model for entire Denmark

Unlike in other border areas, such as along the French-German border, there is so far no German-Danish Framework Agreement on cross-border cooperation in healthcare, although many actors promoted such an agreement in the past (see for example, Spoorendonk, 2008).

According to Article 19 of the Rescue Service Act of Schleswig-Holstein as of 28 March 2017 (Land Schleswig-Holstein, 2017d), the state of Schleswig-Holstein establishes the locations of airborne rescue ground stations in accordance with the health insurances and rescue service providers. Responsibility for the tasks lies with the Land Schleswig-Holstein. Pursuant to §5(4), the Land Schleswig-Holstein concludes public service contracts as services contracts for the operational fulfilment of the tasks. However, this article is quite new and was only introduced with the latest revision of the rescue service act in 2017.

With its inauguration in 2005, DRF Luftrettung and its Danish partner Falck considered this services as a European-wide pilot project for cross-border airborne emergency services. For this reason, they applied for supporting Interreg III A funds. Apart from DRF Luftrettung and Falck, also the county North Frisia on German side and Sønderjyllands Amt on Danish side were partners in this pilot project.

The location of the ground station in Niebüll was selected after an in-depth assessment of the airborne rescue services in entire Schleswig-Holstein in 2002-2004. A working group, consisting of representatives from the Land Schleswig-Holstein, the counties, the working group of emergency doctors, the service providers, and health insurances, agreed in 2004 to reform

the airborne emergency structures in Schleswig-Holstein. As part of this reform, the previous ground station in Itzehoe was closed, and a new station in Niebüll opened in order to better serve the islands and halligen of the Wadden Sea and also the north westernmost parts of Schleswig-Holstein (NO, n.a.). The in-depth assessment also concluded that approximately 20% of all future operations of "Christoph Europa 5" will take place on Danish territory (due to a lack of similar airborne services in Denmark), which helps to reduce running cost of the service also on German side (joint statement of DRF Managing Director Steffen Lutz and of Carl Holst, major of Sønderjyllands Amt).

„This will be the first rescue helicopter in Denmark and we hope that this cross-border cooperation will make rescue helicopters a national element in the Danish rescue system in a few years.“ (Allan Søgaard Larsen, managing director of Falck)

4.2.3 Outreach of the services

The commissioning of the Niebüll rescue helicopter services marked the launch of the first cross-border airborne emergency rescue between Denmark and Germany. The "Christoph Europa 5" helicopter improved emergency care especially for the rural population in the Northern parts of Schleswig-Holstein, the inhabitants of the North Frisian Islands and the West Coast area of Danish Sønderjylland area. In the summer months, in addition to the resident population, thousands of tourists enjoying their holidays in the area benefit from the possibilities of the air ambulance as well. For example, the helicopter from its heliport in Niebüll only needs eleven minutes of flight to land on the Danish island of Rømø, or only seven flight minutes to reach the German island of Föhr (Map 4.2).

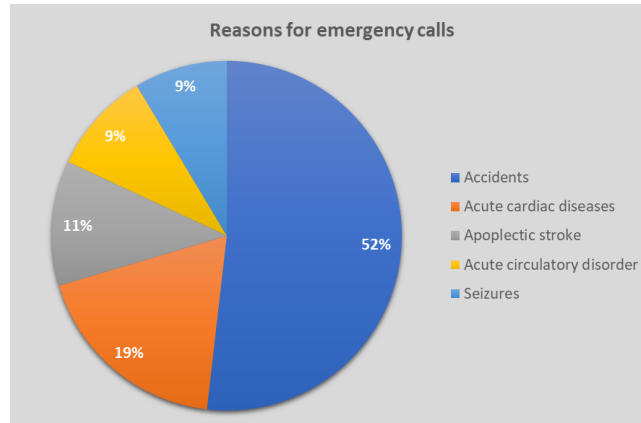
In detail, the services cover the following needs:

- Emergency and rescue flights in Northern Schleswig-Holstein with the counties North Frisia, Schleswig-Holstein, Dithmarschen, East Holstein, the cities of Flensburg and Kiel, and the Danish west coast area in Syddanmark.
- Intensive transports of heavily injured or ill patients
- Emergency and rescue flights within a distance of up to 60 km (corresponding to 15 min flight time) over ground and over sea.

In more than 50% of all cases, DRF Luftrettung was called to accidents (Figure 4.3), followed by almost 20% for acute cardiac diseases and 11% for apoplectic strokes. With about 9% each, DRF Luftrettung immediately responded to emergency calls for acute circulatory disorders and seizures.

Its service area covers almost the whole case study area of Region Sønderjylland-Schleswig with some exceptions at the Baltic Sea coast (Map 4.2). The service has particular relevance for the Northern Wadden Sea islands, as the helicopter represents the only mean for fast rescue services. Towards the north and the south, the service area extends beyond the borders of the case study area.

Figure 4.3. DRF Luftrettung - Reasons for emergency calls.



Source: DRF Luftrettung, in: Metzger, 2018.

Even though the total area covered by the service is quite large, the number of resident population benefitting from it is rather small (Table 4.1). Within 11 km (3 min), approx. 30,000 residents on the German side are served²⁰. Within 18 km, a total of almost 70,000 people (64,000 Germans and 6,000 Danish) can be served. This number increases to 285,500 in 35 km distance, almost 500,000 within 53 km, and up to 785,000 people within 70 km. Following the general imbalances in the spatial structures (Chapter 3.1), the served population on the German side is 2.5 to 3 times the number of population on the Danish side.

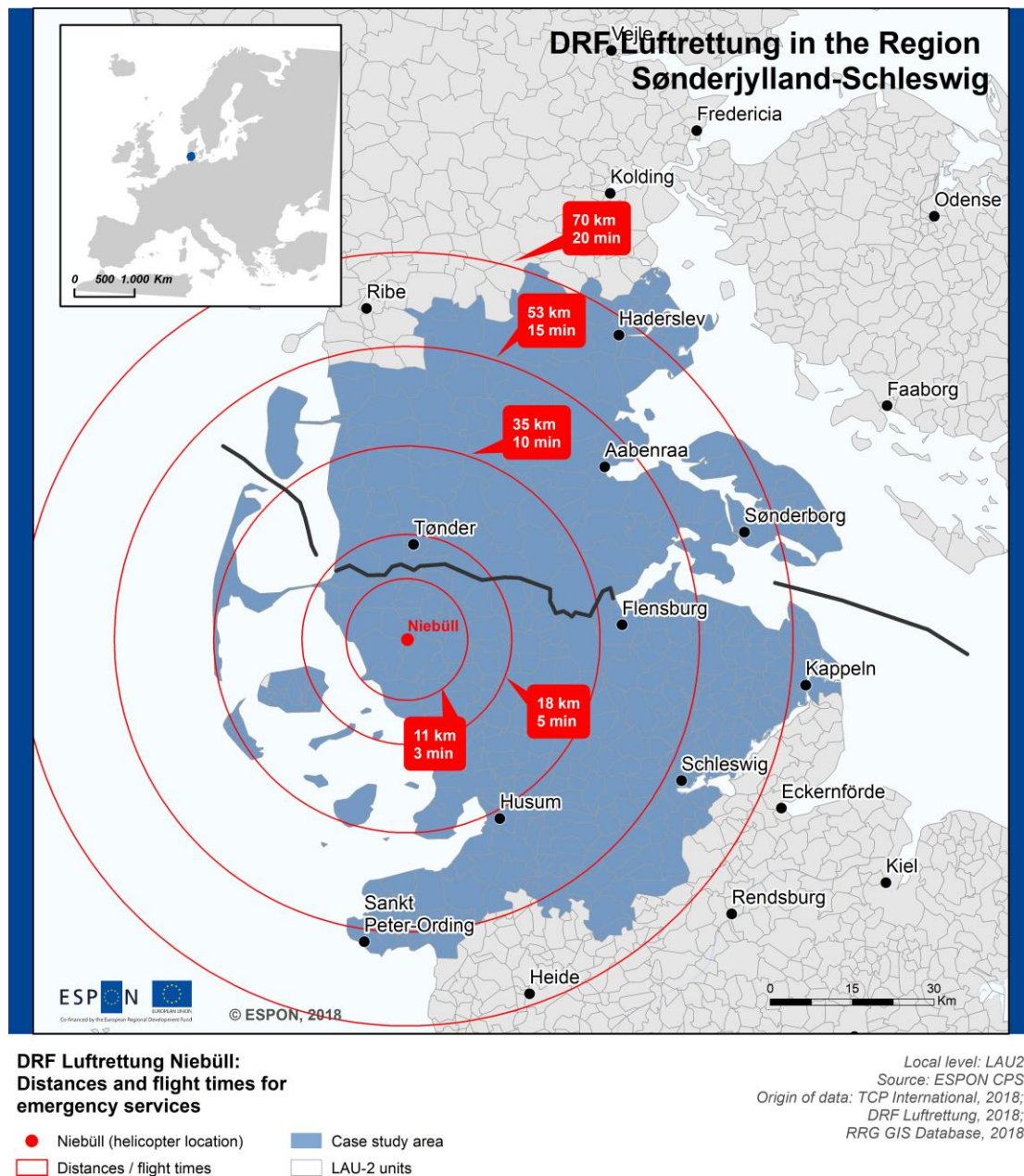
Table 4.1. Population living in various distance bands of Niebüll.

Distance / flight time	Number of residents in service area (2015)		
	Germany	Denmark	Total
11 km / 3 min	39,000	0	39,000
18 km / 5 min	63,768	6,055	69,823
35 km / 10 min	248,970	36,504	285,474
53 km / 15 min	384,301	110,882	495,183
70 km / 20 min	542,361	242,388	784,749

Source: own estimation of ESPON CPS team, 2018

²⁰ all population figures cover resident population only; tourists excluded, which means that during summer times the potential population numbers that may benefit from the service increases significantly.

Map 4.2. Distances and helicopter flight times covered by DRF Luftrettung.



4.2.4 Ground base and service requirements

On 1 April 2005, the DRF Luftrettung started its services from the ground station and heliport in Niebüll. Since then, helicopter of type BK117 were used to provide emergency services in the border region. In April 2009, a new hangar was opened at the ground station including modern office and rest rooms for the emergency teams (Figure 4.4). DRF Luftrettung provides the helicopters and heliport as well as the pilots and emergency teams. The Niebüll station is one of 29 emergency and rescue stations operated by DRF Luftrettung in Germany, and the northernmost one in Germany (Metzger, 2018). Within Schleswig-Holstein, there is another DRF Luftrettung station in Rendsburg at the southern fringe of the case study area.

Figure 4.4. DRF Luftrettung command ground station Niebüll.



Source: DRF Luftrettung, 2018, <https://www.drf-luftrettung.de/de/menschen/standorte/station-niebuell>

The BK117 helicopter can be considered as an all-round helicopter with a lot of space onboard for patients as well as doctors and paramedics. The helicopter is equipped with latest technical equipment, and can equally be used for transport of ill patients as well as search and rescue flights.

In order to be able to receive and to respond to operation calls by the Danish control centre, the helicopter is equipped with special digital communication technologies with which Falck equips all its rescue vehicles, being the first helicopter in Germany using such technology.

4.2.5 A success story – number of annual operations

Daily operations of the helicopter services start no earlier than 7.00 hours and lasts until sunset (i.e. daytime hours). Pilots are employed by the DRF Luftrettung, while doctors come from medical clinics in Schleswig-Holstein and Hamburg. Danish paramedics complete the teams. Altogether, the Niebüll team comprises about 25 people.

There is certain demand for the qualifications of the helicopter staff. The staff covers doctors in anaesthesia, emergency medics and paramedics. Furthermore, staff has to have additional qualification in HEMS (helicopter emergency medical service), allowing to support the helicopter pilot in the navigation and airspace monitoring.

All operations are coordinated from the integrated and cooperative *Command and Control Centre North* in Harsislee²¹, located close to the city of Flensburg, but also from responsible command and control centre Kolding in Denmark. If an emergency call reaches the control

²¹ This command and control centre combines all relevant actors in the area of danger prevention, including policy, emergency and rescue, fire brigades, search and rescue, as well as homeland security and disaster prevention forces.

centre, the dispatcher decides whether or not rapid emergency doctors are needed, and if so alarms the helicopter. The helicopter can reach every location within 60 kilometre radius in maximum of 15 minutes flight time. The DRF Luftrettung guarantees that the helicopter is ready-to-use within 2 minutes time²².

Between 2015 and 2017, DRF Luftrettung flew more than 1,100 operations per year, which is slightly less than 2010 (1,284) but significantly more than 2009 (981 operations), totalling to approx. 10,000 operations since inauguration of the service (Table 4.2).

Figure 4.5. Operation management by control centre.



Source: DRF Luftrettung, 2018

Table 4.2. Number of operations of Niebüll DRF Luftrettung per year.

Year	Operations	
	Total per year	Average per day
2009	981	2.69
2010	1,284	3.52
2015	1,136	3.11
2016	1,113	3.05
2017	1,133	3.10
Since foundation in 2005	approx. 10,000	./.

Sources: DRF Luftrettung (2018) (205-2017); Lückel (2011, figures for 2009 and 2010)

In the past, there were no similar helicopter services available on the Danish side²³. With the stationing of helicopters in Ringsted (Denmark) in 2010, provided by Falck DEF Luftambulances A/S²⁴, the number of flights from Niebüll into the Danish territories decreased, but stabilized. In 2017, 37 out of 1,133 operations were made in Denmark (about 1/3 less compared to 2016).

²² During operation hours

²³ Exception: the Danish air forces provided helicopter search and rescue services (SAR).

²⁴ The Danish cooperation partner of DRF Luftrettung. The Ringsted emergency station was the first attempt in Denmark to establish airborne rescue services. It was established as a joint venture between Falck and DRF Luftrettung in response to the closure and centralisation of emergency admissions in many Danish hospitals, which increased the needs to establish fast and quick airborne emergency services (Pohl-Meuthen et al., 2006, 55).

4.2.6 Raw model for Denmark – exemplary aspects of the service

The emergency and rescue helicopter service provides critical airborne emergency services in particular for residents living on and tourists visiting the Wadden Sea islands, where no other forms of fast emergency services would be available. But also population living in the rural and peripheral, Western parts of the case study region benefit from this service, as high-level road infrastructures are scarce and distances long. On average, helicopter services of DRF Luftrettung were called 3.1 times per day (Table 4.2), illustrating its eminent importance for the region.

Currently helicopter services from Niebüll only operate during daytime. There are discussions to extend the services into the night; however, as the Government of Schleswig-Holstein is the orderer of the service (and DRF Luftrettung the service provider), a decision about this needs to be taken by the government.

In any case, DRF Luftrettung will in future continue service provision to Danish territories.

The following aspects can be considered **exemplary** for this kind of service:

- With its inauguration, for the first time, operations of the helicopter were coordinated both from the German and Danish control centres.
- German standards as regards emergency response times (7 minutes max) were laid down as basis.
- Apart from emergency operations in case of accidents, the service can also be called to search for missing vessels or missing persons over the sea
- The airborne service is the only fast and reliable mode connect islands with the mainland throughout the entire year and independently from weather conditions.
- The composition and qualification of the helicopter crew is considered exemplary as well.

Actually, because of these aspects the Niebüll airborne emergency service was considered as a raw model for Denmark to implement similar airborne services in Ringsted in 2010.

4.3 District heating Flensburg-Padborg

This service provides district heating from the German city of Flensburg to Padborg municipality in Denmark. The service is provided by the Stadtwerke Flensburg. They are a wholly owned subsidiary of the City of Flensburg. The Danish partners for this service are Aabenraa Kommune and Padborg Fjernvarme a.m.b.a.

4.3.1 In search for environment-friendly and sustainable heating

The city leaders in Padborg were looking early for an environmentally friendly and sustainable way of providing warmth for private and public buildings.

In short distances, district heating is a competitive and, if produced in an environmentally friendly way, especially sustainable alternative to the use of oil, gas or pellets.

Already for decades, the Stadtwerke Flensburg offer environmental-friendly generated district heating for their German customers. Due to the closeness of Padborg to the German border and the short distances to the Flensburg heating power plant, it was obvious to look for solutions to connect the Danish households in Padborg to the district heating network of the Stadtwerke Flensburg. There is no alternative on the Danish side, as other Danish district heating providers are geographically too far away from Padborg than they would be able to supply district heating at market prices to customers in Padborg.

Thus, the motivation to establish this cross-border service was to generate ecological and economic advantages for both Danish and German municipalities, and to increase supply security. The Danish households benefit from lower prices, while being ensured that environmental friendly resources are being used. The Stadtwerke Flensburg benefit through increases in demand and thereby from generating economics of scale in the production and distribution of its district heating.

4.3.2 Contractual-based delivery service

Since 1983, the Stadtwerke Flensburg (SWFL) supply the South Danish border town of Padborg with environmentally-friendly district heating from its Flensburg plant (HKW). The service is thus a delivery service, extending the domestic services across the Danish border.

The delivery of the district heating did not rely on any interstitial agreements between the governments of Denmark and Germany, nor any specific cooperation agreement was concluded between the partners. The service is just based upon market conditions, by signing a supply contract between the Stadtwerke Flensburg and Padborg Fjernvarme.

In order to realize this solution, Padborg Fjernvarme a.m.b.a.²⁵ has been established as a legal entity for the provision of district heating to households in Padborg. All activities related to district heating in Padborg are under full responsibility of Padborg Fjernvarme²⁶.

4.3.3 Power plant and piping networks

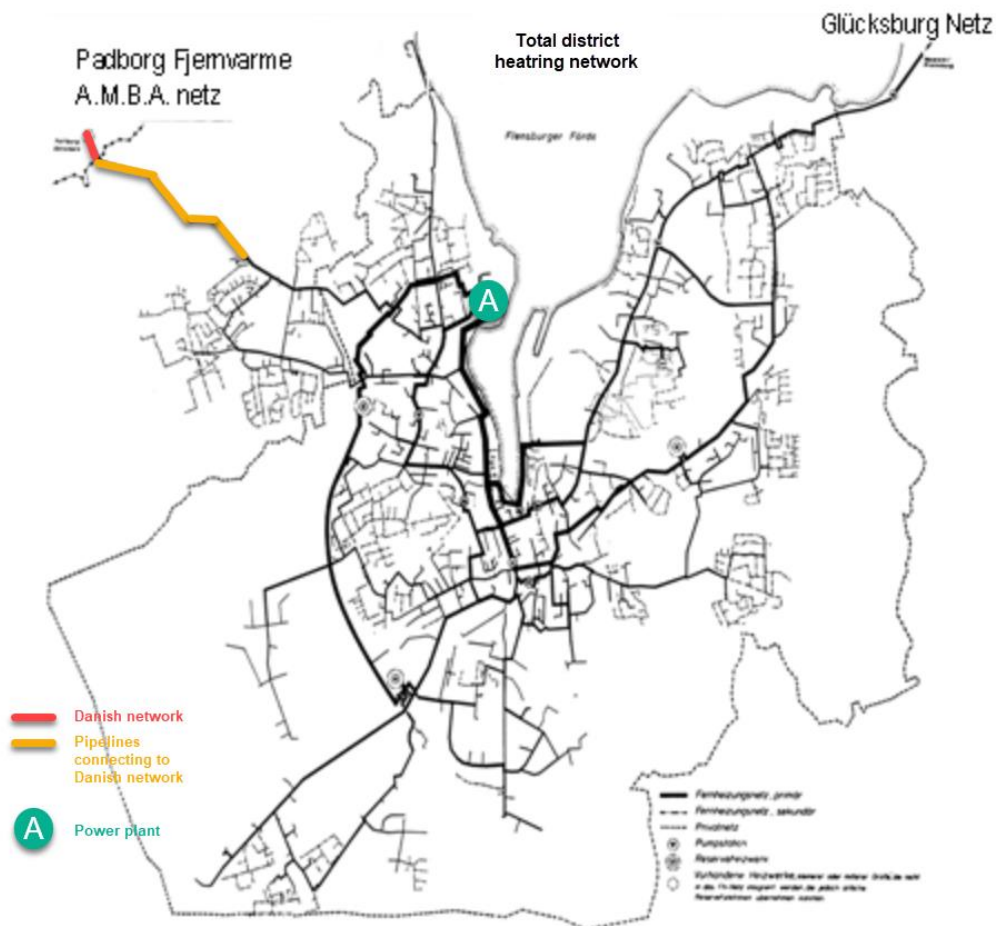
District heating is produced in the Flensburg HKW in combined heat and power and is recognized as environmentally friendly (Figure 4.7). The SWFL has the energy required to deliver this service until the year 2050 to produce neutral CO₂. An important step to implement this service was the commissioning of a new gas and steam turbine plant (CCGT), which main part was an investment of 125 million Euro for boiler 12. The CHP plant replaced two old coal boilers and produced 40% less CO₂ in summer last year; for the first time, SWFL last year ran the CHP plant power plant completely without coal.

²⁵ A.M.B.A. is Danish abbreviation for *Andelssekskab*, i.e. a limited liability cooperative.

²⁶ Such activities include maintenance of technical infrastructures, selling and marketing activities, distribution of district heating, call centre and household support, and planning of future extensions of the pipeline networks.

As a technical prerequisite for this service, the partners constructed a district heating network (pipeline network) (Figure 4.6). It covers the German municipalities of Flensburg, Harrislee, Glücksburg, Tastrup and Wees, as well as the Danish municipality of Padborg. 98% of all households in these areas are connected to the network, accounting for a total of 60,000 households. This also means that 98% of all households use district heating, i.e. almost no oil or gas heating systems are in place.

Figure 4.6. District heating network with connections to Padborg.



Source: Stadtwerke Flensburg (2018), color highlights by service provider

In March 2017, works started to extend the district heating provision from Padborg into the village of Smedeby, located between Padborg and Kruså, by building the appropriate piping.

The total distance from the Flensburg plant to Padborg is about 10 kilometers. The network on German side is owned by Stadtwerke Flensburg, while the network on the Danish side is owned by its cooperation partner Padborg Fjernvarme.

Figure 4.7. Stadtwerke Flensburg power plant alongside firth of Flensburg.



Source: Stadtwerke Flensburg, 2015

4.3.4 Distribution by Padborg Fjernvarme and joint maintenance

The service is a daily service requested by the Danish households. The cross-border service for the Danish households is part of the general district heating deliveries of the Stadtwerke Flensburg, delivered to the German households in the cities of Flensburg and Glücksburg. By way of consequence, there was no need for the Stadtwerke Flensburg to set up or establish a new administrative unit or whatsoever.

The district heating for the customers in Padborg is distributed and sold by the Danish cooperation partner, Padborg Fjernvarme (see its website at <http://www.padborgfjernvarme.dk/>). Danish households therefore conclude a supply contract with Padborg Fjernvarme, which in turn have concluded a supply contract with the Stadtwerke Flensburg. This means, that the Danish customers do not need to get in direct contact with the Stadtwerke Flensburg²⁷. To efficiently distribute district heating, Padborg Fjernvarme cooperates with the Danish online information and service portal *Alt om Fjernvarme* ([www. Fjernvarme.info](http://www.fjernvarme.info)) of the Fjernvarmens Informationsfond located in Kolding.

Maintenance responsibilities are shared among the two partners, with each partner being responsible for the pipeline on his side of the border. For the time being, no plans for further extensions of the networks are foreseen, but this is subject to the future development of the heating demand.

In order to establish the service, the greatest challenge - apart from the construction of the technical cross-border pipeline networks – was the need to reach clarification with the Danish and German taxation authorities as how to tax the cross-border delivery of “hot water”.

²⁷ Danish households may thus not always be aware that de facto they use district heating produced by the Stadtwerke Flensburg.

4.3.5 A unique service

The current legal and administrative frameworks are considered, from both partners, as adequate for the service provision.

To the knowledge of the local stakeholders, the cross-border provision of district heating between Flensburg and Padborg is a unique service in Europe.

The following aspects can be considered exemplary:

- The service actively and successfully exploits the **geographical conditions** at the border: due to a lack of alternatives on the Danish side, the supply of district heating from the German side to the border city is the only possibility. The Flensburg-Padborg conurbation is thus treated as one unique service area.
- The service does not require comprehensive legal and administrative superstructures, only a **supply contract** at normal market conditions.
- Foremost, the service is a **service between a German and Danish entity** (i.e. Stadtwerke Flensburg and Padborg Fjernvarme). Danish customers don't get in contact with the Stadtwerke Flensburg, i.e. there are no language barriers or other administrative barriers in place.

As the services fully relies on the existence of appropriate technical infrastructures (pipeline networks), it could only be implemented as soon as these infrastructures were in place, and also responsibilities were assigned as to the maintenance of these infrastructures.

5 The future of CPS in the region

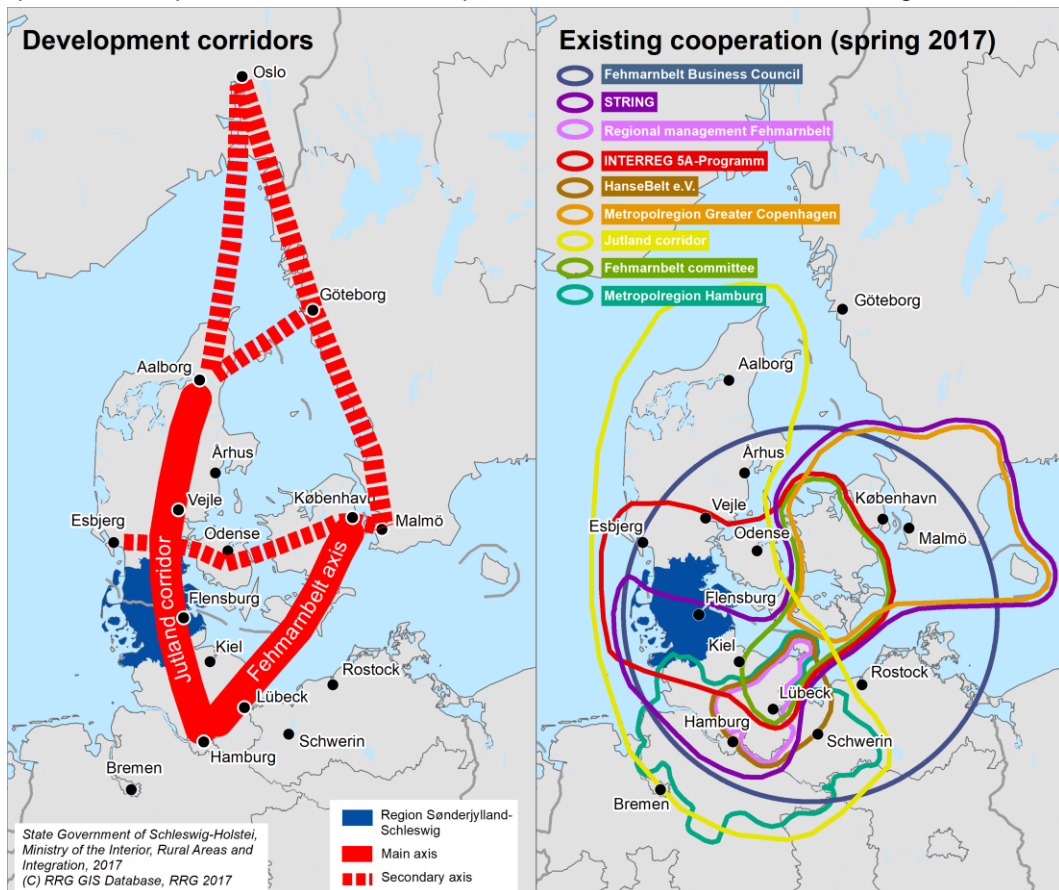
A number of discussion paths exist among stakeholders in the Region Sønderjylland-Schleswig about future CPS in the region, and several ideas have already been posted and currently circulate among different discussion groups.

In brief, regional stakeholders identified the following challenges, obstacles or wishes in different policy areas in relation to future CPS development:

- **Legislation, governance and policy frameworks:** there is a strong public sector on the Danish side with a lot of responsibilities (and thus also staff and budget allocated) in different fields, including, for example, cultural services. In contrast, German municipalities do not have as many responsibilities, resulting in a very asymmetric situation between the German and Danish counterparts.
- **Health care:** There is a strong perception on the German side about imbalances in the health care system with German municipalities facing bottlenecks, which could be removed by the establishment of cross-border health services. It is however unclear where these shortages actually geographically exist (see Chapter 4.2.1 for travel time analyses). Danish stakeholders are not yet satisfied with the treatment of Danish cancer patients. Since the new cancer centre in Odense opened, all cancer patients were transported all the long way to Odense, there are increasing complains that the distances to Odense are too long and thus cancer patients suffered too much from the long transport. Therefore, reviving the service of the Malteser hospital in Flensburg is discussed. Another field of discussion is to extend the cross-border rescue services along the entire border, and also open up the services allowing Danish rescue vehicles entering Germany. Along the west coast, both the Danish and German territories anticipate a severe lack of general practitioners in the foreseeable future, due to a number of retirements. Joint efforts are needed to remedy this situation.
- **Labour market:** German employees in Denmark have the same rights and amenities (e.g. in relation to childcare) as their Danish colleagues. In contrary, this does not apply to Danes who work in Germany. In the interests of developing an attractive, harmonized cross-border labour market, the adjustment of workers' rights/amenities would be desirable. Also, job seekers have only incomplete information and partly also different perceptions of the labour market on the other side of the border. In Denmark, job seekers expect additional services from job centres, including support to find appropriate housing space or kindergartens, as German job seekers do in Germany. Beyond that, the labour market of the Region Sønderjylland-Schleswig is challenged by the dynamic developments in the Greater Metropolitan areas of Hamburg and Copenhagen, and by the future improvements made to the Fehmarnbelt axis. If the Region Sønderjylland-Schleswig doesn't want to lose scarce labour forces, the local labour market need to be made more attractive, and thus services provided to job seekers, commuters and cross-border workers need to be enhanced.

- Spatial planning:** Apart from the Region Sønderjylland-Schleswig as an institution and from Interreg projects, currently there are several cooperation networks and initiatives active in the Danish-German border region, such as the Fehmarnbelt Business Council, STRING, Regional management Fehmarnbelt, HanseBelt e.V., the Metropolitan regions of Hamburg and Copenhagen, the Jutland Corridor Initiative or the Fehmarnbelt-Committee, all of which with a view to promote and further develop both the Jutland corridor and the Fehmarnbelt axis (Map 5.1). However, in the recent past it turned out that all these initiatives faced a similar obstacle: the lack of reliable and comprehensive and cross-border base data and indicators. This lack of information also hampers a better coordination of cross-border spatial planning. By way of consequence, stakeholders expressed the need to establish a cross-border databank for the Danish-German border similar to the Øresund databank between Denmark and Sweden, which was established in the context of the construction of the Øresund fixed link.

Map 5.1. Development corridors and cooperation in Danish-German border region.



Source: Schmid et al, 2017

- Transport:** Even though there are only three major cross-border road connections between Germany and Denmark in the study area (E45 motorway, B200/170 between Flensburg and Kruså, and B5/N11 between Niebüll and Tønder) there are a number of small cross-border roads, which, however, have only local importance (Map 3.2). All of these connections need maintenance, and the idea being, to better coordinate mainte-

nance works at either side of the border by implementing CPS. This service could cover all relevant repair, rehabilitation and maintenance works, so as winter road clearance and road safety measures, as well as the establishment of a joint workshop for the required vehicles, materials and spare parts, and staff.

- **Instruments and legal frameworks:** Some discussion had already been initiated on the advantages and disadvantages to establish an EGTC as a new instrument for the cross-border cooperation, inter alia thereby tackling the different administrative setups in Denmark and Germany. For the time being, there has however not been any decision about EGTC as instrument, nor on any other instruments.

A comprehensive online survey on major obstacles for the development of CPS among regional stakeholders revealed that the stakeholders assessed asymmetric and unclear competences and responsibilities of policy actors either side of the border as well as one-sided scarce budgetary resources as the main hampering factors, followed by unbalanced demand for CPS, incompatible domestic legislations, language and mental barriers, missing cross-border transport connections and mistrust.

Against the background of this feedback and these discussions, regional stakeholders see the main needs for future CPS in the health sector, in labour market and in spatial planning. However, the level of detail upon which these ideas were discussed varies significantly, depending on the policy area or field of intervention concerned.

In the **health sector**, there are quite concrete discussions ongoing to revive the radiotherapy treatment service by Malteser hospital in Flensburg offered to Danish cancer patients. Also, there are already quite concrete ideas to extend and improve cross-border rescue services. Otherwise, there are some vague ideas for new services.

As regards **labour market CPS**, one concrete option is to find ways how to make the existing *job over grænsen* service sustainable. Other ideas in this policy area are more or less vague.

In the area of **spatial planning**, Danish and German partners already started to develop and implement the so-called Danish German Database as an online tool.

The following three chapters outline these ideas, wishes and expectations that are connected with the further development of services in these three policy areas.

5.1 CPS in health sector

Health care and the provision of health services have already been identified as one of the most crucial and – from a policy perspective – critical issues in the region. Although already 3+1 health care CPS are established in the border region (Chapter 3.2), the workshop on CPS in health sector, held on 11 June 2018 in Padborg (Chapter A.3.1), revealed that stakeholder still see needs for further improvements and also for new CPS in this policy area.

5.1.1 Radiotherapy for cancer patients

Until 2016, the Malteser Hospital in Flensburg (Germany) offered radiotherapy treatments to Danish cancer patients due to a 'bottleneck' situation on Danish side. The Danish cancer patients benefitted from short distances and comprehensive treatments in Flensburg. The Malteser Hospital benefitted from a better utilization of the cancer centre and thus achieved a better cost-benefit ratio.

In 2016 the Danish side terminated this agreement because Denmark opened a new central cancer centre in the City of Odense. Since Odense is quite far away from the border region (Table 5.1)²⁸, patients complained about the long distances and travel times, which are quite exhaustive especially for seriously ill patients.

Presently there are new political discussions to re-establish this service (see statement of Stephanie Lose, President of Region Syddanmark, in Lassen, 2018). The German Malteser Hospital in Flensburg declared that they would be ready to readopt radiotherapy at any time (Lassen, 2018).

Table 5.1. Car travel times from selected Danish cities to Flensburg and Odense.

City of origin	Car travel times to		Difference*	
	Malteser Hospital Flensburg	Odense	Minutes	%
Aabenraa	29 min	80 min	51	175.9
Bredebro	52 min	99 min	47	90.4
Haderslev	41 min	66 min	25	61.0
Padborg	14 min	88 min	74	528.6
Ribe	69 min	86 min	17	24.6
Rømø (island)	78 min	115 min	37	47.4
Sønderborg	34 min	96 min	62	182.4
Toftlund	46 min	81 min	35	76.1
Tønder	43 min	105 min	62	144.2

* Differences indicated for one-way, i.e. for return trips differences need to be doubled.

Source: Service provider, 2018

5.1.2 Ground based emergency services: envisaged improvements

Regional stakeholders agree that improvements and complementation is need in particular with the view of establishing a seamless ground-based cross-border emergency service.

²⁸ For many Danish cities, travel times to Odense are significantly longer than to Flensburg, even for those cities in the case study area which are located farthest North. For instance, it takes about additional 25 min to reach Odense from Haderslev (+61% compared to Flensburg), and additional 51 min from Aabenraa (+176%). From Sønderborg one needs 96 min instead of 34 min (+182%), from Tønder 105 min instead of 43 min (+144%). Obviously, travel time differences are largest for Padborg: instead of driving 14 min on average, now patients need to travel 88 min corresponding to an increase of 529%.

In this respect, there is already a good basis with some starting points that can easily be extended to a seamless service along the entire border. In the area of Flensburg/Padborg a cross-border rescue service already exists, carried out by the fire brigade Flensburg. But this services currently works only in one direction, i.e. German forces operate in Denmark. In the western part of the border, the German rescue Service provides vehicles to Danish colleagues, but not (yet) in the sense of a service. Two main objective would still need to be achieved:

- (i) Establishment of a cross-border emergency service in the western part of the border
- (ii) Finding solutions enabling Danish rescue services to operate on German territory

In this context, the following questions need to be solved:

- Who could be the **service providers** in the western part of the border (for instance, DRK on German side, Falck on Danish side)?
- Are the necessary **number of vehicles** available?
- Which **minimum response times** should be applied (German or Danish model)?
- Which (digital) **communication means** between command centre and vehicles are to be used (for instance, Danish digital equipment?)
- Appropriate **staffing and qualification of teams** (i.e. bi-lingual staff, minimum medical qualifications, etc.)
- **Administrative procedures** (for instance, necessary forms to fill, language of the forms)

The *Beredskab uden grænser* initiative currently works on these questions. Project partners are confident to be able to solve all these administrative hurdles and to be able to provide a seamless in real cross-border emergency service along the entire Danish-German border in two directions soon.

5.1.3 A variety of prospective new services in health care

Ideas and potentials for new CPS in the health sector in the Region Sønderjylland-Schleswig have also been discussed at the workshop in Padborg, along a number of guiding questions:

- what are the **specializations** and **comparative advantages** of hospitals and other health facilities at either side of the border, and
- how can, based upon these specializations, further services be developed?
- In which **fields** can CPS step in and support activities in the health sector, such as **specialists' treatments**?
- To **identify problems** which needs to be addressed and thereby to develop services that guarantee **win-win-situations**.

As a result of the discussions, workshop participants identified the following fields of interventions with potentials for the establishment of further CPS:

Counteracting information gaps / information portal:

The stakeholders acknowledge that the region population faces wide range of information deficits in the health sector, including lack of information on patient's rights and more generally with regard to the available medical services on the other side of the border (where are German or Danish-speaking doctors, and what kind of counselling do they offer?). This basically affects all areas of health care, starting with offers of general practitioners to specialist doctors and specialized high-level medical treatments. The development of an *online information portal* or at least the centralized provision of such information could be a mean to reduce such information gaps.

For some specialist services, however, first, *surveys or studies* would have to be carried out in order to obtain an overall picture of all offers in Region Sønderjylland-Schleswig.

Psychiatric addiction treatment, psychiatry, prevention offers

Cross-border preventive treatment for psychiatric illnesses, especially in the case of burn-out or addictions or for specific risk groups, is an attractive opportunity to offer medical health services on the Danish side for German patients, as these services are much more developed in Denmark than in Germany. This high level of development represents a 'unique selling point' for a possible cross-border service based in Denmark. In Germany, such counselling will only be offered on a voluntary basis (not paid by health insurances), while in Denmark they are paid by the state, as part of health care activities by the employers. On the Danish side, this is closely related to the employer's broader duty of care for his employees, who already has to offer support at the first signs of (mental) health hazard.

As these treatment and counselling are very sensitive issues, a certain level of trust between the patients and doctors is required, including the possibility to get treatments in the mother tongue, which is currently not available in Denmark for commuters.

Such a service could be offered in a complementary manner both personally (offices) and electronically. Currently in Region Syddanmark there are four local offices for outpatient treatment; on German side it solely takes place in specialized addiction clinics and psychiatry (both outpatient and stationary counselling).

The following critical framework conditions and first steps were identified for the development of such a service:

- **Cost differences** between both countries are unknown. In both countries, however, rules exist for the billing of psychological and psychiatric counselling, and in both countries such treatments are part of the official service catalogue of health insurances. *In a first step, the cost differences should be compared.* The hypothesis is that these differences are not significant.

- **Both-sides demand for such counselling:** Stakeholders tend to agree that the demand for such counselling is not balanced on either side of the border, it indeed exist, and thus there is no risk to develop “one-sided” services. *A needs assessment would however be useful to have.*
- **Available capacities:** The capacities are different in Denmark and Germany. While there are long waiting lists on the German side, due to scarce resources and higher demand, capacities are available on Danish side, including German-speaking doctors. It would be helpful to analyse the current situation in form of a *status-quo study*: Who makes what kind of offers for which target groups (e.g. for commuters, workers, smokers, or other risk groups)? How are these offers accepted by the population? What are the successes of these in the short, medium and long term?
- **Comparability of counselling:** Some uncertainties still exist as to the comparability of the counselling. The hypothesis is that there were no significant differences. This however could be proofed by organizing an *exchange between practitioners regarding methods and scope of services.*

Due to the legal framework conditions for Danish companies (i.e. high level of care for their employees – including Germans), and the need to offer such consultations/treatments in the respective mother tongues, the specific structures of the border region could be taken into account in order to develop a new CPS on this basis.

Counteracting foreseeable lack of general practitioners along west coast

The health experts agree that a shortage of general practitioners already exist today on both sides of the border, especially along the west coast; these shortages will increase, at least on Danish side, in the years to come, as many doctors will retire. In the medium term, a loss of primary medical care is imminent for large rural areas, if counter measures are not introduced promptly.

One idea to prevent a loss of primary care is to establish a cross-border medical centre with a bilingual team of doctors (general practitioners) and practice nurses, located next to the border and easily accessible by patients from both Danish and German side. An additional service of the centre could be shuttle services picking up disabled patients at home and bringing them to the centre.

Another idea from Brandenburg, facing similar problems in rural areas, is to co-finance the medical studies with public money, upon the condition, that the graduates then have to settle on the west coast and work there as general practitioners at least for a pre-determined minimum number of years. In Denmark, where medical studies are free of charge, the respective BaFöG-funds could be developed in a similar manner.

The stakeholders agreed that such a measure should be introduced at both sides of the border, in order to avoid imbalances in primary care in medium to long term.

While these three ideas have already been discussed intensively among the health care experts in the Region Sønderjylland-Schleswig, some further ideas were put on the table but so far were only little reflected.

The first idea concerns **perinatology**, which deserves a very good reputation in Denmark with regard to its comprehensive precaution, childbirth and aftercare services. At the same time, in the recent past Germany faced a lot of problems such as lack of midwives, merging and centralization of perinatology wards of hospitals, both leading to long travel times for pregnant women. The basic idea here is to support German pregnant women giving birth to their children in Denmark.

The second idea concerns a **comparative analysis of health (care) data** from different countries (for instance, Denmark, Germany, Norway and Sweden) in order to derive recommendations as to (i) improve existing health care services and increase their efficiency, as to (ii) identify fields of intervention where currently the border region is inactive, thereby eventually to (iii) identify and generate new services. The comparative data analysis could be organized in a way as a lone-standing permanent monitoring system, supporting the health experts to identify new trends and developments early in advance and helping them to appropriately adapt the existing services.

Finally, some ideas were also mentioned in the area of **telemedicine** (IT services) and with regard to **rehabilitation, therapy and training services**.

Some experts also developed **procedural proposals** to support or simplify future implementation of services, such as

- **Coordinator in health care:** It would be desirable to appoint a health coordinator because of the large number of actors in the health sector and the diverse ongoing activities in the border region. The coordinator could take care of the entire health sector, could push stakeholders and initiate new activities, based upon a broader “health strategy”. He could also help making project-based initiatives sustainable²⁹.
- **Pilot projects:** The differences in responsibilities on both sides of the border were highlighted. While the regions in Denmark have responsibility for the health sector and thus are able to start new initiatives and implement new services quite easily, a multitude of actors (municipalities, counties, Länder, federal government, health insurance companies, health providers etc.) are to be involved on the German side. Against this background, the idea is to test the effects of new services on the basis of (small) pilot projects on the Danish side, which can be implemented relatively quickly and unbureaucratically by the Danish regions. If the Danish testbeds in the Region Sønderjylland-Schleswig prove to be successful, a transfer or extension to the German side may be envisaged. This idea tries to utilize the

²⁹ For instance, a number of health CPS started as an Interreg project. Experiences show that it is however not easy to sustain such services after closure of the Interreg project. In such cases, the health coordinator could step in by trying to find solutions to sustain the services.

structural and administrative differences in the case study region, to the benefit of the entire region.

- **Bottom-up approaches:** Experts expressed their concerns about the status of the Danish-German border region among the central governments, particularly in Berlin. The impression is that the border region deserves only very little attention. Thus, it seems for example inappropriate to wait for an interstate agreement between Denmark and Germany on health care. Instead, regional stakeholders should develop bottom-up approaches, such as pilot projects, to advance the region as a whole.

5.1.4 Many access points to tackle cross-border health care service provision

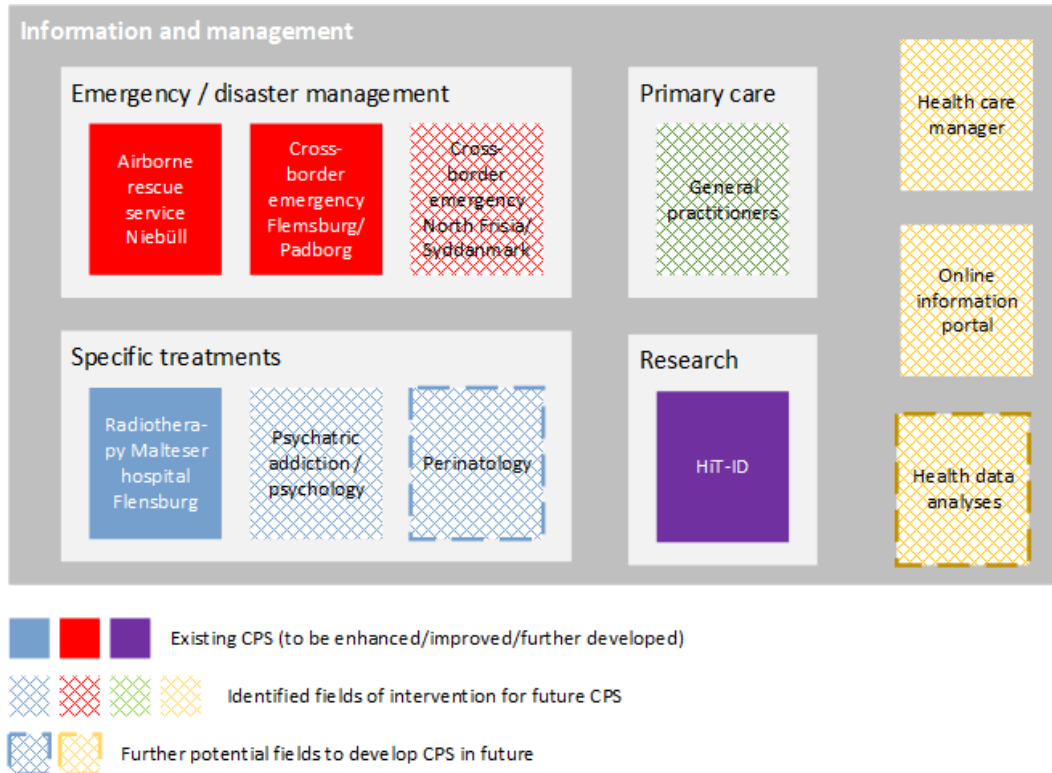
Whatever form and scope future CPS in health care will have, many stakeholders stressed that all current and future CPS need to sufficiently take into account language barriers, different expectations and thus different treatment procedures.

If all these ideas were implemented as CPS in the Region Sønderjylland-Schleswig, a broad range of health services would be provided (already existing plus new services): Figure 5.1 summarizes the existing and proposed future health care CPS in Region Sønderjylland-Schleswig. The figure can be considered as a kind of vision for the future health care system in the border area. According to this vision, services comprise five fields of intervention (emergency/disaster management, primary care, specific treatments, research, and information and management) covering the entire spectrum of the health sector. In addition to the four existing services, five new intensively discussed CPS will complement the service spectrum, if realized, as well as two further services which today are only little discussed among the experts.

So far, discussions about future CPS among the stakeholders just concerned basic ideas. In order to develop actual CPS from these ideas, a number of questions still need to be answered, such as:

- service providers and CPS partners (preferable from both sides of the border, or from an already existing cross-border organization),
- detailed scope of service,
- legal basis and administrative frameworks,
- governance structures (centrally, network model etc.),

Figure 5.1. Possible future composition of health care CPS.



Source: Service provider, 2018

- delivery modes (new CPS, extension of domestic service, better harmonization of existing services),
- envisaged target groups, and
- expected impacts and effects and benefits for both Danish and German parts of the case study.

Table 5.2 crosses these questions (or criteria) with the new CPS discussed among health experts at the health workshop³⁰, and develops proposals and solutions for each criteria as input for further discussions. The proposals made should be considered as “food for thought” for and are meant to encourage the regional actors to continue developing of CPS in health sector.

³⁰ Existing health care CPS are excluded from this overview.

Table 5.2. Potential future CPS in health care.

Criteria	Potential future CPS in health care						
	Online medical information platform	Health care manager	GP centre at border	Cross-border emergency	Psychiatric addiction, psychology, prevention	Perinatology	Health data analysis
Scope of service	Provide comprehensive information on medical services in a structured manner	Coordinating all activities and CPS in health sector; initiating new activities and CPS	Secure and maintain primary care along west coast	Providing cross-border emergency and rescue services (accidents and disaster) along entire border	Provide counselling services for workers in mother tongue	Enabling German pregnant women to give birth to their children in Danish hospitals	Analysing health data from different countries in comprehensive manner to derive recommendations for future development of health services
Target group(s)	General public	Public authorities, stakeholders and experts in health sector	General public	General public, public authorities	General public, workers	General public, pregnant women	Researchers, universities, experts in health sector
Providers	Region Sønderjylland-Schleswig		County North Frisia, Region Syddanmark		Danish hospitals		Danish and German universities, researchers with partners from other countries
Legal basis / admin frame	"constitution" of Region Sønderjylland-Schleswig		Bilateral agreement between providers, general partnership agreement between Land Schleswig-Holstein and Region Syddanmark, agreements with (German) health insurances, EU Patient's right directive		EU Patient's right directive, agreement between Danish hospitals and German health insurances		Cooperation agreement between research partners
Governance	Centrally, by Danish domestic law		Centrally by domestic Danish or German law	Network model	Network model (Danish law)		Network model
Delivery mode	New CPS		New CPS (replacement for retired GPs)	New CPS	Extension of existing services		New CPS
Impacts	Service information needs, assisting public in finding appropriate medical services	Better coordination of all activities, increase efficiency, develop and implement holistic strategy	Securing and maintaining primary care in rural areas, maintaining attractiveness of rural areas, providing access to medical services	Better coordination of services, increasing efficiency, securing emergency services in case of accidents and disasters	Prevention and care-taking of worker's health, capacity sharing and increasing efficiency of services	Overcoming service problems on German side, capacity sharing and increasing efficiency of services	Generating new information and knowledge, permanent monitoring of health sector, identification of needs and new services, potentials for early adaptation of existing services

5.2 Labour market related CPS

Labour market is one of the key policy areas which the Region Sønderjylland-Schleswig is concerned with. Apart from general information services for workers, job seekers and companies and enterprises, provided through its Regionskontor and Infocenter, the region already initiated the *job over grænsen* CPS targeted at cross-border job placement. Because, or despite, of its success, ideas exist for the further development of this service.

In addition, regional stakeholders would like to develop new CPS in this policy area, with a view of developing an integrated and harmonized cross-border labour market. This is a particular concern of the stakeholders, in the light of the following developments:

- Due to the relatively low population density in the case study area, the **regional labour force** is also quite small. By way of consequence, existing resources must be used as effectively as possible, and migration of workers and their families must be prevented by developing an attractive regional labour market.
- The Region Sønderjylland-Schleswig is challenged by the accelerated growth of the nearby **metropolitan areas of Copenhagen and Hamburg**. The latter one, for example, directly connects to the south to the case study area. General development perspectives and job opportunities in these areas may impact the regional labour market in the Danish-German border region.
- With the construction of the **fixed Fehmarnbelt link** and the upgrading of its hinterland connections in Denmark and Germany, resulting in a significant reduction of road and rail travel times between Copenhagen and Hamburg, a shift of development potentials away from the Jutland corridor, which is crossing the Region Sønderjylland-Schleswig, towards the Fehmarnbelt axis is anticipated.

Because of the small labour force available, every job and every worker moved away from the Region Sønderjylland-Schleswig towards Copenhagen, Hamburg or towards the Fehmarnbelt region leads to a further deterioration of the labour market and thus to general attractiveness losses of the border region as a whole. It is thus consensus, that measures counteracting job losses (in particular those of skilled workers) need to be developed.

Other recent developments in the regions which may impact the development and future provision of labour market services are:

- A new **labour market committee** for the region has recently been constituted. At the first constituent meeting, focus was given to discuss labour market differences on both sides of the border. It is expected that the committee will be able to properly start its substantive work at the beginning of 2019.
- In Denmark, after the election, there are some changes anticipated in relation to the formal competences of the regions. This probably also concerns the **responsibility for economic development**. It remains to be seen what impact this will have on the work of the Re-

gion Sønderjylland-Schleswig, in particular with respect to the co-funding of the Regionskontor and Infocenter through Region Syddanmark.

- The Region Sønderjylland-Schleswig is currently working on a new edition of its **labour market report**. This will primarily provide current statistical overviews as input ('facts') for the work of the new labour market committee. A particular difficulty is to obtain comparable harmonised figures, since methods for calculating indicators such as labour force, employment and unemployment rates differ significantly between Denmark and Germany.

On 12 June 2018, a workshop was held in Padborg to discuss ideas, possibilities and obstacles for the future development of CPS in labour market, bringing together the heads of the job centres (Chapter A.3.2).

5.2.1 The future of job over grænsen

The first year of the *job over grænsen* service developed and established by the Regionskontor and Infocenter in Padborg can be considered a success (see Chapter 4.1). As part of the application for financial support for the second year, the Region Sønderjylland-Schleswig hopes to intensify this services, based upon the experiences made in the first year, and agrees upon a new target of 80 job placements in 2018 (both directions). The official approval for financial support for 2018 has meanwhile been received from STAR; further financial support for 2019 is expected.

Still, discussions are ongoing as how to improve the service in different dimensions:

- **Number of job placements:** The flexible and individual support of job seekers by the officer has proven to be successful and acknowledged by the people. In the first year, 62 job placements could be reached, for 2018 a target value of 80 job placements are officially published. All this is manageable by just one responsible officer in the Regionskontor and Infocenter. If the target number should be still increased in future, additional resources in terms of staffing needs to be made available to the Regionskontor and Infocenter.
- **Better cooperation with job centers:** *Job over grænsen* does not consider itself as a competitor to the job agencies, but sees its role in providing services filling a gap – i.e. concentrating on *cross-border* job placements. In order to fulfil this task successfully, a tighter and improved cooperation with the job centres on both sides of the border is indispensable in future.
- **Better integration with other services of the Regionskontor and Infocenter:** *Job over grænsen* is only one of the (labour market) services provided by the Regionskontor and Infocenter. The idea being to develop means to even better (tightly) integrate and coordinate the different services. While *job over grænsen* is targeted primarily at job seekers, other (information) services target at workers, companies, enterprises or freelancers. Ideas for a better integration could be, for instance, integration of job placements with recruiting of skilled workers and with business development support and with the general regional development (i.e. spatial planning).

- **Options to make service sustainable:** *Job over grænsen* currently relies on annual financial support by the Danish government, with the need to apply for funding on annual basis. This of course causes some kind of uncertainty as to the further development and enhancement of the service, if no one knows whether it still exist in two, three or five years. The challenges thus is how to make this service sustainable in the medium and long term? This concerns the amount of funds and its application modes, but it also concerns the question how the German side can contribute to the success of the service, either financially, or by making other resources such as staff available.

5.2.2 Ideas for other CPS in the field of labour market

The workshop also outlined and discussed ideas for future services. These ideas are more or less concrete at the moment. Because of their vagueness, at this stage it is uncertain to assess whether eventually all the ideas indeed result in a CPS, or whether the ideas result in a one-time event or in a project³¹.

Job fair / job exhibition

The Danish job centers, the German Agentur für Arbeit and the Region Sønderjylland-Schleswig should team up to organize regular job fairs. Such fairs could be general fairs across all sectors and branches, or could be sector-specific. Venue could be the Regionskontor and Infocenter in Padborg, the location of any of the job centres or even the location of large employers³². Job fairs could be organized annually as stand-alone events, or could be connected with other important events in the region. The fair organization should be done by a working group with participants from all partners involved.

Improved coordination and development of a label for integrated labour market

Labour market experts see a need to generally better coordinate the activities of all actors concerned in job placement and business development. A better coordinate may involve, but not limited to, better mutual information of activities, organization of regular round tables and exchange forums, and the organization of specific events. With view to develop and integrated and seamless cross border labour market in the Region Sønderjylland-Schleswig, it should also be considered to develop a joint logo and CI-elements, which helps to promote the region (in particular in competition with the greater Copenhagen and Hamburg regions).

Sector specific initiative for nursing

Currently the border region – both Danish and German territory - faces shortages in nurses in hospitals, rest homes and retirement homes. The idea is to start a joint initiative “Nurses for Region Sønderjylland-Schleswig”, bundling different (promotion) activities of the job centres, business development agencies, professional associations, and the employers into one con-

³¹ The main report identified a number of criteria for a service to be considered a CPS.

³² This may be the first choice if the fair is going to be sector-specific. In this case it could make sense to host the fair at the venue of one prominent company representing the sector.

certed action. The new labour market committee has already stated that nursing is one of the first fields to start activities.

Similar actions could also be carried out for other branches. It is important that this is a joint action of all partners concerned, and that this is also communicated appropriately to the outside world, and that the activities are tailored to the needs of the respective branch.

Bilingual job advertisements

Experiences show that job advertisements are only rarely bilingual (Danish-German). Publishing bilingual advertisements, however, is considered as a prerequisite for the development of an integrated cross-border labour market. The question thus is how job centres and how the Region Sønderjylland-Schleswig may support companies and enterprises in drawing up bilingual advertisements, to become the standard in the region? Experts suggested to initiate a *pilot project* to develop appropriate support options, which may eventually be transferred into a CPS.

Enhancement of online job advertisement portal

As part of its online portal, the job centre Flensburg has established links to all online job market places in Northern Germany, from the Danish border towards Hamburg, Bremen, Mecklenburg-West Pomerania and Lower Saxony. Hyperlinks exist to advertisement portals of other job centres, of (large) companies, as well as to private job market places such as MONSTER, Stepstone and others. The online portal of the job centre Flensburg offers different languages, including Danish. However, what is currently missing are job advertisements from Denmark, since no hyperlinks to similar Danish sides were added so far.

The idea thus is, to extend the number and range of hyperlinks to respective Danish sides, so that also Danish job advertisements can be searched.

“Place of residence coordinator”

The Danish municipalities are pursuing a very broad approach to job placement. A so-called “place-of-residence-coordinator” is concerned to find jobs for spouses, to find appropriate housing space for the family, kindergarten or school places for the kids, and takes care about all legal and administrative requirements. Overall, this results in a very personal support system for social inclusion, in order to integrate the recruited workers and their families as best as possible into the local community.

Could such an approach also be successfully transferred to the German side? Where could such a coordinator be placed in the German administration?

5.2.3 Multiple steps required to implement one or more prospective CPS

Similar to the proposed health care CPS, potential CPS in labour market need to be developed along the following criteria:

- Service providers and CPS partners (preferable from both sides of the border, or from an already existing cross-border organization)
- Detailed scope of service
- Legal basis and administrative frameworks
- Governance structures (centrally, network model etc.)
- Delivery modes (new CPS, extension of domestic service, better harmonization of existing services)
- Envisaged target groups
- Expected impacts and effects and benefits for both Danish and German parts of the case study

Table 5.3 develops proposals applied to each potential CPS, thereby trying to encourage the regional stakeholders to further develop the ideas. The proposals may help to further develop the nature, scope and administrative base of the services.

Further obstacles for a tight integration of the Danish and German labour market have also been identified. These are:

- **Responsibilities:** The German job centers are neither responsible for *cross-border* job placement nor for business development.
- **Problem of sustainable integration of foreign workers:** Earlier projects have shown (“Competence to go”) that when workers start a new job at the other side of the border, each worker has his own “ideas”, “expectations” and also prejudices, which may or may not correspond to the reality with which he is then confronted with. This then often leads to a certain reoffending rate, i.e. workers return to their homeland after a while. Through the individual support by the “place-of-residence-coordinator” in Denmark expectations are to reduce the reoffending rate, however, there is no 100% guarantee.
- **Minimum wages:** The minimum wage in Germany is 8.75 EUR, while in Denmark it is about 13.00 EUR.

Table 5.3. Potential future labour market-related CPS.

Criteria	Potential future labour market-related CPS					
	Job fair	Improved coordination, marketing	Nursing initiative	Bilingual job advertisement	Online job placement portal	Residence coordinator
Scope of service	Organizing regular job fairs, either general fairs for all branches, or sector-specific fairs	Better coordination of all activities of all partners; initiating marketing activities to promote integrated labour market	Develop and implement a joint action to attract and hire nurses for hospital or retirement homes.	Support companies, enterprises and freelancers in publishing bilingual job advertisements.	Integrate Danish job advertisements into an existing online job portal	Comprehensively support job seekers and their families with all requested services in order to help them integrate smoothly into the local community
Target group(s)	Job seekers	Public authorities, general public, companies, job centres, job seekers	Public authorities, job centres, associations, companies in health sector, job seekers	Companies, enterprises, freelancers	Job seekers	Job seekers with families
Providers	Job centres, Region Sønderjylland-Schleswig, labour market committee	Job centres, Region Sønderjylland-Schleswig, labour market committee	Relevant public authorities, Region Sønderjylland-Schleswig, management of hospitals and retirement homes, labour market committee	Job centres, Region Sønderjylland-Schleswig, labour market committee	Flensburg job centre	Municipalities (DK: Kommunes, DE: ?)
Legal basis / admin frame	"Constitution" of Region Sønderjylland-Schleswig		Agreement between providers	"Constitution" of Region Sønderjylland-Schleswig, agreement between job centres	./., agreement with Danish side	
Governance	Network model				Centrally, by German domestic law	Network model (German law)
Delivery mode	New CPS				Extension of existing domestic service	Transfer of service to Germany
Impacts	Bringing employers and job seekers together, improve information about labour market, contribute to generation of an integrated cross-border labour market	Increase efficiency of all relevant actors, avoid double work, inform each other regularly, promote the integrated cross-border labour market	Attract and hire nurses, bring employers and job seekers together, promote the integrated cross-border labour market	Improve information base, improve services for job seekers, contribute to the generation of an integrated cross-border labour market, commitment of companies to Danish-German border region	Improve information base, improve services for job seekers from both sides of the border, contribute to the generation of an integrated cross-border labour market	Improved services, better integration of foreign workers and their families into community, improve chances for long-term stay

The experts agreed that these ideas should be presented to the labour market committee at its next meeting in September 2018. Apart from these ideas, general questions were also formulated which should help to stimulate labour market activities:

- Are all relevant partners interested in developing and enhancing a real cross-border job placement?
- Can additional resource be made available to implement a successful job placement?
- How can we better mobilize the existing labour forces? How can we better support job seekers?
- How can we improve coordination of the job centres and of the resources for job placement either side of the border, thereby intensify cooperation and reduce double works and competition?

5.3 Danish-German database

Another CPS currently under development is the Danish-German databank (Deutsch Dänische Datenbank, Dansk Tysk Databank), initiated and developed by the three partners Land Schleswig-Holstein, Region Syddanmark and Region Sjælland (Figure 5.2).

5.3.1 Motivation and objectives

In the past, spatial monitoring in the Danish-German border region took only place on a project or event-base level. To date there were no attempts to implement systematic and ongoing monitoring systems (Schmid et al., 2017), despite ideas circulated for some times to establish a common statistical database following the model of the Øresund region³³.

Figure 5.2. Corporate logo of the Danish-German databank service.



Source: Danish-German Databank, 2018.

With this new initiative, the three partners want to achieve the following objectives:

- Development and implementation of a permanent cross-border spatial monitoring system under responsibility of the German and Danish partners,
- Raise awareness of the need for spatial cross-border monitoring, as well as to
- Increasing the visibility of cross-border cooperation

³³ www.orestat.se

In the recent past, the manifold cooperations in the border region (Map 5.1) have shown that the development of such a monitoring system is urgently needed. Until now, every cooperation had to acquire and harmonize the necessary data by hand, often leading to double works.

This need was confirmed by the participants of a regional workshop held in January 2016 in Flensburg, where potential users of such a databank expressed their needs and wishes. Workshop participants, representing public authorities, ministries, geographers, planners, transport providers, researchers, tourists managers and others, articulated their expectations towards such a monitoring system. Encouraged by this positive feedback, the three project partners agreed to start developing a common spatial monitoring system.

Apart from the general objectives, the joint monitoring system should also fulfil the following aims:

- Filling the current gap in spatial monitoring in the three regions. In Schleswig-Holstein, systematic and ongoing spatial monitoring is only in place for those municipalities being part of the Hamburg metropolitan area (see Map 3.5). Similarly, in Denmark only areas of the Øresund area participate in spatial monitoring.
- Improving the knowledge base for (cross-border) spatial planning. Against the backdrop of the diverse ongoing planning projects (for instance, Fehmarnbelt link with its hinterland connections), an improvement of the database is needed.
- Provide information, (raw) data, illustrative maps and analyses to regional stakeholders and planners of different fields (such as tourism, business development, transport and school planning).
- Provide knowledge about and further promote the border region.

Geographically, this service will cover the entire territories of the three partners, i.e. it goes beyond the territory of the case study region. The Region Sønderjylland-Schleswig, however, is complete covered by the initiative.

5.3.2 Scope of service

The scope of the service is manifold, reflecting the different needs and wishes of the potential users.

- The monitoring system shall provide **raw data** and **harmonized data and indicators**. Users shall be enabled to download data and indicators, along with proper metadata, from the central databank.
- The monitoring system shall provide pre-processed **maps and diagrams** illustrating spatial phenomena, patterns and developments in the border region. Users shall be able to easily access and download cartographic products and illustrations.
- The monitoring system shall include an **interactive web-based GIS**, allowing the users to interactively load and analyse data and indicators, and to prepare individual maps.

- The monitoring system shall provide **reports, flyers, brochures** and thematic **fact sheets** about the region, some of which with analytical focus, other informative or with a promotional character.
- The monitoring system shall generally **inform about latest developments** in the region, and may become the first-stop shop for news about the region, with linkages to other websites.

The monitoring system will be implemented as a trilingual website (Danish, English and German), consisting of three core elements (Figure 5.3 shows the website structure and contents, while Figure 5.4 represents a screenshot of the landing page of the actual website implementation):

Core element 1: Regional information

This element shall inform about the Danish-German border regions in general, comprising news, activities and cooperations, and information about spatial structures and spatial developments. It shall provide basic and background information, and will also be used as a marketing channel promoting the activities of the main public stakeholders in the border regions.

Core element 2: Data and indicators

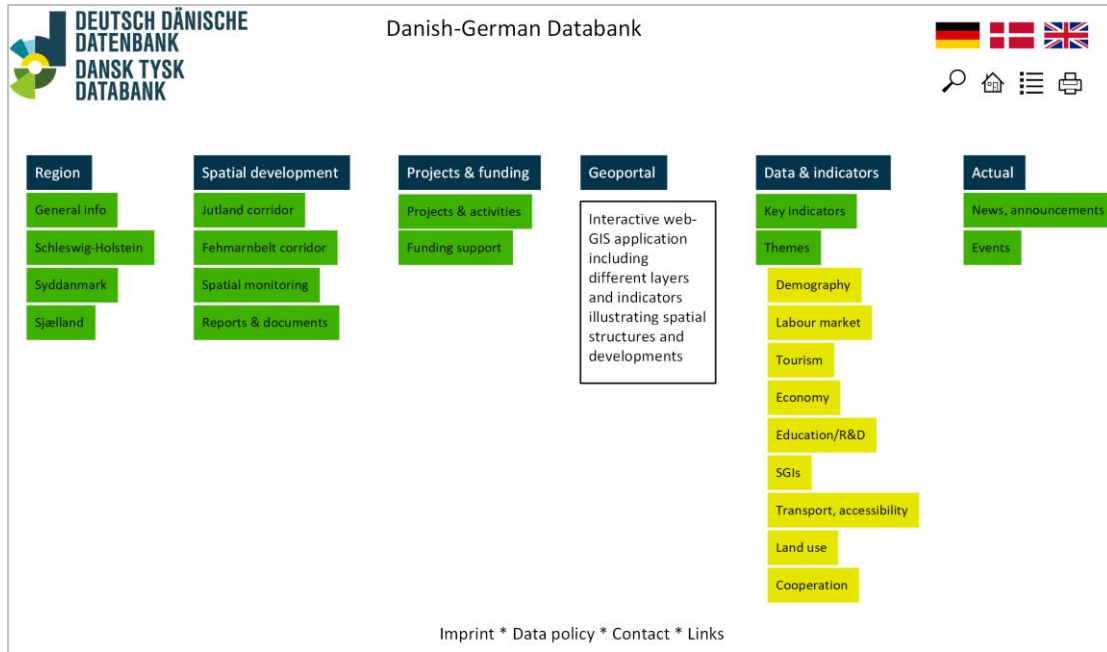
This element allows the public to retrieve, inspect, visualize and download harmonized data and indicators. Harmonized raw datasets will be offered for download as well as derived policy indicators; users can open and download pre-processed indicator maps, and relevant indicator descriptions (metadata). Data and indicators are structured along nine main themes (demography, labour market, tourism, economy, education/R&D, services-of-general-interest (SGIs), transport/accessibility, land use, and cooperation).

Core element 3: Geoportal

This element represents an interactive web-GIS application, allowing the users to select indicators of interest and overlay different indicators with base maps and with other indicators. The user can zoom-in and out, can pan around in the border region, and can generate, print or export individual map compositions.

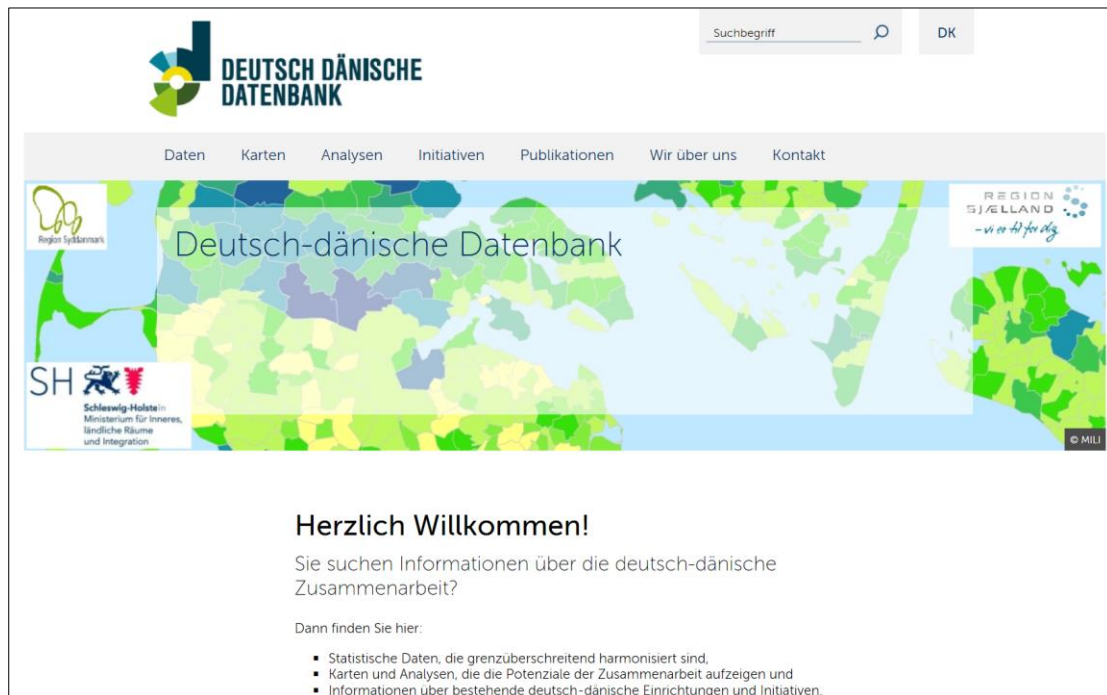
The database shall use, as regards its spatial resolution, administrative units as low as possible. Data shall be provided at the level of LAU-2 (Germany: municipalities, Denmark: sogne), LAU-1 (Germany: special administrative districts, Denmark: kommuner) or NUTS-3 (i.e. county level) entities. Time series shall be established covering the period from the year 2000 until today, allowing the analysis of spatio-temporal developments.

Figure 5.3. Danish-German databank: Schematic overview about website structure.



Source: Danish-German Databank, 2018.

Figure 5.4. Landing page of the Danish-German databank website.



Source: Danish-German Databank, 2018.

5.3.3 Shared responsibilities

The project partners agreed to share responsibilities and to organize work in a network model. All texts will be bilingual, where Danish partners are responsible for the Danish language version, while the Land Schleswig-Holstein is responsible for the German language version.

The website will be hosted by Land Schleswig-Holstein. The layout and CI elements for the monitoring system have been developed jointly by the partners.

As regards the database as such, the two statistical offices (Statistikamt Nord for German side, and Danmarks Statistik³⁴) are involved in this initiative by providing the necessary small-scale data.

As regards the implementation of the web GIS component, cooperation with the Department for Cadastral Surveying and Geoinformation of Schleswig-Holstein³⁵ has already been established. The interactive web GIS component will extend the existing Geoportal Schleswig-Holstein³⁶ and the Digital Atlas North³⁷ into Denmark.

5.3.4 Current state and development roadmap

The project partners have already developed and agreed upon the comprehensive concept for the monitoring system. The concept not only includes the elements and scope of services, but it also identified, selected and prioritized relevant data sets and indicators. It was agreed, that the number of datasets and indicators will be gradually increased, starting with easy indicators ('low hanging fruits') towards more complex indicators. The selection and prioritization of indicators took into account the needs and wishes of the potential users, as expressed at the workshop in January 2016.

Layout and CI elements have already been developed, so as texts and other graphical elements for the website. The website has been launched in summer 2018, and can be accessed using the following URLs: DeutschDaenischeDaten.de, DanskTyskdatabank.dk as well as DanishGermanData.eu, which guide the users to the respective Danish, German and English language versions.

The web GIS portal is however not be part of the initial launch of the monitoring system. The project partners agreed that this component will only be developed in a second phase.

5.3.5 Obstacles encountered

The biggest obstacle is the issue of data harmonization. Despite all efforts made by Eurostat to strive for harmonized datasets in Europe, there are a number of very specific difficulties, particularly at the German-Danish border. Such difficulties include the definition of indicators,

³⁴ <https://www.statistik-nord.de/> and <https://dst.dk/da#>

³⁵ Landesamt für Vermessung und Geoinformation Schleswig-Holstein (https://www.schleswig-holstein.de/DE/Landesregierung/LVERMGEOISH/lvermggeosh_node.html)

³⁶ https://www.gdi-sh.de/DE/GDISH/Geoportal/geoportal_node.html

³⁷ <http://danord.gdi-sh.de/viewer/resources/apps/Anonym/index.html?lang=de>

the temporal availability (i.e. data gaps for different years), the spatial levels at which data are collected in Denmark and Germany (LAU-2 vs. LAU-1 vs. NUTS-3), changes in administrative units, as well as the data formats in which the data were provided by the statistical offices. All these issues have to be solved before a dataset can be published in the monitoring system. Although these difficulties have been expected by the project partners, the process of solving them took longer than expected, leading to a smaller number of datasets included in the initial launch, than expected beforehand.

Getting support by the statistical offices to solve these problems turned out to be another challenge, due to their administrative set-ups. Statistikamt Nord is part of the administrations of the Länder Schleswig-Holstein and Hamburg, and as such, based upon political mandates, is actively supporting the development of the monitoring system. On the other hand, Denmark's Statistik is designed as a "profit center" that provides all its services, such as data provision or harmonization, for the Danish regions only against payment of fees.

Another problem encountered is the recent reorganization of responsibilities of the Danish regions after the last election. There are certain considerations in the Danish government to shift responsibility for spatial monitoring from the regions to a central authority. This uncertainty led to some unexpected delays in the implementation of the CPS, which continue to this day.

5.4 Next steps

Although there seems to be general agreement among the stakeholders about the importance of further developing CPS in these policy areas, there are still uncertainties about the scope, contents and type of (new) services.

Although significant progress has been made over the last months in all three policy areas in Region Sønderjylland-Schleswig, with respect to identifying potential fields of interventions and in terms of sketching ideas for services, all ideas still need to be elaborated. A number of guiding and detailed questions need to be answered, and the actual scope of the services agreed.

The next step for **health care CPS** are diverse. The ongoing *beredskab uden grænser* initiative will hopefully soon successfully implement the CPS on cross-border emergency rescue along the entire border. Regarding the other ideas, it would now be important that one stakeholder takes the lead and cares about the next steps. These could be to invite for further meetings or workshops, probably in small groups, with individual meetings for each idea. The meetings could be used to establish working groups, and to reach commitment among the partners to further elaborate the ideas.

Regarding **CPS in labour market**, the next milestone would be to present the developed ideas to the new regional labour market committee. The ideas shall be (critically) discussed there, and the committee may decide about them or may prioritize them accordingly.

The concept for the **Danish-German database** has already been developed and agreed; on German side, there will be a follow-up MORO project at federal level, where the Danish-German border region is invited to take part again. As soon as responsibilities on Danish side are clarified, along with a clear commitment to further support the CPS, the implementation process may continue.

6 Lessons learned, recommendations and transferability

There is already a great variety of CPS in the Region Sønderjylland-Schleswig, covering different policy areas and fields of intervention, as shown in Chapter 3.2. Many of them have been running smoothly since many years, such as cross-border bus and train services in the field of transport or the cultural activities, others deserve permanent readjustments in response to external developments (like radiotherapy provided by Malteser Hospital to Danish cancer patients), or, because of its success, served as a model to establish similar services on the other side of the border (like airborne helicopter emergency service in Niebüll).

Three of these services were analysed in-depth, because they can be considered as good examples (Chapter 6.1), not only for the Region Sønderjylland-Schleswig itself, but also for other border regions in Europe.

From these good examples, some challenges and solutions can also be synthesized (Chapter 6.2), which might be interesting for other regions, because they face similar problems.

6.1 Good practices and target groups

The three CPs analysed in-depth in Chapter 4 developed the following **innovations** or **innovative elements**, even in the European context:

- **Job over grænsen:** The biggest advantage of this CPS is its unconditional customer orientation. Job seekers are not simply submitted to job offers, but they and their families are supported in a comprehensive, flexible and, above all, individual way, e.g. in the search for housing, search for kindergarten or school places for young talents, consultations on fundamental workers' rights or even in tax matters. This broad approach significantly increases the chances of success for the placement of job seekers, and for their integration into new local communities. In addition, the support is also oriented in both directions, which means that not only jobs in one country are advertised, but from both countries.
- **Airborne emergency rescue services:** While such airborne emergency services already have a long tradition in Germany, in the past there were no similar services available in Denmark. Based upon the good practices and experiences made in Niebüll, recently the Danish government decided to establish similar services for entire Denmark, using the DRF Luftrettung in Niebüll as a model.
- **District heating:** This has been the first cross-border provision service of district heating between two municipalities in Europe. It already operates successfully for a number of years without any problems. The greatest challenge to overcome was to find agreement with the tax authorities as how to tax international "hot water" provision.

Reflecting the large variety of policy areas and fields of interventions covered, CPS in the region successfully address different **target groups**:

- **General public:** There are several CPS addressing the general public, foremost transport services like the cross-border bus or train services.
- **Job seekers, employers, workers:** The *job over grænsen* service tries to address job seekers, employers and workers at the same time, thus providing comprehensive labour market information.
- **Emergency response (patients, accidents):** There are several CPS in the region addressing these targets, first of all the airborne emergency helicopter service, but also the similar ground-based mobile rescue services or the radiotherapy offered to Danish cancer patient, although currently interrupted, must be mentioned.
- **Pupils and school kids:** In the cultural field, currently there are two CPS targeting at school kids, which are the Dansk-Tysk Muskskoledag and the Kulturvereinbarung Sønderjylland-Schleswig.
- **Households:** Households in Padborg may benefit from the cross-border district heating by the Stadtwerke Flensburg.
- **Research and universities:** Two services address the needs and wishes of students, researchers and universities in the region. First, there is a common study programme of the University of Southern Denmark in Sønderborg and the University of Flensburg. Second, the Danish-German high technology platform for innovative disease research has been established.
- **Public authorities and NGOs:** Public authorities and NGOs are also among the target groups of CPS in the region. Since 2002, there is a German-Danish cooperation of the police and customs, as well as, recently, the *Beredskab uden grænsen* service for civil protection and disaster management. One of the longest international cooperation is the tri-lateral cooperation on the protection of the Wadden Sea (together with the Netherlands).

Striving for such variety helps the regional stakeholders to generate added-values of cross-border cooperation in different fields and also to communicate this added value to a broad audience. A sufficient variety may also help to balance the added values across fields – if one side of the border has higher benefits from one service, it may have lower benefits from another one, and vice versa, so that eventually there is almost a balance of benefits across all services. Ideally, each CPS generates equal benefits at both side of the border, but realistically this can hardly be achieved and is subject to the specific kind of service.

6.2 Challenges and how they can be tackled

From the analysis of CPS in Region Sønderjylland-Schleswig, one can identify a number of **challenges**³⁸. The challenges will be presented in a way to generalize from the case study (although, as far as possible, examples from the case study will be given) allowing other border regions easy transfer of the findings towards their specific situations.

Common problem understanding

One important prerequisite for the development of CPS is a common understanding of problems and the mutual persuasion that the problem can be better solved through joint initiatives. What, on the one hand, sounds trivial, is often complicated in practice, because problems may materialize quite differently on both sides of the border, with varying degrees, so that sometimes it is quite difficult to find a common persuasion for solving the problem. Moreover, even if there is a common understanding that there is a problem, there may not be a common understanding as to how to best tackle or solve it.

The best way of getting a common understand is that stakeholders from both sides of the border talk to each other continuously, exchanging views and ideas. Often, it is also helpful to learn from other border regions (through literature study, meetings, visiting conferences and workshops, or through site visits) and how they perceived and tackles problems. In very complex situations, it may help to make use of external assistance to establish consensus through a moderation process.

Unclear responsibilities in cross-border issues

Even if at national or sub-national levels clear responsibilities exist in the provision (and financing) of certain services, this is not similarly the case at a cross-border level. Many national authorities have mandates to provide services for the domestic markets, but don't have mandates and often no or only limited (financial) resources to provide same services for foreigners or territories abroad.

In case of labour markets, the Danish and German job centres do have mandates for job placements within their national territories, and also to try to attract foreign workers from abroad, but they do not have a mandate for mutual cross-border placements in both directions.

In terms of uncertainty about responsibilities, border regions should implement and maintain a cross-border databank of authorities, stakeholders and partners, along with contact detailed. If (financial or staffing) resources are the problem, border regions may seek for additional funding, for instance through Interreg or other EU funds (Horison2020, CEF, etc.). If formalities are the problem, border regions may try to seek for unconventional solutions, for instance, implementing an EGTC or other kind of organization.

³⁸ The order of challenges is random and does not represent any weight.

Closure and opening border effects

Often, only a one-sided aspect of border effects are recognized by regional stakeholders, despite the fact that most border effects have a closure and opening dimension at the same time. Stakeholders, who want to identify and establish new CPS, shall try to understand both dimensions, and should not only develop CPS based upon the 'opening' effects, but maybe also based upon the 'closure' effects.

For example, poor cross-border accessibility can be considered as a closure effect for many services ("If the town next behind the border cannot be reached, labour market services offered there cannot be reached"). At the same time, poor accessibility can be taken as a starting point for developing new CPS in the transport sector by initiating cross-border public transport connections.

The example demonstrates that often the 'closure' dimension of a border effect concerns one policy field, while the 'opening' dimension of the same effect concerns another policy field. Therefore, stakeholders should try to assess the border effects from different perspectives, in order to understand their full potentials.

Permanent readjustment needs/external factors

Even if a CPS has been successfully established and has been operational for a long period of time, it is important to permanently check the needs and requirements addressed, and readjust the service if and as far as needed. One cannot assume that any service is "fixed" at any time. Often, external factors (many of them outside the control of the service providers), changing framework conditions or changing legislations may have impacts on the service provider itself, or on the service provided.

For instance, the opening of a cancer centre in the Danish city of Odense, which is located far outside the case study area and therefore was not considered as an impacting factor by many regional stakeholders, led to a situation where the Danish side terminated the radiotherapy services offered by the Malteser Hospital in Flensburg. Although this decision obviously was not in favour of the patients, which now had to face much longer travel times, but could be understood from the perspective of creating a sufficiently large base demand for the new cancer centre.

Another example would be changing demands, such as demands for district heating. The Stadtwerke Flensburg, providing district heating for households in Padborg, permanently need to check whether demand is changing. In case of increasing demands (for example, once new residential areas has been developed), one may even need to think of extending the necessary pipeline networks or the power plant's capacities.

By way of consequence, even for successful services, service providers should critically assess their services for its adequacies and for any amendments needs in a regular basis, preferably in a structured way.

Success as a model for others

Sometimes successful CPS services may serve as a model for developing similar services in the domestic context. This may be the case in situations where, for historical or administrative reasons, such a service is not provided in one country (but in the other). The implementation and successful demonstration of the benefits of such a service may then raise awareness in the other country, inspiring stakeholders to develop similar domestic services.

This was the case with the successful airborne emergency helicopter services in Niebüll. Because such airborne services were not available in Denmark, the Niebüll station was commissioned to serve areas in Denmark, too. Having acknowledged its benefits, the Danish government decided to implement similar services for the whole of Denmark. This then led to a decrease in operations on the Danish territories from Niebüll station.

The CPS providers thus should continuously stay in contact with relevant domestic services providers, in order to exchange ideas and experiences. Such exchange may not only help to trigger or improve domestic services, but also the CPS itself may benefit, as CPS providers were stimulated to rethink their services.

Success and enviers

Sometimes the success of CPS creates enviers in related services, especially if there are no clear-cut rules for the differentiation of the services. In such situations, for example, ambiguities in matters of responsibilities or scope of services may lead to conflicts between authorities or actors involved, resulting in increased coordination efforts. In extreme cases, if the actors cannot find consensus, there may also be a mutual blockade of the stakeholders.

This was the case with *job over grænsen* and its relation to the official Danish and German job centres, which continued earlier services of the job centres and where until now no clear distinction of responsibilities and services has been reached.

In order to avoid such conflicts, the services offered by the CPS should be clearly separated from domestic services (no overlaps, rather complementation), and service providers for the related domestic service should be involved (at least consulted) in the development and implementation of the CPS, ideally they even take over provision of the CPS.

Shared added value

Ideally, a CPS should provide benefits for users on both sides of the border. Often, however, the advantages are not equally distributed (because the problem situations are different (see above) or the demand for the service varies (see below)), or sometimes the actors have just the personal perception that the benefits are unevenly distributed. This challenge is further hampered by the need to allocate some resources (financial resources, human resources, infrastructure) for the provision of services.

In such cases, it is advisable to examine the comparative advantages of each partner and to design the CPS in such a way that each partner can bring in its comparative advantages adequately. In addition, in terms of benefits, stakeholders should not only compare the benefits

for the service providers, but should always look at the benefits for the end-user for whom the service is to be set up.

Moreover, many stakeholders believe that the shared added value must materialize for each and every CPS individually, and over a long period of time. This is often not possible, due to the spatial structures in place (see below) and also due to development trends (for instance, due to different economic developments of the countries concerned, CPS addressing job seekers may benefit one country for some years, but another country in other decades, as a result of changes in the macro-economic situation of the country).

Therefore, it would be advisable to assess the benefits and added value across a number of different fields and also across a longer period of time. As a result, one country may benefit more from a service in one year, while the other country is benefitting more in another year, or is benefitting more from another service.

An example of this challenge in the health sector in the Region Sønderjylland-Schleswig is e.g. dental treatments. Since dental treatments have been billed privately in Denmark since ever, many Danes visit dentists in Germany, as the costs for such treatments are lower on the German side, with the consequence that hardly any dentists can be found on the Danish side of the border, as these are partly also relocated to Germany.

Unequal demand due to specific spatial structures

Another challenge for the establishment of CPS is often an uneven demand for services on both sides of the border, caused by different spatial structures. The greater the structural differences, the more difficult it is often to develop common CPS, since either the problem situations are very different (as a result of the different spatial structures), or these structural inequalities complicate the establishment of a service. In order to improve the quality of life throughout the border area, it is nevertheless important, despite all the difficulties, to establish common CPS in selected thematic fields, also to prevent a unilateral dominance of one border side.

In the German-Danish border region, approximately 2/3 of the region's population live in Germany; moreover, the city of Flensburg is by far the largest city in the region and thus constitutes a clear attractor also for the Danes.

Hugh demands on one side of a border may lead to capacity problems in the service provision, while on the other border side capacities may still be available for the same service due to the low demands there. An example from the Danish-German border area would be specific medical treatments (like psychic treatments), where there are unused capacities in Denmark while in Germany patients must take a long wait.

When designing a CPS, not only demand-side aspects need to be considered, but also available resources and capacities. The service then needs to be designed in a way to bring demands, resources and capacities together in the best possible way.

Costs vs. user benefits

Sometimes stakeholders solely look at the costs for service provision and strive to share these costs equally among the partners. However, such a distribution of costs may not always correspond to the distribution of the user benefits, and may also not result in the cheapest possible solution.

When identifying and designing a CPS, emphasis should be given to the user benefits, and how they are distributed across the regions. Situations should be avoided where these benefits are concentrated only in certain parts of the study area. Regarding costs, solutions should be found to make use of the comparative cost benefits of the partners involved – the partner being able to provide a service at lower costs with the same quality, may provide the service. In this case, certain revenue or compensation models should be found how the costs are shared among the partners.

Commitment and drivers

A successful CPS implementation needs to have one or two key actors pushing the initiative forward. Ideally, one key actor from each country is engaged. The key actors should have a strong commitment to the idea, should outline the service, should bring together the team required to provide the service, and should try to solve all legal and administrative aspects.

Without the efforts of the key actors, it is often difficult to bring ideas to life. So, at some stage of the process, key actors should be identified and should take over responsibility for the further development. This however does not mean that only the key actors plan the CPS alone; they of course should consult all stakeholders in the border region relevant for the specific field of intervention, and ideally should also ensure that the general public is involved in the design and planning of the service. Nevertheless, key actors should be and remain “lord of the process” and should push the CPS forward.

Open minds vs. formal responsibilities

A successful CPS development requires some degree of flexibility and open-mindedness of all partners. During discussions, often questions of formal competences quickly come up, and related to that, different responsibilities at the other side of the border. In order to find feasible solutions, all partners must be prepared to look for, and test, flexible solution models.

Formal competences are often put forward (“according to my competences, I am not responsible for cross-border job placement. We are only responsible for domestic job placements.”) if the partners are not ready for genuine cross-border cooperation. The European-wide inventory of CPS gathered in ESPON CPS has however shown, that structural differences with diverging competences and responsibilities exist at every border in Europe. As a common element, all successful CPS were characterized by the open-mindedness of all actors involved, to find and implement such flexible solutions.

Long implementation times and changing actors

Sometimes implementing a CPS may take long time, in particular if technical infrastructures such as pipelines or sewage networks are needed as a prerequisite for a service. During this implementation time many things may happen. Quite often, legal responsibility in one country may change, for instance, as a result of elections. Then, (key) actors may “disappear” or may be transferred to other people or organizations, hampering the implementation of a new CPS or the service provision of an existing CPS. Generally, since by definition partners from different countries are concerned, CPS encounter higher “stability” or “continuity” risks compared to domestic services. When planning for CPS, appropriate mechanisms must be catered for which mitigate the negative impacts of such structural changes.

During the implementation process of the Danish-German databank, the Danish government triggered a process to change responsibilities of the regions. From these change process, responsibility for spatial planning and monitoring was also affected. By way of consequence, the implementation process stopped for a while due to inactivity of the Danish side.

Mitigation mechanisms may include close cooperation agreements or commitments at certain interim steps of the service development, or to implement rules of conduct as how processes continue in case of a change of key personnel.

Roots for CPS – volunteer actions and strategic documents

Many services that are nowadays operated as CPS in Europe have roots in volunteer activities long time ago. Often, two stakeholders or organizations from both sides of a border came together, identified certain needs and just developed a service in response to that need. Sometimes as a “testbed” getting to know whether such a service is beneficial, sometimes also to avoid long-lasting public and formal procedures, and sometimes also because existing agreements don’t capture the local specificities properly. Later, such volunteer actions may be transformed into a formal CPS, if needs require to do so.

Alternatively, CPS are also often developed based upon strategic documents such as cross-border spatial planning documents. These documents often set certain targets or standards, which can only be reached by implementing a CPS or, which by nature require a common cross-border service.

In the Region Sønderjylland-Schleswig there has been, for historical reasons, a long tradition of voluntary cooperation of Danish and German fire brigades. For a long time, the fire brigades cooperated on a voluntary basis without establishing a formal CPS.

Often, such voluntary cooperation is preferred since it does not require much administrative efforts and overheads. Also, because of absence of formalities, voluntary actions are good for testing ideas and services. Later, when its benefits have been demonstrated, the service may be formalized, for example, to make it independent of individual persons and in order to guarantee the durability of the service.

Role of interstate agreements

Often, the importance of interstate agreements is overestimated, or the absence of such agreements is used as an excuse for allegedly not being able to establish a CPS.

Indeed, as the analyses of European-wide CPS has shown, interstate agreements may help to facilitate CPS implementation, for instance, by providing some kind of legal basis or by encouraging stakeholders to develop services. However, interstate agreements do not automatically generate ideas for services for a border region - especially not solutions that are tailored to the respective border region. Ideas must always evolve in a bottom-up process, and there must be dedicated actors in the border regions who will pick up and develop these ideas. Ideally, however, these actors also recognize the development potentials that opened up through existing interstate agreements, or in the absence of such agreements, recognize when interstate agreements are necessary in order to realise their ideas. In fact, numerous CPS have already been developed in Europe without the existence of interstate agreements.

Annexes

A.1 Survey respondents

The following stakeholders responded to the online survey (column contact: OS) or were directly contacted by the project team (column contact: PT) (status: 15 March 2018):

Table 0.1. Online survey: respondents from Region Sønderjylland-Schleswig.

Organisation	Type of Institution	Name	E-mail	Contact
Aabenraa Musikskole	Publically owned enterprise (local / regional)	Edna Rasmussen	er@aabenraa.dk	OS
Berufsfeuerwehr Flensburg	Fire brigade	Rainer Blass, Carsten Herzog	berufsfeuerwehr@flensburg.de	PT
HiT-ID: Deutsch-dänische Hochtechnologieplattform für innovative Krankheitsforschung	Hospitals	Jan Mollenhauer	jmollenhauer@health.sdu.dk	PT
Landesbetrieb für Küstenschutz, Nationalpark und Meeresschutz Schleswig-Holstein (LKN.SH)	Government	Kirsten Boley-Fleet, Detlef Hansen	Kirsten.Boley-Fleet@lkn.landsh.de Detlef.Hansen@lkn.landsh.de	PT
Malteser Krankenhaus Flensburg	Hospital		Krankenhaus.flensburg@malteser.org	PT
Polizeiposten Harrislee	Police		Harrislee.pst@polizei.landsh.de	PT
Region Sønderjylland-Schleswig	Euregio (or similar)	Alexander Roeder	ar@region.dk	OS
Region Sønderjylland-Schleswig	Euregio (or similar)	Andreas Ott	aot@region.dk	OS
Stadt Flensburg	Local administration	Harald Siemen	HSI@112interreg.eu	OS
Sydtrafik	Publically owned enterprise (local / regional)	Sydtrafik	post@sydtrafik.dk	OS
Universität Flensburg	University	Bern Möller	Bernd.moeller@uni-flensburg.de	OS
University of Southern Denmark, Centre for Border Region Studies	University	Martin Klatt	mk@sam.sdu.dk	OS

A.2 Stakeholder interviews

The following three stakeholder interviews have been conducted to obtain information on current CPS:

Table 0.2. List of stakeholder interviews.

Interviewee	Organisation	Date	Place
Peter Hansen	Region Sønderjylland-Schleswig	21 March 2018	Padborg
Christoph Maier	DRF Luftrettung Niebüll	22 March 2018	TI
Peer Holdensen	Stadtwerke Flensburg	23 March 2018	TI

TI = Telephone interview

The interviews were conducted along guiding questions. In addition, the interviewees were given the possibility to answer the question in writing.

A.3 Workshops

Two workshops have taken place on 11 June 2018 and 12 June 2018 at the Regionskontor and Infocenter in Padborg, Denmark, focussing on the future CPS needs of the region (Chapter 5). The workshop on the 11th June focussed on health issues, while the workshop on the following day focussed on labour market issues. Workshop results have been embedded into Chapter 4 (present CPS) and Chapter 5 (future CPS).

The general scope of both workshops were:

- Getting inspired by results on CPS in Europe compiled by the ESPON CPS project, thereby
- Getting to know good examples/practices in the two policy areas;
- Identify the needs of resident population in the Danish and German parts of the case study region;
- Identify what kind of services already happen without policy interventions (for instance, dental treatments);
- Discussing the most recent political developments and objectives and policy options for interventions;
- Identify and agree about obstacles

A.3.1 Workshop on health care

This workshop was labelled “*Exchange about the establishment of new or the further development of existing cross-border public services in the health sector*”. All relevant regional stakeholders in health care were invited to take part (Figure 0.1). The workshop programme was a mixture of presentation (morning session) and group work (afternoon sessions). The group work was further divided into a first sub-session on the collection and identification of ideas and wishes, and a second sub-session to discuss obstacles and problems (Figure 0.2).

Following is the workshop agenda:

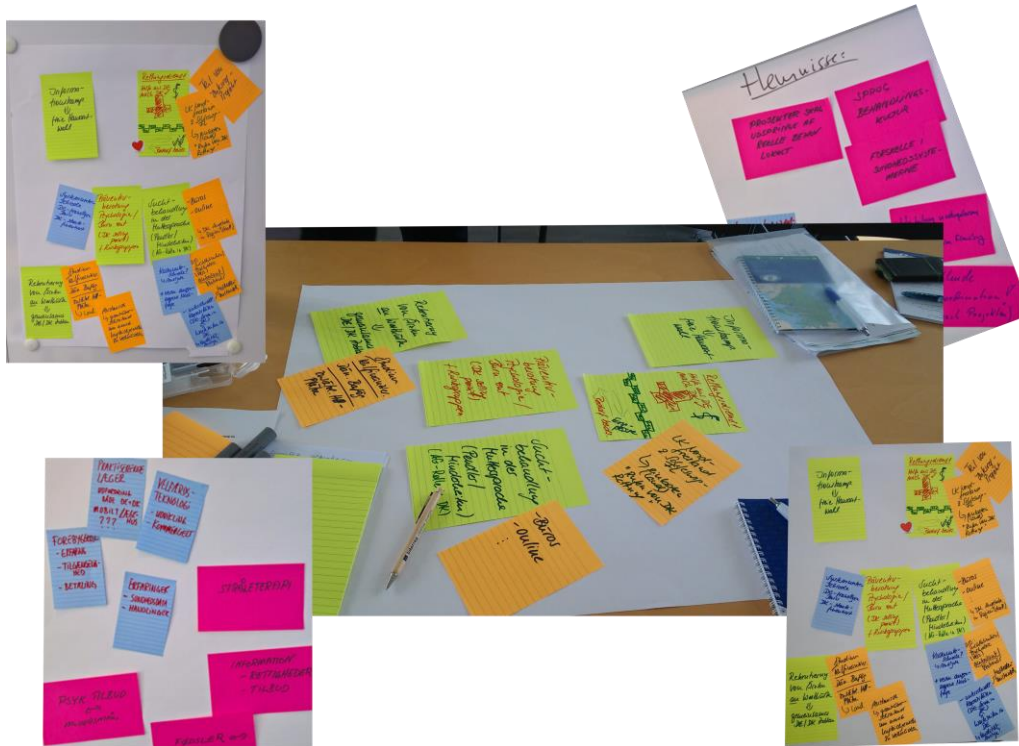
- 9:30 – 10:00 Uhr** **Registration and coffee**
- 10:00 – 10:20 Uhr** **Welcome and introduction**
Peter Hansen
- 10:20 – 10:45 Uhr** **Current findings from ESPON CPS project**
Carsten Schürmann
- 10:45 – 12:00 Uhr** **Cross-border cooperation in the health sector. Political framework conditions and good practice examples from Europe**
Sabine Zillmer
- 12:00 – 12:45 Uhr** **Lunch break**
- 12:45 – 13:00 Uhr** **Introduction to group work: Existing health care CPS in Region Sønderjylland-Schleswig**
Carsten Schürmann
- 13:00 – 13:45 Uhr** **Needs and wishes of border residents in health services**
Group discussion
- 13:45 – 14:00 Uhr** **Coffee break**
- 14:00 – 14:45 Uhr** **Debate on existing barriers and political options**
Group discussion
- 14:45 – 15:10 Uhr** **Synthesis: results of group discussions**
Sabine Zillmer und Carsten Schürmann
- 15:10 – 15:15 Uhr** **Closing remarks and outlook**
Peter Hansen
- 15:15 – 15:30 Uhr** **Workshop end and networking opportunities**

Figure 0.1. Participants of the health care workshop.



Photo: Sabine Zillmer

Figure 0.2. Discussion groups - flipchart results.



Photos: Sabine Zillmer and Carsten Schürmann

A.3.2 Workshop on labour market

This workshop was embedded into the general regular meeting of the heads of the job agencies of the Region Sønderjylland-Schleswig. Consequently, there was less time available for this workshop than for the health care workshop the day before. This workshop was labelled “Towards an integrated Danish-German labour market in the border region.”

After two short presentations, a general discussion about needs, wishes, and obstacles followed. The workshop agenda was as follows:

- TOP 1: Challenges in the Danish-German border areas for an integrated labour market (Carsten Schürmann)
- TOP 2: Cross-border job placement as solution: good examples from other border regions (Sabine Zillmer)
- TOP 3: Feedback from Danish-German border region (discussion)
- TOP 4: How should a successful job placement look like? Cornerstones for job placement in the Danish-German border region (Peter Hansen)
- TOP 5: General discussion and exchange
- TOP 6: Synthesis and outlook (Peter Hansen)

A.4 List of policy areas and fields of intervention

Table 0.3 gives a complete overview about policy areas and the assigned fields of interventions that were identified in the CPS inventory.

Table 0.3. 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

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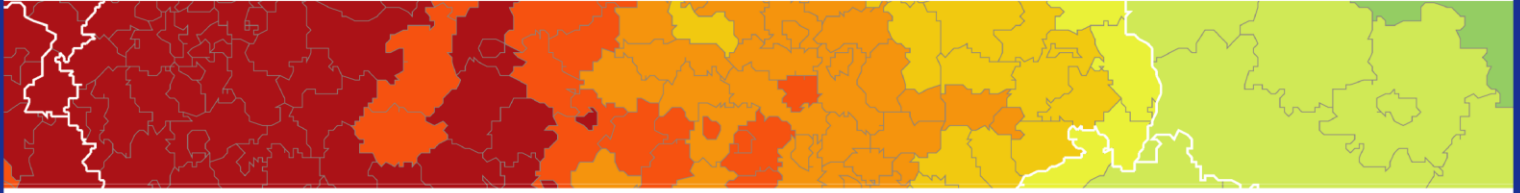
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