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Inspire Policy Making with Territorial Evidence

Transnational Observation

Mission-oriented cross-border functional areas



Mission-oriented cross-border functional areas

Regional impact distribution of Interreg cross-border cooperation programmes

The ESPON project 'Territorial Impact Assessment for Cross-Border Cooperation' was a targeted analysis tasked with the development of a methodology to assess the territorial impact of Interreg cross-border-cooperation (CBC) programmes across the EU in an ex post setting. The project was driven by the programme stakeholders' need for evidence on the impact of their programme as contribution to the programme evaluation. As no territorial impact assessment methodology existed targeting specifically this issue, the project developed a new methodological proposal, which was tested by using case studies:

- Interreg V-A Germany – The Netherlands
- Interreg V-A Sweden – Norway
- Interreg V-A Romania – Bulgaria
- Interreg V-A United Kingdom – Ireland (Ireland – Northern Ireland, Ireland – Scotland)
- Interreg V-A Spain – Portugal (POCTEP)

The case studies represent a selection of Interreg CBC programmes in terms of geographic and thematic scope. The results of the studies show a differentiation in terms of thematic and territorial impact. Some CBC programmes experience higher impacts in areas in which other programmes register a rather lower or average impact. For example, RO-BG and ES-PT programmes noted higher impact in the area of cultural and natural heritage while the SE-NO programme observed a rather weaker impact. Similarly, SE-NO and RO-BG programmes noted high impact regarding cross-border labour mobility. Similarities can be found in the CBC programmes' positive impact on cross-border cohesion and governance as illustrated by DE-NL and ES-PT. Interestingly, however, the DE-NL programme has noted a weak impact on the mind-set and awareness of citizens in relation to Interreg and cross-border institutions. In the case of DE-NL and RO-BG programmes, weaker impact was also registered in relation to some aspects of administrative capacities and administrative cooperation such as the cooperation of tax authorities, obstacles in respect to taxes and social security (DE-NL) and the capacity of administrations providing public services (RO-BG).

The regional distribution of impacts of a programme or policy and the regionalisation of data and information is a crucial element in any territorial impact assessment. The case studies revealed, however, that an attempt to pinpoint all impacts down to the lowest foreseen geographical resolution (i.e. NUTS3 in this case) is often not useful for capturing some of the impacts of CBC programmes. Some case studies could not produce a territorial differentiation either for the whole or part of the programme area or noted a differentiated territorial impact (DE-NL, ES-PT), either due to the unavailability of data or to the fact that such a differentiation was not sensible given the impact of the programme. Other programmes identified slightly higher impact in more economically developed areas (RO-BG), or urban areas (SE-NO) or in rural areas (UK-IE).

These findings are supportive of the notion that territorial impact is a function of a specific project intervention logic that can assume very different territorial perimeters as subsets of the territorial coverage of a CBC programme. This paper is designed to serve the discussions on perimeters of functional areas during the ESPON workshop 'Metropolitan and cross-border functionality: definitions, examples and methodologies for post-2020 programming' (14 November 2019 in Prague). The starting point of the above workshop is the idea that the marginal social and economic impacts of a CBC programme are functions of marginal investments in cooperation actions that take place in territorially diverse settings including cross-border public goods, services, law enforcement and governance, ecology and environmental market failures, supply chains, markets and factors of production. Therefore, the focus is on cooperation and the value of 'super-additivity', i.e. the notion that value creation based on the union of disjointed actions is greater than the sum of values of these actions separately. The territorial perimeters of such 'super-additive' value may often be perceived as negligible. Hence, every project intervention logic capable of producing a 'super-additive' value with high social and economic marginal benefits has a unique functional area in territorial terms. To test this assumption, the programmes participating in the ESPON project 'Territorial Impact Assessment for Cross-Border Cooperation' were invited to present in this paper what they consider as the best case where their project missions (e.g.

removing barriers, fixing malfunctions and inefficiencies, internalising negative externalities, promoting positive externalities, etc.) delineate a functional area. What this experiment reveals is an interesting mix of territorial perimeters as a function of wildlife migration, vessel inspection, the use of public goods and services in 'Eurocities' as well as social care spill-overs and cross-border standardisation of community paramedic services. These examples are summarised here for the purpose of discussions in Prague.

Wildlife migration

Erik Hagen, Interreg Sweden-Norway

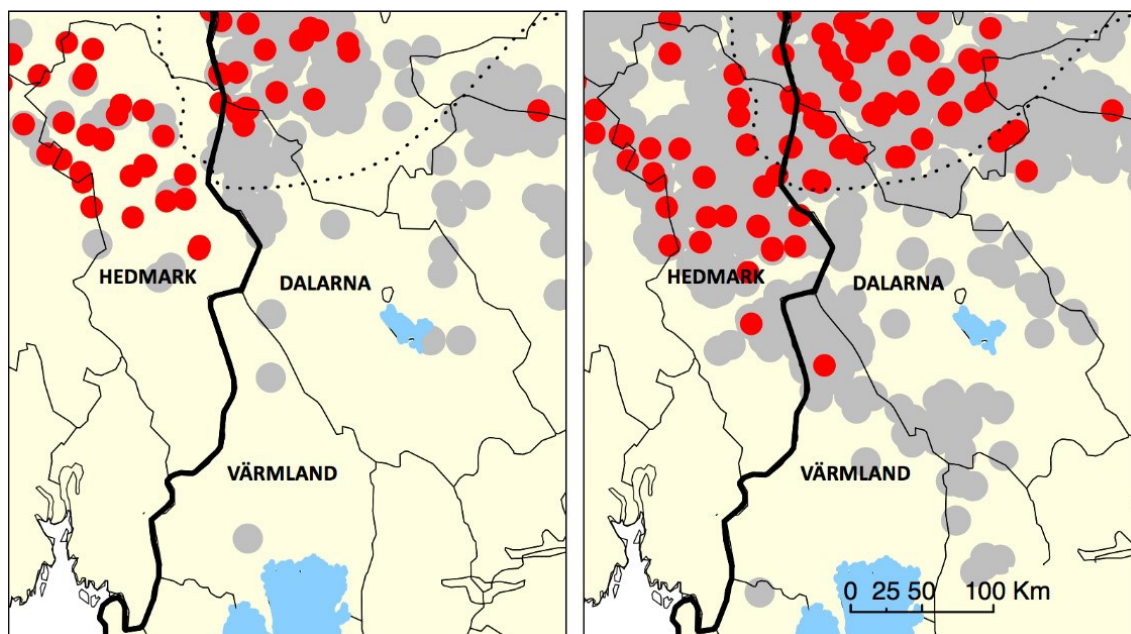


Figure 1: The maps show the expansion of wolverines during the recent decade, with grey dots indicating observations and DNA-samples, and red dots indicating known breeding events.

Boreal forests provide the basis for important parts of Inner Scandinavia's cultural heritage, forestry and moose hunting which are of great economic and cultural value in the region. During the last decades, the moose population in the region has varied greatly among areas as a result of altered harvesting regimes, forestry practices, and the return of large carnivores. Large carnivores now form part of the region's natural heritage. Where the natural and cultural heritages intersect, conflicts arise, such as human-carnivore competition for game, wolf-killed hunting dogs and damage to forest stands in areas of high moose densities.

Over the past four years, important changes have happened in Inner Scandinavia. A 50% drop in moose harvests in parts of the region has coincided with an increased wolf density and the return of wolverines. However, there are great knowledge gaps regarding the effects of various factors on the moose harvest, the consequences of a denser wolf population, and the ecology of forest wolverines.

Whereas wildlife moves freely across administrative borders and may cover several administrative units, management is still based on administrative areas. In inner Scandinavia, moose, wolves and wolverines are distributed across the national borders and transborder moose migration leads to an uneven distribution of income from the moose harvest and costs from browsing damage to forest stands. Management is inadequately coordinated between the countries and largely focuses on individual species rather than a multispecies or an ecosystem approach. Good ecosystem management is based on mutual dialogue across administrative borders at different spatial scales, allowing for mutual agreement on how to manage wildlife and forests. To achieve this, there is a great need for knowledge that addresses challenges in cross-border management of moose and carnivores, and increased dialogue and interaction across the national borders.

The overall goal of GRENSEVILT is to provide a solid base for a better transnational, inclusive, conflict-reducing multispecies management of moose, wolves and wolverines in Inner Scandinavia. The project will have two main components:

1. Building a science-based, management-relevant knowledge base to elucidate border-related issues regarding interactions between the cultural and natural heritage in Inner Scandinavia. The project fills knowledge gaps that have consequences for transborder management of moose and carnivores. These knowledge gaps include the effects of transborder moose migration, the factors affecting moose populations, the predation on moose by a higher-density wolf population, wolverine ecology and its influence on the moose population, and the effects of humans and wolves on the return of the forest wolverine.

2. Extensive networking and communication to facilitate transnational, inclusive, conflict-reducing wildlife management. The main activity is the creation of a resource group representing Swedish and Norwegian landowners, managers, local communities, researchers, and stakeholders. This network is a forum for open dialogue between stakeholders about current barriers to the transborder management of moose and carnivores. Based on shared knowledge and dialogue, the resource group explores possible future scenarios for a better management of wildlife.

Through a combination of new knowledge, networking and increased dialogue across the border, GRENSEVILT reduces border barriers and leads to a more unified, integrated cross-border management of wildlife, and increased understanding among the target groups regarding cultural and natural heritage and the integration of different stakeholder perspectives in the integrated cross-border management. The project brings increased expertise in wildlife research and management in Inner Scandinavia which will be transferrable to other border areas in Scandinavia and across Europe.

GRENSEVILT is a collaboration between the Inland Norway University of Applied Sciences and the Swedish University of Agricultural Sciences.

For more information:

<https://grensevilt.weebly.com/> and <https://www.facebook.com/grensevilt/>

Reducing inefficiencies in vessel inspection

Marcela Glodeanu, Interreg V-A Romania-Bulgaria

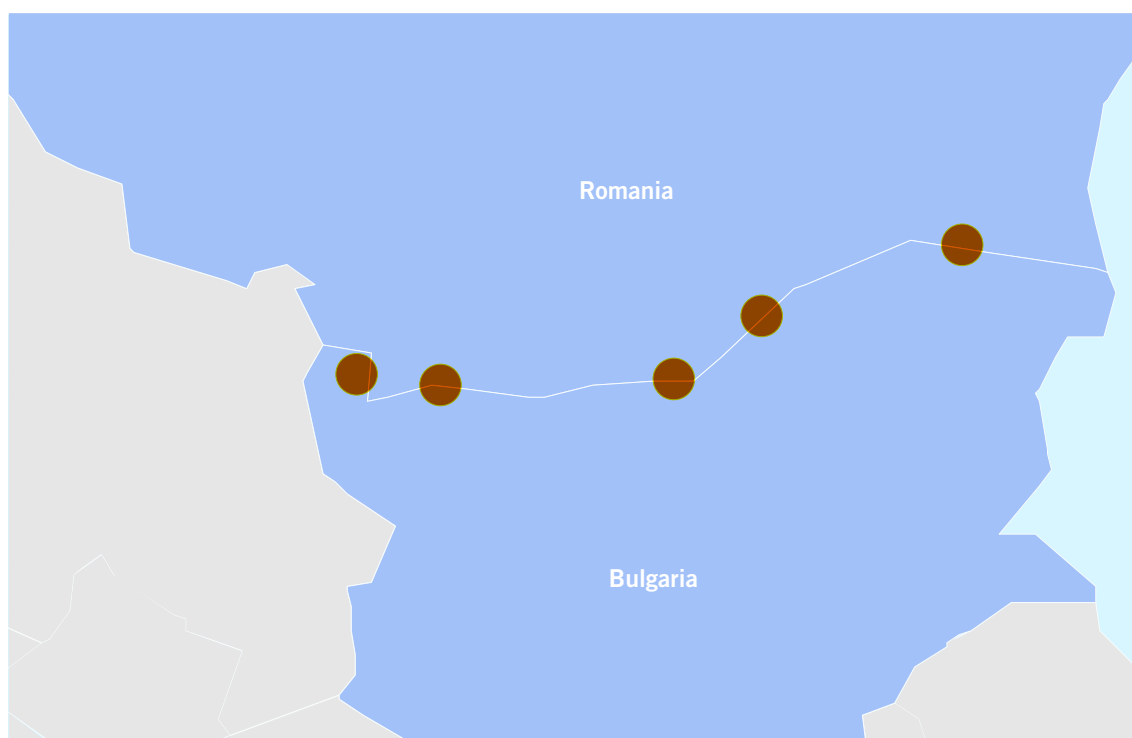


Figure 2: Places where ship inspections are carried out through the DANrISS system by EAMA

The DANRiSS Project – ‘Development of common database and legal framework for ship inspections for the common Bulgarian-Romanian stretch of the Danube River with an interface with the national River Information Service (RIS)’ is financed under Interreg V-A Romania-Bulgaria Programme and is jointly implemented by the Bulgarian Executive Agency “Maritime Administration”, as lead partner, and the Romanian Naval Authority.

The DANRiSS Project was launched on 11th May 2017, in line with the principles of the EU 2020 Strategy of smart, sustainable and inclusive growth and in direct response to one of the specific objectives of the EU funded INTERREG V-A Romania-Bulgaria Programme for increasing cooperation capacity and the efficiency of public institutions in a cross-border cooperation context. The main goal of the DANRiSS Project is to achieve an increased level of coordination between the Bulgarian Executive Agency Maritime Administration (EAMA) and the Romanian Naval Authority (RNA) regarding the river supervision regime in the common Bulgarian-Romanian stretch of the Danube River.

The objectives of DANRiSS project are:

- The development of common inland water transport rules on the Danube for the Romanian/Bulgarian sector and the avoidance of duplicated ship inspections and the mutual recognition of the results of inspections performed by the other authority;
- To improve communication between the authorities and to develop procedures to be followed by both authorities in ship inspections;
- To develop a common database with the results of the inspections and related follow up.
- The analysis of the success of DANRiSS project is a good opportunity to extend best practice which is able to:
 - increase the harmonisation of ship inspection practices and to reduce the time spent by ships in ports;
 - reduce the risks of pollution and to increase the possibilities of monitoring the impact of inland water transport on the environment.

The main results of the project so far are:

- A joint agreement on the inland waterway vessel inspections on the common Bulgarian-Romanian stretch of the Danube River has been signed by the two partners. This agreement creates the legal framework for optimal and harmonised supervision in the field of navigation performed by the competent authorities in Bulgaria and Romania.
- Specific and harmonised rules for navigation set within the project have increased the level of security of navigation and ensured the synchronisation and enhancement of navigation signaling and the alignment of control and inspection procedures upon ship arrival/departure.
- An integrated system for ship inspection (electronic database software package and equipment) has been installed and configured. The system provides a technical and organisational pilot support for performing day-to-day tasks in the field of ship inspections.

The project activities have contributed to the strengthening of the institutional functionality of the two administrations by overcoming the obstacles related to the mutual information exchange on the inspection of ships visiting inland waterways ports on the common Bulgarian-Romanian stretch of the Danube River. Thus, the DANRiSS Project is reinforcing the task efficiency of both institutions regarding the control and monitoring of the navigation and optimising the existing mechanisms and creating new mechanisms for joint cross-border solutions.

The project reduces the administrative burden for both business and the public sector and saves financial resources, time and workforce. Furthermore, the results achieved have a long-term impact at local and regional level, affecting social, economic and environmental issues.

More information:

<http://www.interregrobg.eu/en/>

Reducing inefficiencies in vessel inspection

Marcela Glodeanu, Interreg V-A Romania-Bulgaria

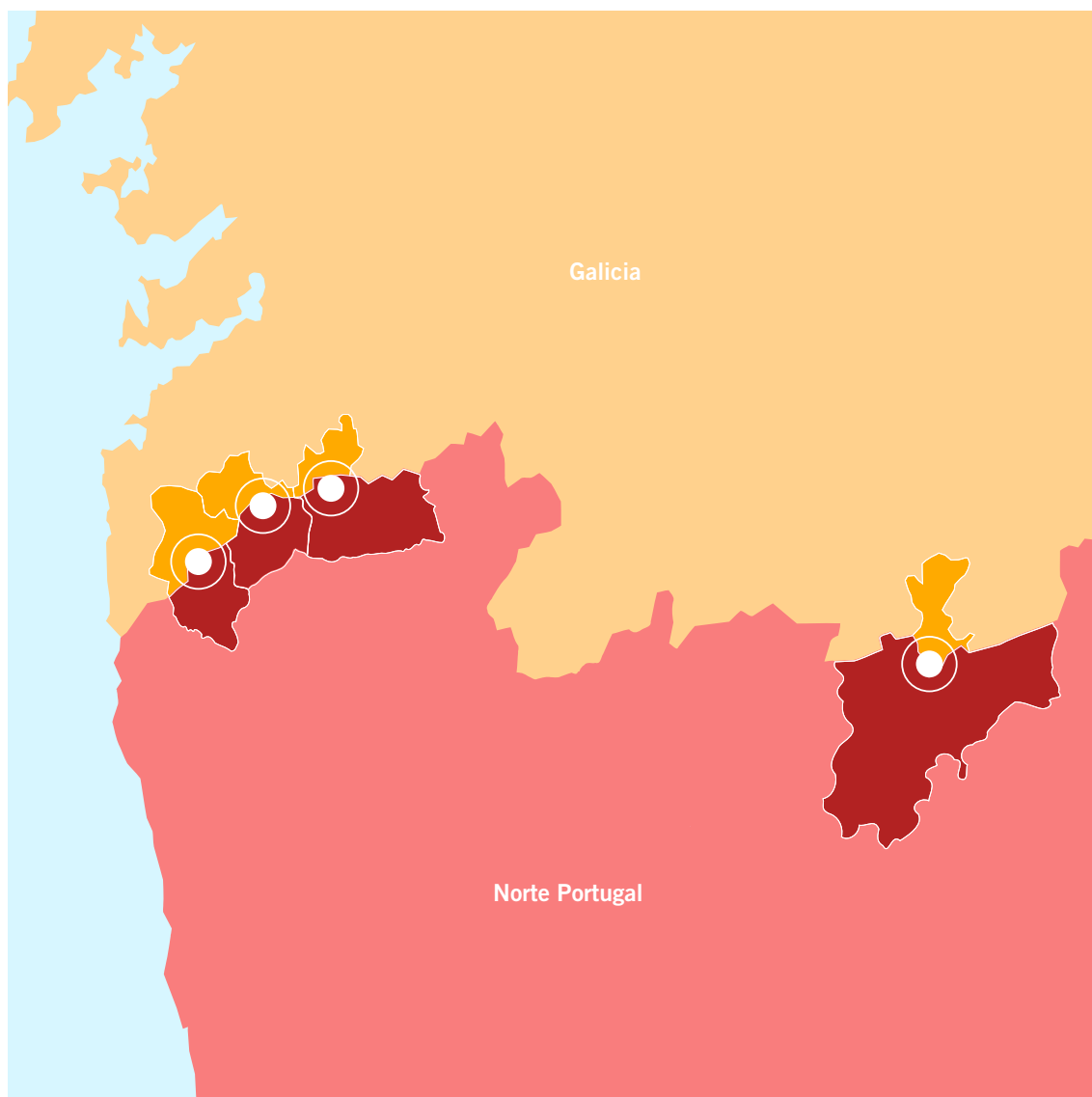


Figure 3: Examples of Eurocities collaborating with Galicia – Norte Portugal EGTC (GNP, EGTC)

The Interreg V-A Spain-Portugal (POCTEP) in the area Galicia-North Portugal has been supporting many projects related to cross border cooperation among municipalities from each side of the border. There are many 'Eurocities' that are twin cities separated just by the border, in this area. A 'Eurociudad' or 'Eurocity' is a term used to express the cooperation protocols or agreements, signed and developed, between two cross border cities that are close to each other and wish to cooperate. However, it does not imply a common legal personality.

The Galicia – Norte Portugal EGTC (GNP, EGTC) has been collaborating with all of the 'Eurocities' for some time with Tui-Valença, Chaves-Verín, Salvaterra-Monçao and Cerveira-Tomiño as the main examples. GNP, EGTC's collaboration with them is focused on fostering social and institutional cohesion and improving the living standards of local people that are sometimes affected by the 'border effect'.

Taking advantage of proximity enables enhanced cross-border cooperation which can involve developing actions for joint use of public services and facilities (cultural, sporting and even health facilities) and setting up common public agendas for sport and culture or cooperation in education. Thus, Cross Border Public Services (CPS) are being financed by Interreg. There are some examples of pilot projects for cross-border participatory budgeting or providing cross-border citizenship through a 'Eurocity' card (to use in municipal

services such as a library or a theatre). Other activities involve the modernisation and simplification of CPS management through online interactive solutions. However as cross-border dynamics increase so new problems also emerge.

Simplifying cross-border mobility that hinders free movement of young people crossing the border to carry out cultural, sports or educational exchanges

Local agreements improve access to services for the population but in an incomplete way. For example, it has been agreed that sports or cultural facilities could be used by citizens from both sides of the border. But in fact, it is not valid for all target groups. This is the case in Vila Nova da Cerveira-Tomiño where the difficulty of transporting young students (young people travelling without their parents/tutors) has been highlighted. In fact, the transport of minors across the border raises problems of an administrative nature all along the border between Spain and Portugal that cannot be overcome by the local authorities and hinders current and future cooperation. The problem is that whenever school groups cross the border without the presence of their parents, specific authorisations are required (time and even money consuming procedures) by the authorities of both countries. For Portugal this entails a declaration, signed by both parents or guardians, which is then duly certified by an official authority in the presence of the parents in front of a notary or a solicitor. While free in Spain, in Portugal this declaration costs between 10 and 30 euros and is often only valid for one trip.

Currently, a minor crossing the border (possibly just 200 meters) without his/her parents to go to a swimming class, needs the same authorisation as is needed to travel for one month to Poland or any other Schengen area country. This means that there are no school trips from Portugal to Spain and limited trips from Spain to Portugal. Therefore, this is a major barrier to sharing and delivering public services and facilities such as swimming pools, libraries, nursery or music schools, etc.

This administrative obstacle to travel for young people has been selected under the 'Advice Cases' of the 'b-solutions' initiative. 'B-solutions' is a two-year long initiative to tackle legal and administrative border obstacles along EU internal borders promoted by the European Commission's Directorate-General for Regional and Urban Policy (DG REGIO)

The GNP, EGTC's project "Simplifying cross-border mobility that hinder free movement of minor people crossing borders to carry out cultural, sports or educational exchanges", aims, aligned with 'b-solutions', at tackling those legal and administrative border obstacles along the Spain-Portugal border. Under the project, which has the support of a legal expert, the obstacles identified have been accurately defined in a clear and systematic way and possible solutions have been put forward outlining the legal framework from which to proceed to overcome the barrier. Many meetings and interviews with local, regional and national administrations and key local stakeholders have taken place, involving institutions from Spain and Portugal such as the police, the civil guard, national administration representatives, as well as local governments; schools, and parent teacher associations.

More information:

<https://www.b-solutionsproject.com/>

Social care spill-overs

Barbara Lugthart, Interreg Deutschland-Nederland

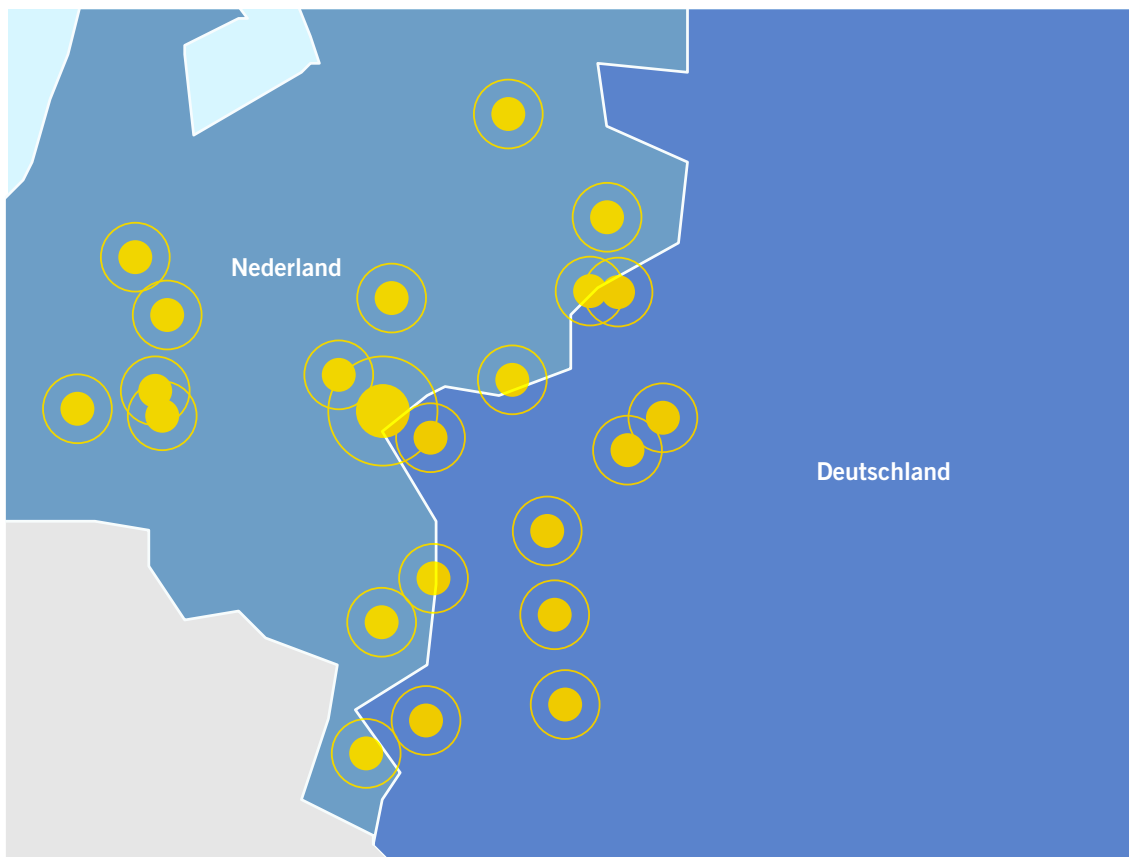


Figure 4: Connected villages in the KRAKE project

The consequences of demographic developments are becoming more and more noticeable in the Dutch-German border region: double ageing¹, a decrease in the younger population and the population as a whole. Facilities in small villages are decreasing and the vitality and appeal of these villages are at stake.

Within the KRAKE-project, this problem is tackled by connecting Dutch and German villages that offer unique services and/or knowledge that other villages might lack. Regions face comparable challenges, but strategies to tackle these issues differ.

Generally speaking, German villages often approach an issue in a process-oriented manner, whereas Dutch villages generally prefer using practical, quick solutions. Combining these different approaches, experiences and ideas, creates a region of functionality and brings the region as a whole forward. The village of America is a good example of functionality within the project. This village has experience with the concept of a 'village-supporter'. This supporter acts as a connecting link between residents, care providers, the municipality and other professionals and provides an accessible contact point for mostly care-related questions. During the project, information was exchanged about this concept which led to other villages starting up the same concept in their village as well. The function of 'village-supporter' was used in one village, information was shared with others, and the function itself was introduced in more villages.

More information:

<http://project-krake.eu/de/>

¹ 'Double ageing' refers to the fact that more people are living longer while fewer babies are being born, resulting in an increase in the median age. In 1950 the world population had a median age of 24, by 2050 it will be roughly 38.5. This indicates a significant shift in the age structure of societies.

Another example, shared with other villages, is the concept of ‘village cooperation’, relieving board members of existing associations of their administrative tasks so that they can focus on their core tasks and bring value to the village. Instead of exchanging knowledge and following good examples, some villages even cooperatively implemented ideas brought forward such as a joint application for a subsidy for a village supporter or the joint setting up of a care market where professionals present their products and services in the area of care so elderly people can stay living at home longer.

Cross-border standardisation of the scope of practice for Community Paramedics

McCandless John, Interreg Northern Ireland – Ireland – Scotland (UK – Ireland)



Figure 5: Pilots of the the cross-border ‘Community Paramedic’ project

By bringing together the national ambulance services of the Republic of Ireland, Northern Ireland, and Scotland, the cross-border ‘Community Paramedic’ project aims to improve rural access to healthcare in the pilot regions. It is part of the Co-operation and Working Together (CAWT) suite of health and social care projects funded by the EU’s INTERREG VA programme and is a collaboration between three national ambulance services: the Scottish Ambulance Service, the Northern Ireland Ambulance Service and the National Ambulance Service in Ireland

Community paramedicine is a new and emerging care model which responds to the challenge of increasing numbers of patients being transported to hospital Accident and Emergency (A&E) and Emergency Departments despite the fact that some of the patients could be treated in their homes or community without attending hospital. However, implementing the project in three regions with different health care models required different approaches while retaining collaborative working between the three ambulance services who have developed a new and standardised scope of practice for Community Paramedics to deliver similar care in each jurisdiction under the governance of one project.

The project provides specialist training to ambulance staff so that more patients can be assessed and treated at home or in their community without the need to travel long distances to the nearest hospital

where they could potentially experience long waiting times before being treated. The specialised training has been developed in partnership with Glasgow Caledonian University.

To date, this has proved extremely beneficial for vulnerable older patients living in isolated, rural areas, across all three regions. It has also helped to free up time, resources and much-needed bed space amongst a number of hospital A&E services, Emergency Departments and Acute Medical Assessment Units. At present the project is being piloted in Buncrana in Ireland in County Donegal; Clones in County Monaghan; in Northern Ireland in Castlederg in County Tyrone; and the Mid Argyll area of Western Scotland.

In addition to providing Community Paramedic training, the project funding is being used to invest in new rapid response vehicles for the pilot areas in the ambulance regions. These vehicles are also fitted out with the specialist equipment needed to provide care to patients in their homes or their community.

Project results

The project is still underway, but the key findings achieved so far are very positive. The service is delivering treatment to patients in a much more acceptable timeframe especially for old and frail patients (see below). Furthermore, the hospitals benefit from the easing of pressures on busy hospital departments. For example, a total 2,655 eligible patients benefitted from the project services to March 2019. Out of this total, 2,318 (87.51%) of patients seen and treated by the Community Paramedics did not need to attend an A&E or Emergency Department. Prior to this project in Ireland and Northern Ireland all of these patients would have been stabilised and transported to hospitals.

So far, the most vulnerable group of patients seen and treated by the Community Paramedics are those in the age range of 81-90 years old which illustrates that the pilot project provides an example of good practice when dealing with ageing rural communities.

The implementation of the project is demonstrating that high volumes of chronic illness patients can have their care delivered outside of hospitals in their homes and communities by trained Community Paramedics. Therefore, the project supports the implementation of the strategy of the three regions of shifting chronic illness care from acute hospitals into patients' homes and communities which creates capacity in the acute services to deliver enhanced care.

More information:

https://ec.europa.eu/regional_policy/en/projects/united-kingdom/community-paramedicine-brings-more-efficient-healthcare-to-rural-scotland-and-ireland



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ESPON 2020

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The ESPON EGTC is the Single Beneficiary of the ESPON 2020 Cooperation Programme. The Single Operation within the programme is implemented by the ESPON EGTC and co-financed by the European Regional Development Fund, the EU Member States and the Partner States, Iceland, Liechtenstein, Norway and Switzerland.

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978-2-919795-01-7

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Published in November 2019