

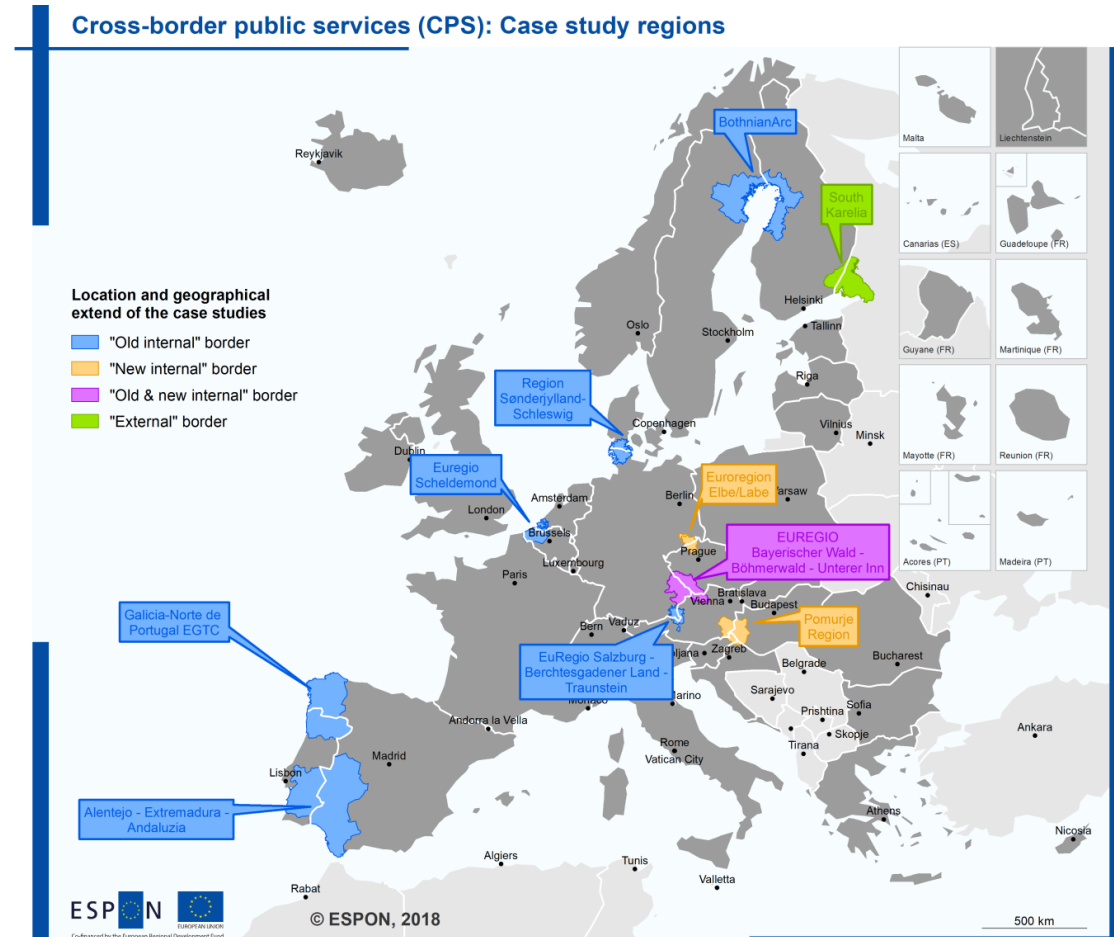
Potentials of Cross-border Public Services for Hungarian and neighbouring border regions

CESCI Webinar on Results of ESPON CPS targeted analysis project

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12 November 2019

ESPON CPS – the project (Nov 2017 – Nov 2018)

- **EU-wide overview** of cross-border public services (CPS) across policy fields, territories and main features
- Targeted analysis to support involved stakeholders (10 border regions) through
 - ... a **stock-taking of territorial needs and persisting border obstacles** hampering the development of CPS;
 - ... an **identification of potentials for further CPS development** to cope with everyday border problems and major challenges;
 - ... an **exchange of experience** on public service provision practices



What are CPS?



CPS – A new instrument?

Cross-border Public Services ...

- ... are no new instrument
- ... first services already implemented in the 1960s...
- ... boost in services in the 1990s with launch of Interreg programmes
- ... but still CPS are not well known among regions
- ... until recently, no common definition of the concept of CPS and of the number and scope of services were available
- ... that's why ESPON launched the empirical study on CPS in Europe

What are CPS?

Any CPS ...

- ... covers a specified **cross-border area**
- ... addresses a **shared problem** or **development opportunity**
- ... has a **target group on both sides of the border**
- ... is **non-discriminatory** to access
- ... includes **actors from both sides of the border**
- ... is **publicly organised** and delivered either directly or via a concession
- ... is **publicly financed**
- ... is not limited to a specific timeframe (i.e. not a “one-off project”)

Added value for border regions

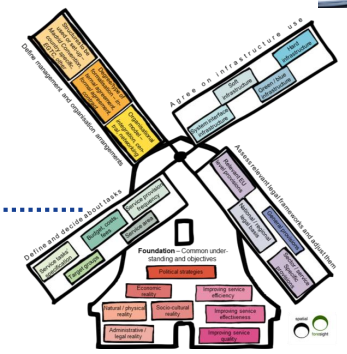
CPS enhance functionality in border areas by

- ... contributing to **reducing negative border effects**
- ... contributing to **better connections**
- ... supporting **cross-border flows** of people
- ... creating (thematic) **functional areas**
- ... contributing to raise **awareness** of **cross-border possibilities** (e.g. in terms of work and labour markets, health care, recreation, education, technical infrastructures etc.)
- ... addressing **gaps** in **domestic service provision**
- ... making service provision less costly and raise its **efficiency**, thereby helping to maintain services in border areas with low population densities
- ... **sustaining Interreg projects**

Structure of today's webinar

- CPS along Hungarian borders and in Europe
- CPS in different policy fields (transport, health, waste, e-government)
- *CPS development and implementation*
- *CPS & Interreg*
- CESCO: Legal Accessibility Initiative

- Room for questions after each section
- Focus within/between sections can be adjusted according to your interest



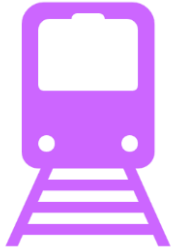
CPS along Hungarian borders and in Europe



25 existing CPS along Hungarian borders



Vienna-Bratislava-
Rajka



Graz-Szenothárd
Bruck/Leitha-Győr
Zalaegerzeg-Hodos
Komárom/Esztergom-
Komarno/ Štúrovo



Flood management Leitha/Latja



Nature parks / biosphere reserves:
Őrség-Raab-Goricko
Drava, Mura and Danube
Neusiedler See / Fertő-Hanság
Novohrad-Nógrád Geopark



Water supply in
region of Vienna,
Győr, Bratislava, Sopron,
Eisenstadt



Job seeker support
Pomurje region



Esztergom hospital



Telemedicine
Csongrád-Arad
Szeged-Timișoara








CBC area



Joint fire brigades
in Pomurje Region

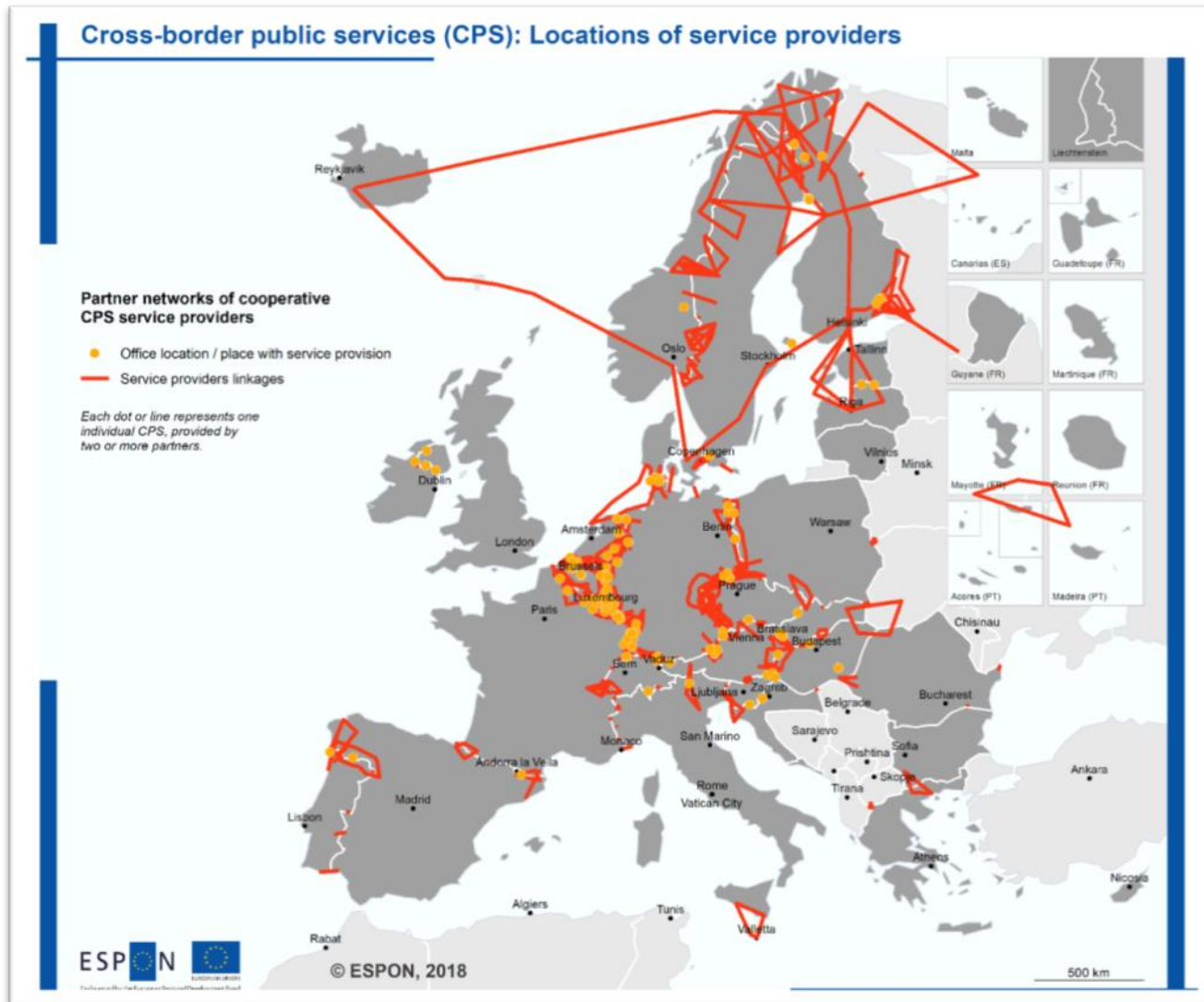
Spatial distribution

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

- 1 Most CPS are bilateral in nature
- 2 But also examples for trilateral or multi-national CPS exist
- 3 CPS with non-EU countries possible
- 4 Geographical focus towards west



Comparison with other EU borders



- **CPS inventory:** total of 559 CPS
- **Highest densities** along borders between the 6 founding EU Member States and in Nordic countries

Hungarian border with ... *	CPS
Austria	11
Slovakia	7
Romania	4
Slovenia	3
Croatia	1
Ukraine	1
Serbia	0

* *double counting of some CPS as they cover more than one border*

Themes and policy fields addressed by CPS

CPS along Hungarian borders:

- CPS address many policy fields ...
- ... but focus on rather “simple” CPS (i.e. CPS in environment or transport)
- Some fields are so far not addressed at all

Policy fields	Share (%)	
	Europe	Hungarian borders
Environment protection	20.6	32.0
Civil protection, disaster management	20.4	8.0
Transport	18.1	24.0
Healthcare and social inclusion	11.1	16.0
Education and training	9.8	8.0
Spatial planning, tourism and culture	9.5	4.0
Labour market and employment	5.0	8.0
Citizenship, justice, public security	4.7	./.
Communication, broadband	0.9	./.
Sum	100.0	100.0

Target groups

- CPS may address **unspecific** as well as very **specific target groups**
- One CPS may address **different target groups** at the same time (example: cross-border trains address workers, tourists, apprentices etc)
- Direct beneficiaries and end users can be different
- Target groups may also be involved as actors and/or service providers

Target groups	Share (%)	
	Europe	Hungarian borders
Public authorities	19.9	9.1
Tourists	13.6	15.9
General public	13.3	6.8
Pupils, students and apprentices	12.1	11.4
Cross-border workers	11.7	18.2
Job seekers	11.3	18.2
Economic actors	6.9	2.3
People requiring medical / permanent care	4.9	9.1
Researchers	2.6	2.3
Other stakeholder groups	2.1	6.8
Other person groups	1.6	./.
Sum	100	100

CPS in transport



CPS in transport (appr. 18% of all CPS):

Services

- Cross-border **bus lines, trams**, regional and rapid urban **trains, ferries** and cable cars
- **Specialized PT services** (like touristic steam trains, hiking buses)
- Joint **icebreaker** services

Tickets & Infos

- Cross-border public transport **tickets** and integrated PT **fare systems**
- Joint public transport **internet platform** (information, ticketing, sales, service hotlines etc.)

Planning & Managem.

- Joint **authorities** for public **transport planning** and PT service delivery
- Joint **traffic management centres**

Good practice example on ticketing – Elbe-Labe ticket

Needs

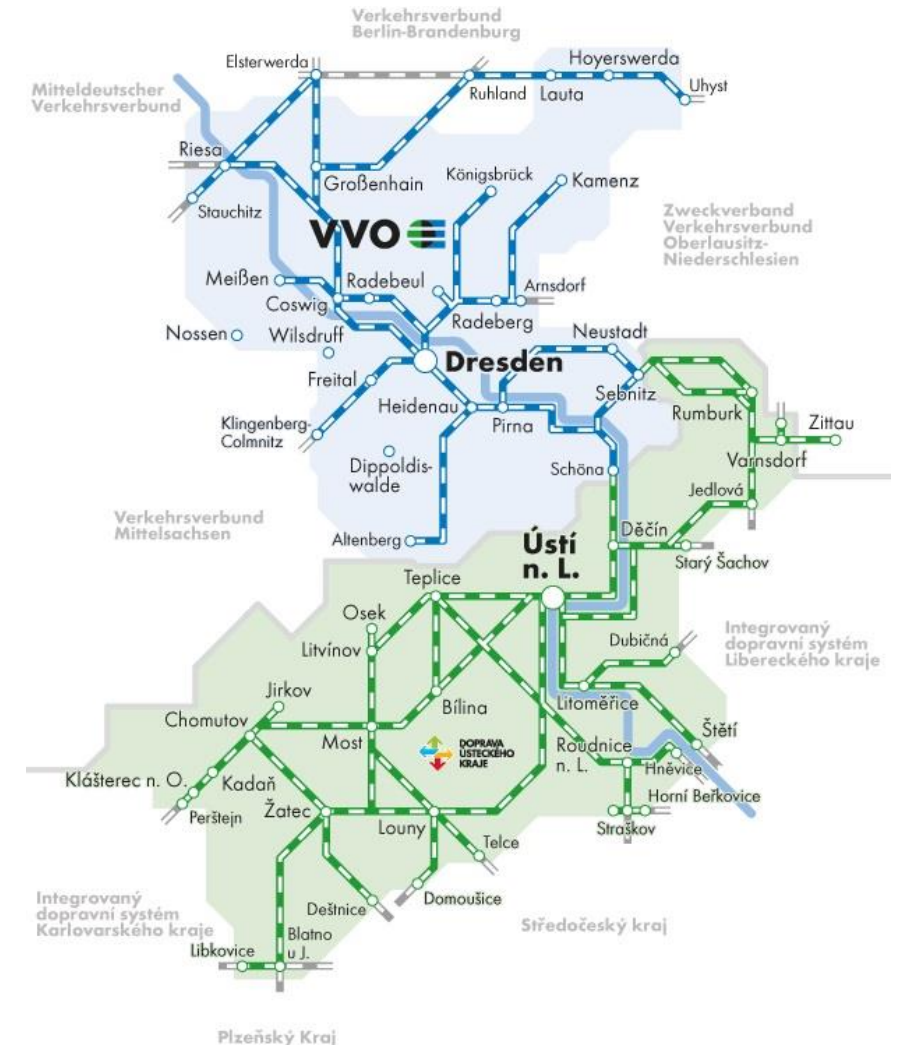
- Addressing strong cross-border dimension of shopping & leisure activities (national park) of local population & tourists
- Easing cross-border use of public transport

Legal & administrative framework

- Contract between transport associations
- Each association offers the joint tickets

Results

- Increasing ticket sales since introduction
- Extension of ticket variety (e.g. family day ticket)



<https://www.vvo-online.de/de/tarif-tickets/tickets/elbe-labe-129.cshtml>

Legal backgrounds applied individually

Example	Legal challenges & solutions
Tram Strasbourg-Kehl (DE-FR)	<ul style="list-style-type: none"> ■ Different <i>security prescriptions & insurance requirements</i> for infrastructure – tailor made solution
Eurodistrikt-BUS for cross-border workers (DE-FR)	<ul style="list-style-type: none"> ■ EC cabotage regulation limits the use – <i>Special regular service</i>
Ilztalbahn line in Bavarian Forest (DE-CZ)	<ul style="list-style-type: none"> ■ As local link does not imply border-crossing of domestic rail services & is operated for <i>historical interest/ tourist value</i> no application of EU regulations/directives
Elbe-Labe Ticket (CZ-DE)	<ul style="list-style-type: none"> ■ Fragmented transportation company structure in CZ – foundation of single <i>transport association</i> in CZ region
Geneva joint transport authority (CH-FR)	<ul style="list-style-type: none"> ■ <i>Public-law based institution</i> based on Karlsruhe Agreement on cross-border cooperation

Specific financial solutions applied

Example	Financial challenges & solutions
Tram Strasbourg-Kehl (DE-FR)	<ul style="list-style-type: none"> ▪ <i>Ticket sales</i> finance provision & <i>deficits shared</i> proportionally
Eurodistrikt-BUS for cross-border workers (DE-FR)	<ul style="list-style-type: none"> ▪ <i>Joint funding</i> of involved districts/departements & EGTC & <i>ticket sales</i>
IlztalBahn line in Bavarian Forest (DE-CZ)	<ul style="list-style-type: none"> ▪ <i>Interreg project</i> for infrastructure; <i>fund-raising</i> of non-profit association; <i>local public</i> funding & <i>train tickets</i>
Elbe-Labe Ticket (CZ-DE)	<ul style="list-style-type: none"> ▪ <i>Ticket sales</i> finance provision / transfer depending on sales & internal distribution to transport providers ▪ Economic disparities – <i>different price levels</i> for tickets bought in CZ and DE & limits to validity
Geneva joint transport authority (CH-FR)	<ul style="list-style-type: none"> ▪ <i>Administration fees</i> shared among member ▪ <i>Costs for bus lines</i> borne by relevant partner

CPS in waste management



CPS in waste management:

Sewage water

- Cross-border **sewage water treatment plants**
- Cross-border **drainage systems** and measures
- Cross-border **sludge disposal** and incineration

Waste

- **Energy production from green waste** (fermentation)
- Cross-border waste disposal sites
- Cross-border waste collection services

Planning & Managem.

- Cross-border management of wastes

Good practice example on sewage – RHV Greater Salzburg

Needs

- Improve cost-efficiency of sewage treatment – topography, size of settlements
- Upgrading service in terms of quality / capacity

Legal & administrative framework

- Bilateral contracts between municipalities & sewage treatment plant on cross-border transferral of sewage

Results

- Required costly sewage network connections (topography)
- Positive financial impact on treatment plant & cost savings in comparison to other options (e.g. modernisation)



Source: Reinhaltverband Großraum Salzburg

Waste related CPS – Legal & financial frameworks

Legal frameworks	Financial frameworks
<ul style="list-style-type: none"> Contractual based deliveries (waste water, energy, re-use of heat waste) 	<ul style="list-style-type: none"> Fees by households for service delivery / users of service
<ul style="list-style-type: none"> Joint plants (different legal forms) with shareholders on both sides of the border 	<ul style="list-style-type: none"> Transferral contracts defining fees for transfer of sludge...
<ul style="list-style-type: none"> Cross-border climate protection <i>strategy enabling a designated commission to implement energy CPS</i> 	<ul style="list-style-type: none"> Sharing of infrastructure / <i>maintenance costs</i>
<ul style="list-style-type: none"> <i>Interstate agreements</i> providing framework for bilateral contracts 	<ul style="list-style-type: none"> Association <i>membership fees</i>
<ul style="list-style-type: none"> ➤ EU guidelines on sludge etc. disposal 	

CPS in health



CPS in health sector (appr. 11% of all CPS):

Services

- Cross-border **hospitals** and cooperation of hospitals or of specific hospital units
- Joint **telemedicine/telediagnostic** services
- Provision of cross-border emergency **rescue services** (ground-based & helicopters)
- Specific health care services for elderly and kids
- **Exchange of personnel/experts** and **sharing of equipment/joint procurement**

Agreements

- **Cross-border health zones** and patient **information services**
- Cross-border **health partnerships**
- **Networks to promote and certify treatments**

Research

- Cross-border **health observatory**
- **Joint assessment** of (radiological) **data**
- High technology **platform** for **innovative disease research**

ZOAST (Zones Organisées d'Accès aux Soins Transfrontaliers) "MRTW-URSA" (BE-FR)

Needs

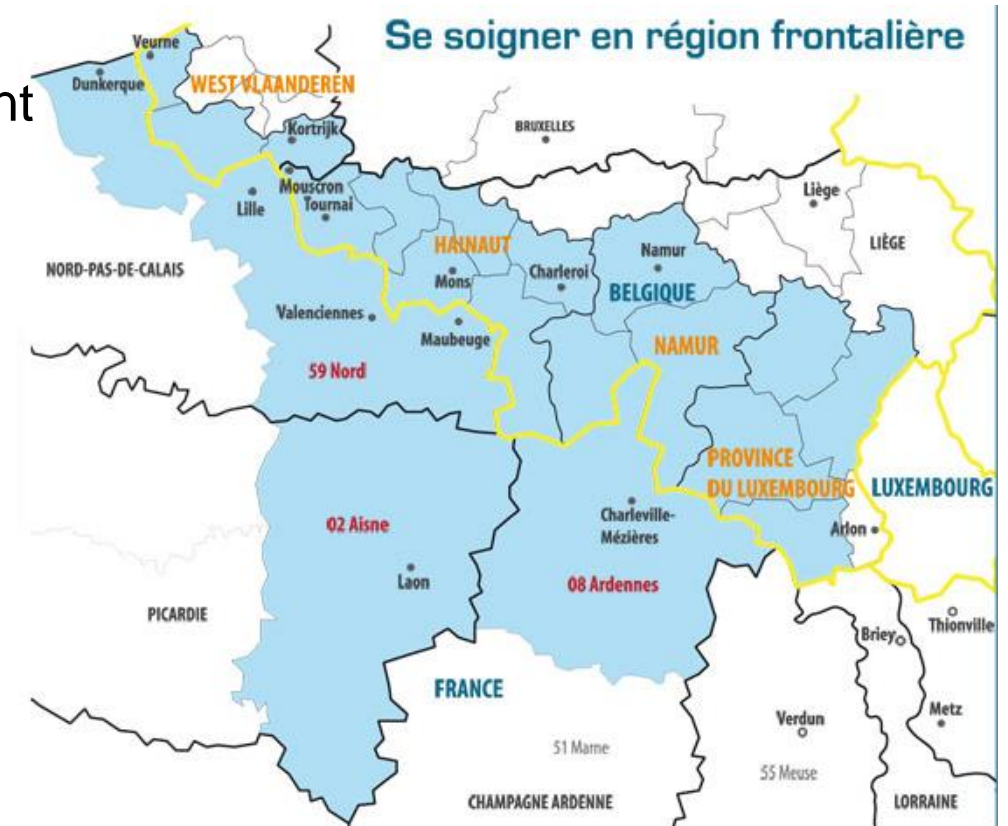
- Provide same conditions for population independent of commuting
- Reduce social costs & develop complementarity

Legal framework

- Several steps to build legal basis:
 - Regulation 883/2004
 - FR-BE framework agreement on health care cooperation
 - Individual convention for each ZOAST
 - Step-wise formulation of targets
 - Agreements between insurances, health offices & hospitals

Results

- Close-to-home treatment without previous authorisation & further cooperation initiated



<http://ofbs.dims.fr/accueil.html>

Health related CPS – Legal & financial frameworks

Legal frameworks	Financial frameworks
<ul style="list-style-type: none">➤ Considerable influence of EU directions & regulations	<ul style="list-style-type: none">■ <i>Interreg project</i> for infrastructure
<ul style="list-style-type: none">■ <i>Interstate agreements / conventions</i> enabling concrete action	<ul style="list-style-type: none">■ <i>Treatment costs covered by respective health insurance</i>
<ul style="list-style-type: none">■ <i>Cross-border conventions</i> between involved parties (out- / in-patient treatment, emergency...)	<ul style="list-style-type: none">➤ <i>Cost differentials</i> require early inclusion of health insurances
<ul style="list-style-type: none">■ <i>Joint institution</i> is rare	

CPS in e-government



CPS in e-governance:

Planning & Monitoring

- **Incident control** and **crisis management center**, **dispatch centers**
- Cross-border **spatial planning body**
- Cross-border **spatial** and **statistical observatories**
- Joint **geographical information system** and **geodata infrastructure**

Web

- **Spatial planning portals**
- Cultural and touristic **websites**

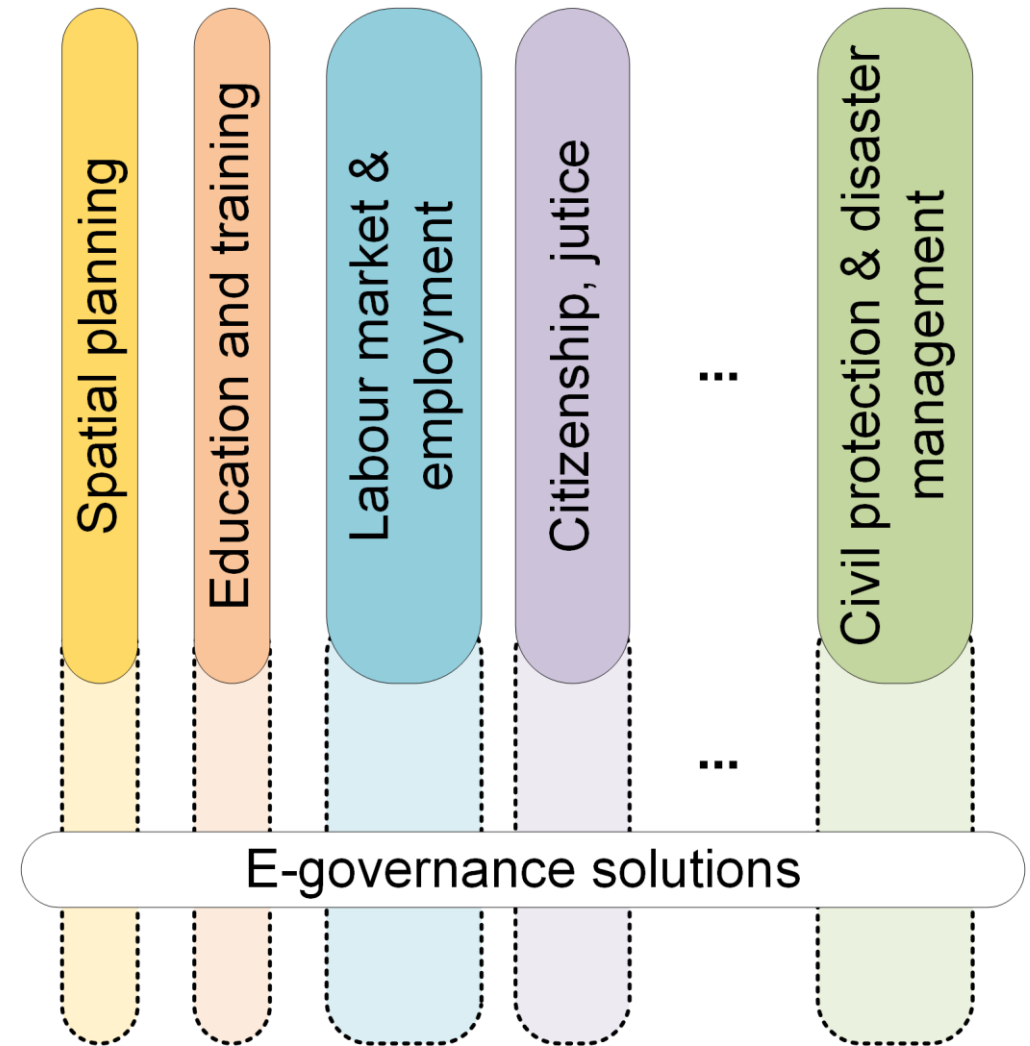
Administration services

- Cross-border **digital file system**
- **Border InfoPoints** (digital offers)
- **Citizenship card**, family passes and touristic cards
- Joint authorities to provide **municipal services**
- Cross-border **business support units**

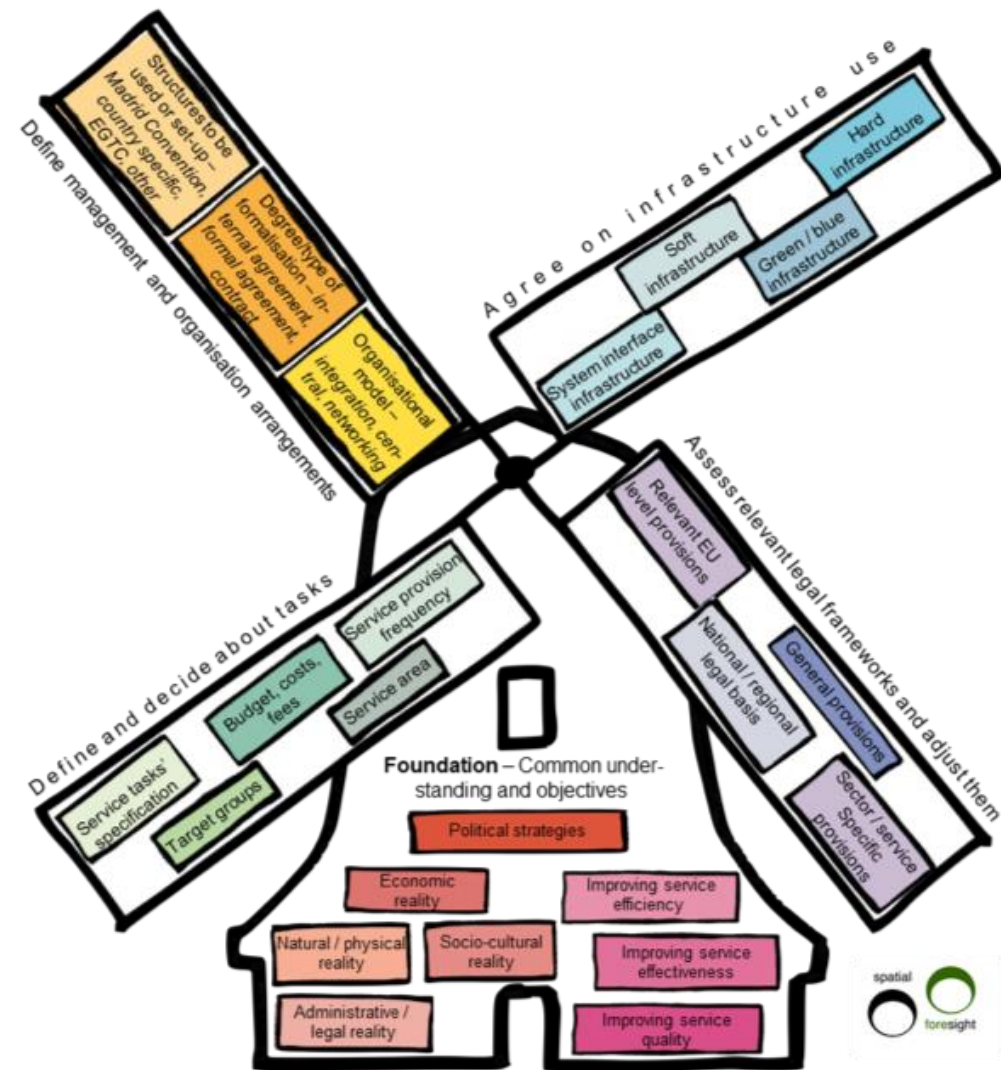
E-governance: instrument for all themes

E-governance ...

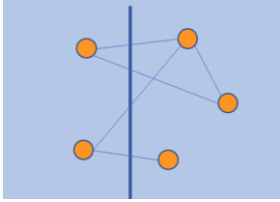
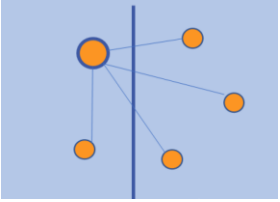
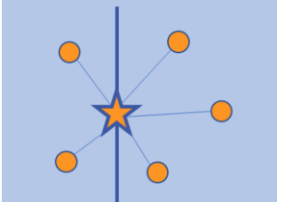
- is no policy field per se
- solutions can be part of CPS in various policy fields
- solutions may improve work and collaboration of public authorities as such, but e-governance solutions may also address the general public
- facilitating technologies are no CPS, but services they offer may be (part of) a CPS



CPS development & implementation



Implementation models

Model	Networking model 	Centralised model 	Integrated model 
Delivery			
Management			

CPS Building Blocks

Common understanding

- Objectives & border realities

Define and decide the tasks

- e.g. target group, service area, fees

Agree on infrastructure use

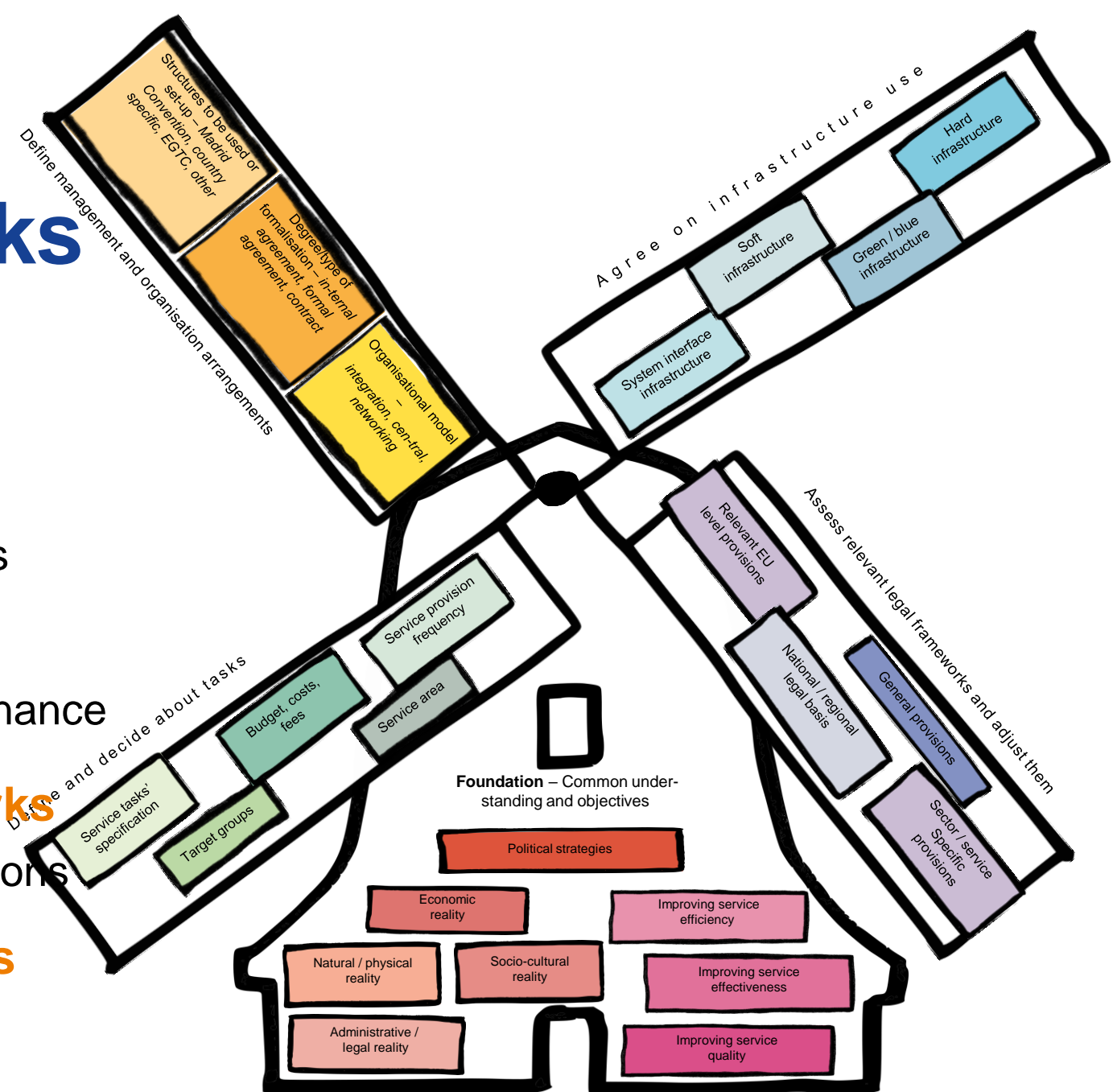
- e.g. normative frameworks, maintenance

Assess and adjust legal frameworks

- e.g. EU, national or regional provisions

Define management arrangements

- e.g. degree of formalisation



You are not alone – typical challenges

Mobilising stakeholders

Unbalance distribution of benefits

Assessing effects of CPS

Assessing CPS demand

Price / service levels differ

Quality standards / norms differ

Scarce budgets

Cost differentials

Lack of (clear legal basis)

Cultural / language barriers

Unclear competences or changes of responsibilities

Changing external factors

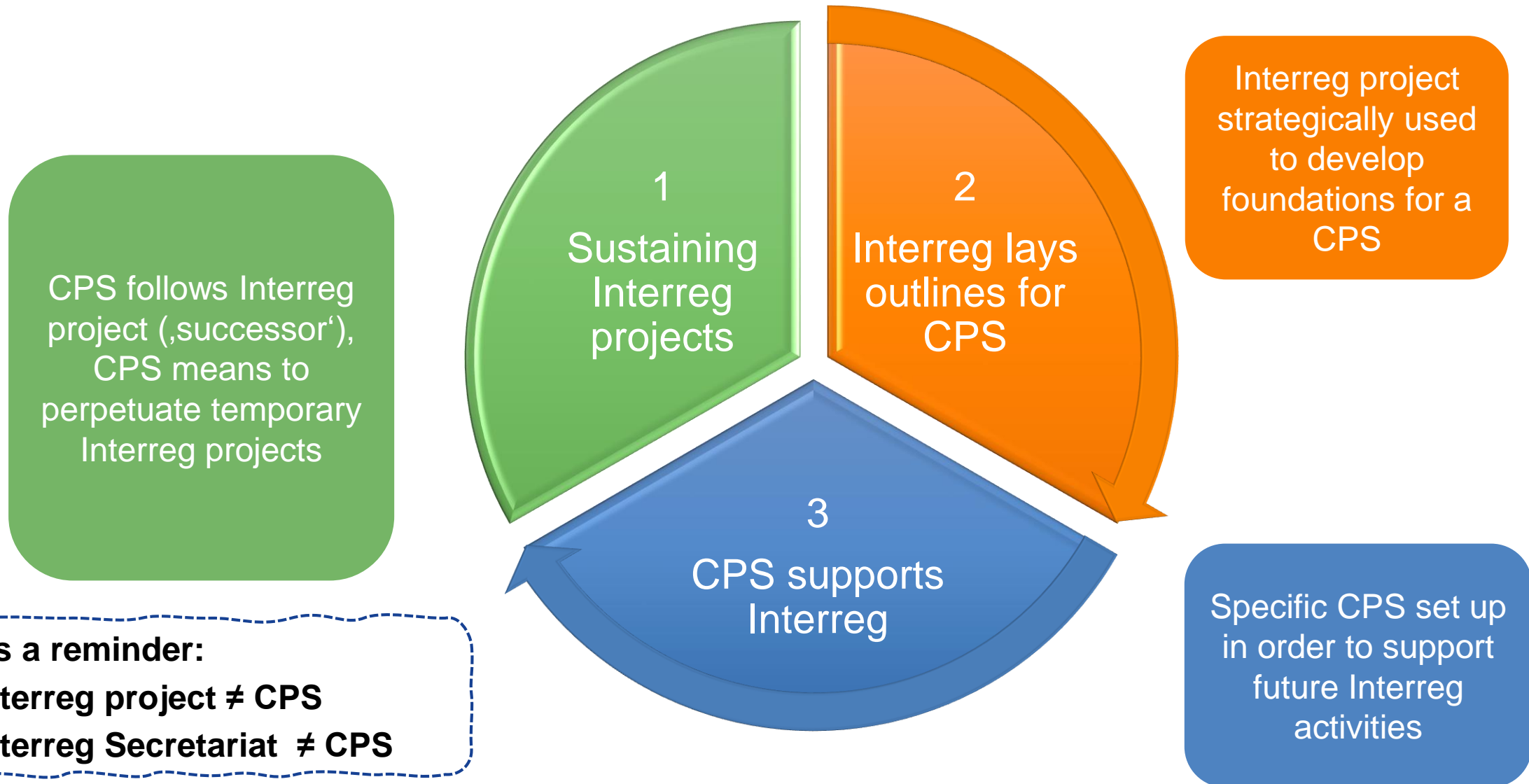
Differentiating domestic & cross-border services

➤ **Several potential solutions for each challenge**

CPS & Interreg



Relations between CPS & Interreg projects



New Interreg regulations

Possibilities to use Interreg support to establish CPS or to use CPS to sustain Interreg projects within the “5+1” policy priorities

- PO 2 – Energy and risk prevention
- PO 3 - Transport
- PO 4 – Health and education
- Interreg PO – Governance

New regulations stress the importance of “functional linkages” within border regions. CPS could be an instrument to strengthening/establish such functional linkages.

Interreg as facilitator for networks: Precondition & impact of CPS

Networks as precondition

Network as impact

Objective: Implementation of a CPS

Seeking actors at both sides of a border

Existing networks = Nucleus for CPS development

Joint development of the services

CPS = „Materialization “ of the network

Intuitive individual CPS development

Development of further CPS

Development of new networks

Strengthening of functional cross-border connections

Products by „ESPON CPS“

For further support & apart from 'standard' ESPON output ...

- 29 good practice fact sheets in 8 thematic fields
- Practical guide for CPS development
- 10 case study reports on existing & future CPS

ESPON website:

www.espon.eu



Inspire Policy Making with Territorial Evidence

// Thank you.

Contact info for further support:

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