

ESPON



Co-funded by
the European Union
Interreg

Cross-border Public Services in Europe – an EU-wide inventory

Le « Directeur général transfrontalier »

Nicolas Rossignol, ESPON EGTC
Strasbourg, 3 March 2023

ESPON in a nutshell

ESPON is an EU-funded programme that supports authorities responsible for development policies with territorial evidence and data



What is ESPON?

ESPON is an EU-funded programme that bridges research with policies. We provide territorial analyses, data and maps to :



support EU development policies and, particularly the Cohesion Policy, with facts and evidence.



help public authorities to benchmark their region or city, identify new challenges and potentials, and shape successful development policies for the future.



All our content is publicly available on our website to download and use it.

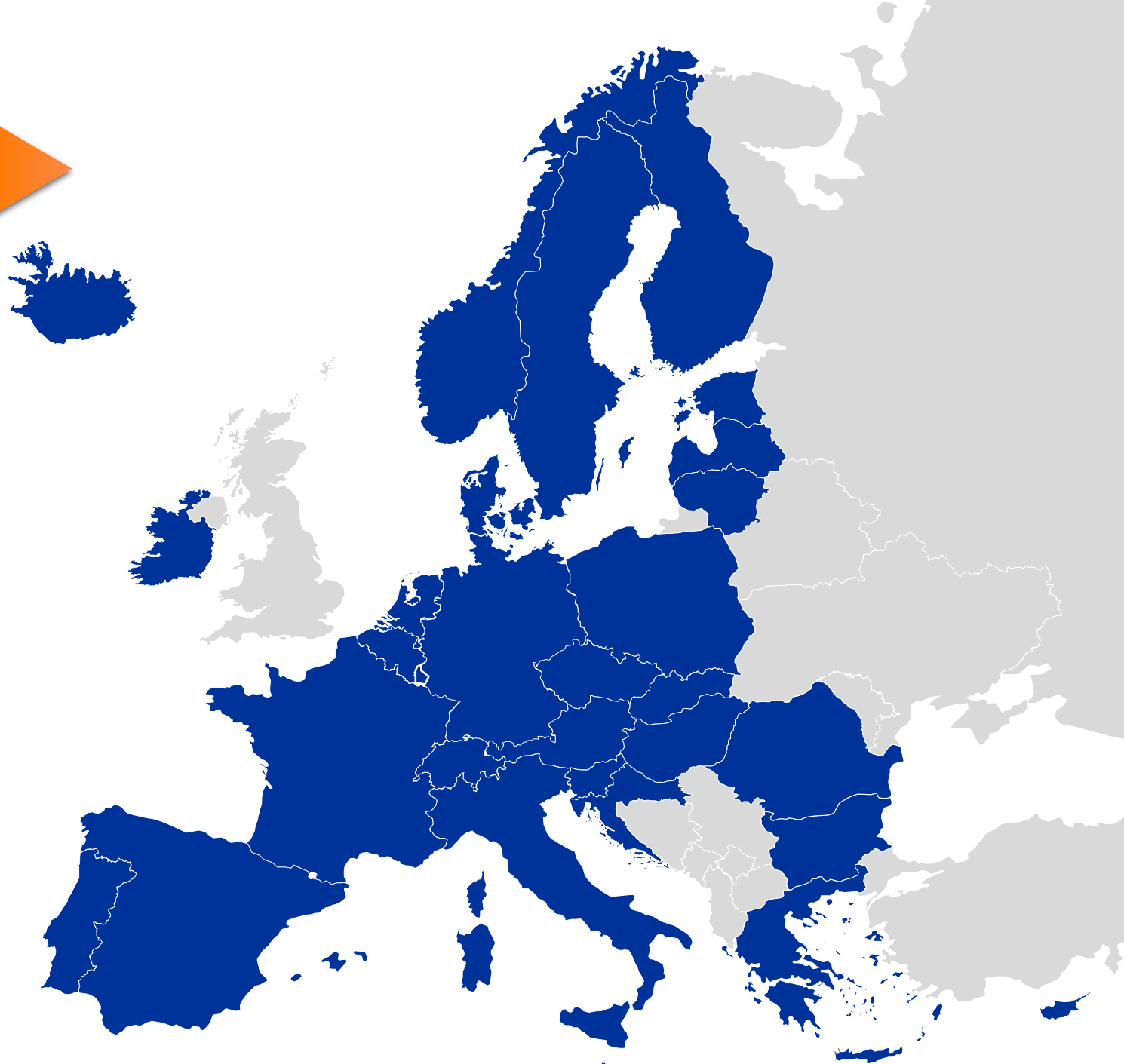
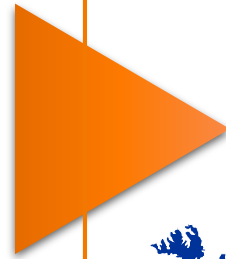
www.espon.eu

How is ESPON governed?

All 27 EU member states and 4 partner states (Iceland, Liechtenstein, Norway and Switzerland) participate in ESPON programme and co-finance it.

As every EU funded programme, ESPON is managed by a Managing Authority, which is the Ministry of Energy and Spatial Planning of Luxembourg.

The main programme activities are implemented by the **ESPON EGTC (European Grouping for Territorial Cooperation)**, which is a structure jointly created by the state of Luxembourg together with the three Belgian regions of Flanders, Wallonia and Brussels Capital.





Who funds ESPON?

The total budget of ESPON for the programming period 2021-2027 is EUR 60M, whereof the EU contribution is 80% (EUR 48M) and the contribution of the 27 member states is 20% (EUR 12M). In addition, the ESPON 2030 Programme receives support of EUR 1,685M from the 4 Partner States (Iceland, Lichtenstein, Norway, Switzerland).

What ESPON does?

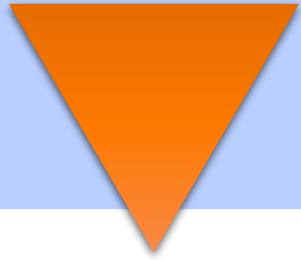


ESPON creates evidence and knowledge. We develop studies based on the needs of European public authorities at all levels. Any local, regional or national authority as well as an EU institution can inform us about policy support needs and become an ESPON stakeholder.

Our studies have a territorial focus, which means that our analyses are adjusted to the specificity and needs of the people and the places we are looking at.

For the ESPON 2030 Programme, our studies and events are clustered within the so-called **Thematic Action Plans (TAPs)**

Thematic Action Plans



Approved – first activities to be launched in 2022

Identified – to be proposed from 2023 onwards



**Climate
neutral
territories**



**Governance
of new
geographies**



**Places
resilient
to crises**



**Perspective
for all people
and places**



**Living, working
and travelling
across borders**



**Smart
connectivity**

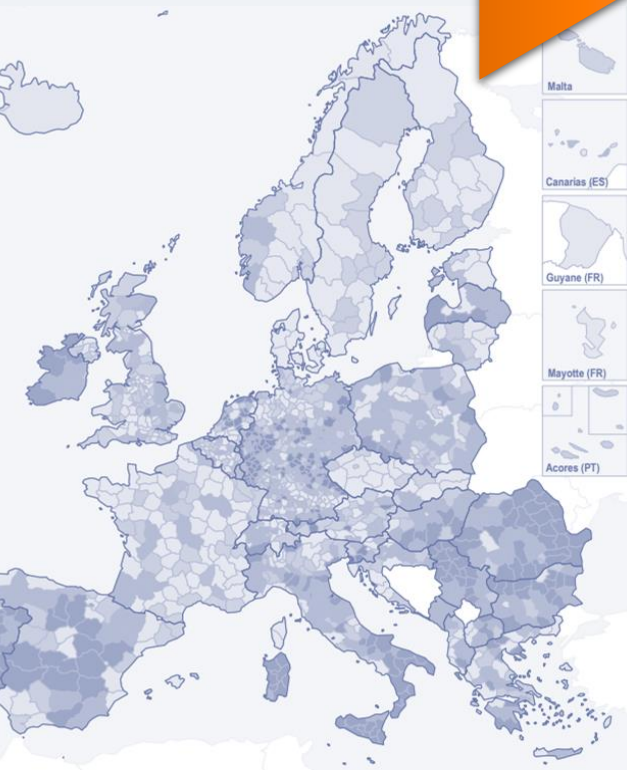


**European
territories in
global
interactions**



**Adapting to
the impacts
of climate
change**

How ESPON support is delivered?



Depending on the intended use, we deliver research results in different formats



Study reports
comprehensive presentation of research results
Publications
research conclusions via e.g. policy papers, atlases etc.



Interactive maps and dashboards
to illustrate the main findings of our research
Open Datasets
ready and available for all to download and



Storymaps
long, but easy to read articles enhanced with interactive maps, dashboards and visuals from the ESPON portal
Blog posts
short, easy to read articles on a specific topic



Podcasts and videos



TerritoriALL magazine
magazine articles – where we present opinions of influential policymakers and researchers

How ESPON support is delivered?



Regularly, ESPON organises events to transfer the accumulated knowledge and facilitate interaction and networking.



ESPON seminars - in cooperation with the running presidency of the EU Council and focusing on its thematic priorities



ESPON networking and policy events – to facilitate exchange of experience, knowledge sharing and discussions on the findings of our studies



ESPON training and learning events, e.g., to promote the use of ESPON web applications, mapping solutions, policy analysis tools or specific methodologies

Who benefits from ESPON?



Local, regional and national authorities are the main beneficiaries of our results. They can request our services and acquire tailor-made studies that include benchmarking, case analyses and policy guidance on the topics of their interest.



ESPON is a unique resource of information for **scientists, researchers and students**. Since 2006, ESPON has been cited more than 20.000 times in academic publications. At the same time, many European universities and research centres are contracted by ESPON to conduct studies.



As our content is free for anyone to access and download, **the private sector** is also benefiting from our work. Consultancies, SMEs, even industries can use our publications to better position themselves in certain markets and/or adjust their products and services.



ESPON is also a goldmine for **journalists**. It provides them with evidence and data to support their stories and connects them to a vast pool of experts and stakeholders.



ESPON can be equally useful to any **active citizen** interested in understanding how their city/region performs, or have an overview of main territorial trends in Europe, or simply browse our interactive maps and visuals.



**I am a
policymaker.**

**How can I
benefit from
ESPON? (II)**



- **Benefit from our analyses.** For 20 years, ESPON has been delivering territorial studies. From environmental issues to digital transformation and from sustainable land use to the perspectives of rural areas, you can find results and policy recommendations to support your policy decisions with science-based evidence. All our studies are available on our website [link] and you can always contact us for more information.
- **Use our portal for more data and maps.** All our datasets and indicators – together with thousands of maps - are available to download from our portal [link]. You can use the portal to create and store interactive content – such as dashboards and maps - to be aware how your territory performs in different areas and prospers as compared with the rest of Europe.
- **Learn from our case studies.** We offer numerous case studies [link] that you can use to benchmark your territory, or draw experience if in a similar development situation, without the need to reinvent the wheel.
- **Ask/participate in a peer learning workshop.** Do you want to know more about the results of a specific study, how it worked for our stakeholders and in which way it can be useful for you? Apply for a peer learning workshop. It is easy and you don't need to go through complicated processes. Contact us [link] or your national ECP [link] so that we can organise this together.



I am a
policymaker.

How can I
benefit from
ESPON? (II)

- **Glance over our policy briefs and handbooks.** It is always better to start with something easy to read. Use our policy briefs and handbooks to get a taste of what our projects can offer, read our articles on the blog and browse the TerritoriALL magazine to get inspired with policy conclusions.
- **Request the ESPON service.** If you have a specific policy support need that topically fits into one of our TAPs [link], then feel free to enquire us. We offer different types of stakeholder engagement:

- **Calls for targeted analyses.** They are open throughout the year, and we evaluate the submitted proposals on a regular basis. You need to have a concrete policy challenge and a European partnership to apply together. Please be aware that ESPON does not disburse grants to stakeholders. We support them by directly providing studies and arranging knowledge transfer through contracted researchers and in-house staff. Check our website, social media and newsletter for updates [link].
- **On-demand services.** If you have a specific need, that requires a more tailor-made approach, you can still ask ESPON to support you. In this case it is better to contact your national ECP [link] to evaluate together if your policy need can be served by ESPON. We can meet them through on-demand territorial studies [link] or snapshots of territorial analyses [link], but also through dedicated events, trainings and publications, even in your language.

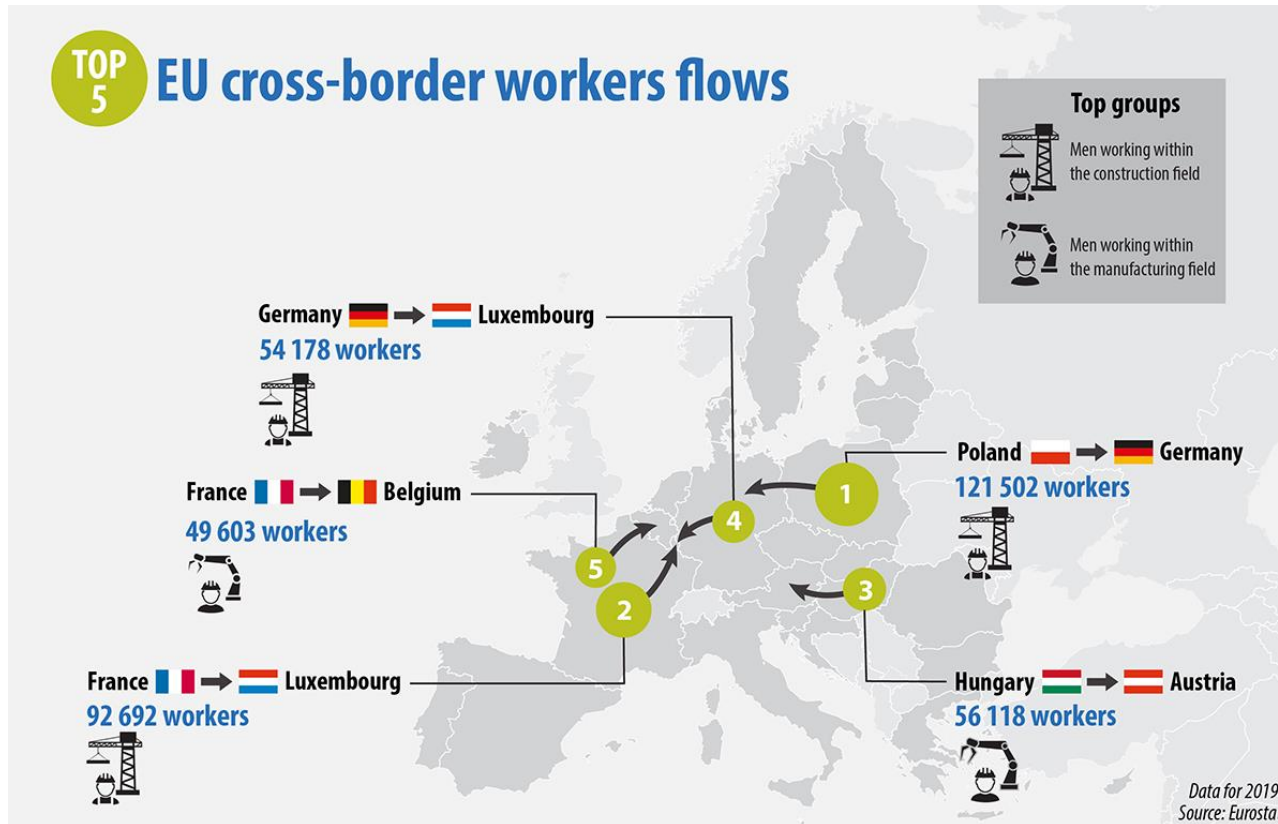


I am a
policymaker.

How can I
benefit from
ESPON? (III)

- **Use ESPON Territorial Impact Analysis (TIA).** If you want to better understand the territorial impacts of the policies you are designing or evaluating, you can use the interactive web application - ESPON TIA tool. You can also explore all the other tools ESPON offers to help you benchmark your territory [[link](#)]
- **Have your say in our research projects and make the results yours.** We offer opportunities for policymakers to engage in the design and implementation of our studies. Thereby, you get immediate access to new research findings in various fields, make your territory a case study in the ESPON project to directly transfer its results to your own policy, and obtain further policy advice from top-level European researchers.
- **Expand your network through our events.** Our events on the most burning policy issues are held across Europe. Meet with peers from European institutions, ministries, regions and municipalities that seek support to improve their policies.

The (missed) opportunities for coherent cross-border data generation



The real ranking is actually a bit different...

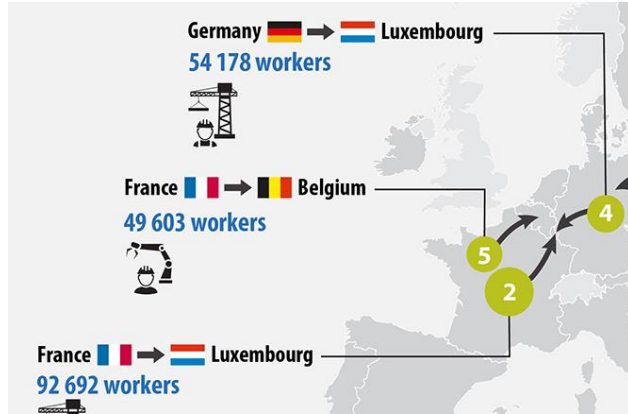
France => Switzerland 189 000 workers

Italy => Switzerland 79 000 workers

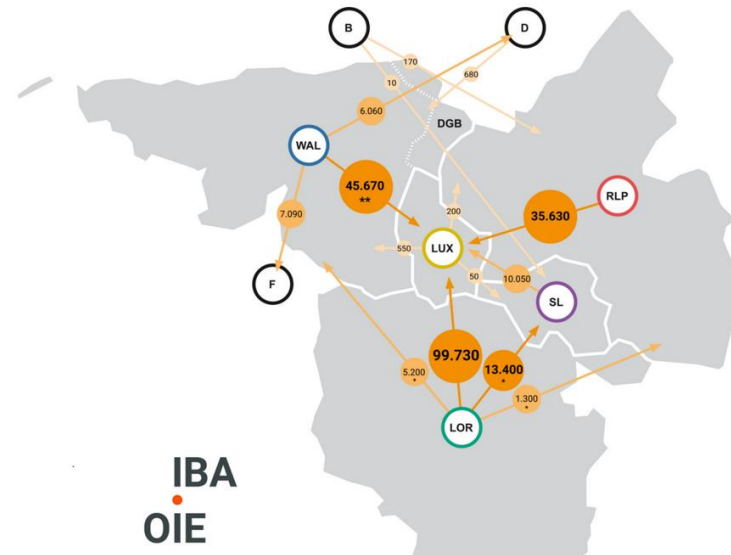
Germany => Switzerland 62 000 workers

Source : OFS, Data for 2020

The (missed) opportunities for coherent cross-border data generation



Les flux des frontaliers dans la Grande Région (2020)



The EU vision

FR => LUX **93 000**
cross border workers

The regional vision

FR => LUX **100 000** cross border workers

The local vision

Le portail des statistiques du Grand Duché de Luxembourg (STATEC – data from 2019)

FR => LUX **105 000**
cross border workers

The (missed) opportunities for coherent cross-border data generation

The gap between the EU vision and the local vision about cross-border flows between France and Luxembourg accounts for

12 000 people

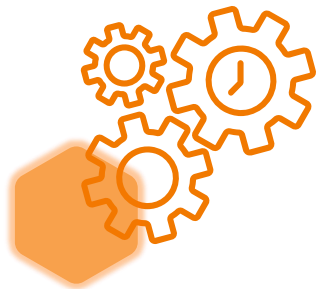
A drop compared to the approx. 2M daily cross border commuters at EU level...

... but a huge difference for policy making in border areas

Do you know how many people are commuting by train every day between France and Luxembourg ?

**12 000
people**

For the recent past ... **CPS** has taken the spotlight



**The European Commission
European Committee of the
Regions
European Economic and
Social Committee**



**have formulated
recommendations referring
to CPS directly or indirectly**



DG REGIO & ESPON

**Cross-Border Public Services
(joint coordination), 2022**

DG REGIO

**Providing public transport in
cross-border regions. Mapping of
existing services and related legal
obstacles, 2021**

DG SANTE

**Cross-Border Cooperation -
Capitalising on existing initiatives
for cooperation in cross-border
regions, 2018**

ESPON

**Cross-border Public services,
2018**

Added value for border regions

CPS enhance functionality in border areas by:

- ... contributing to **better connections**
- ... supporting **cross-border flows of people**
- ... creating (thematic) **functional areas**
- ... **addressing gaps** in domestic service provision
- ... **making service provision less costly** in border areas with low population densities
- ... contributing to raise awareness of **cross-border possibilities**
- ... **sustaining Interreg projects**

Contributing to cohesion beyond border areas in EU MS

... reducing negative effects of border for border area & citizens

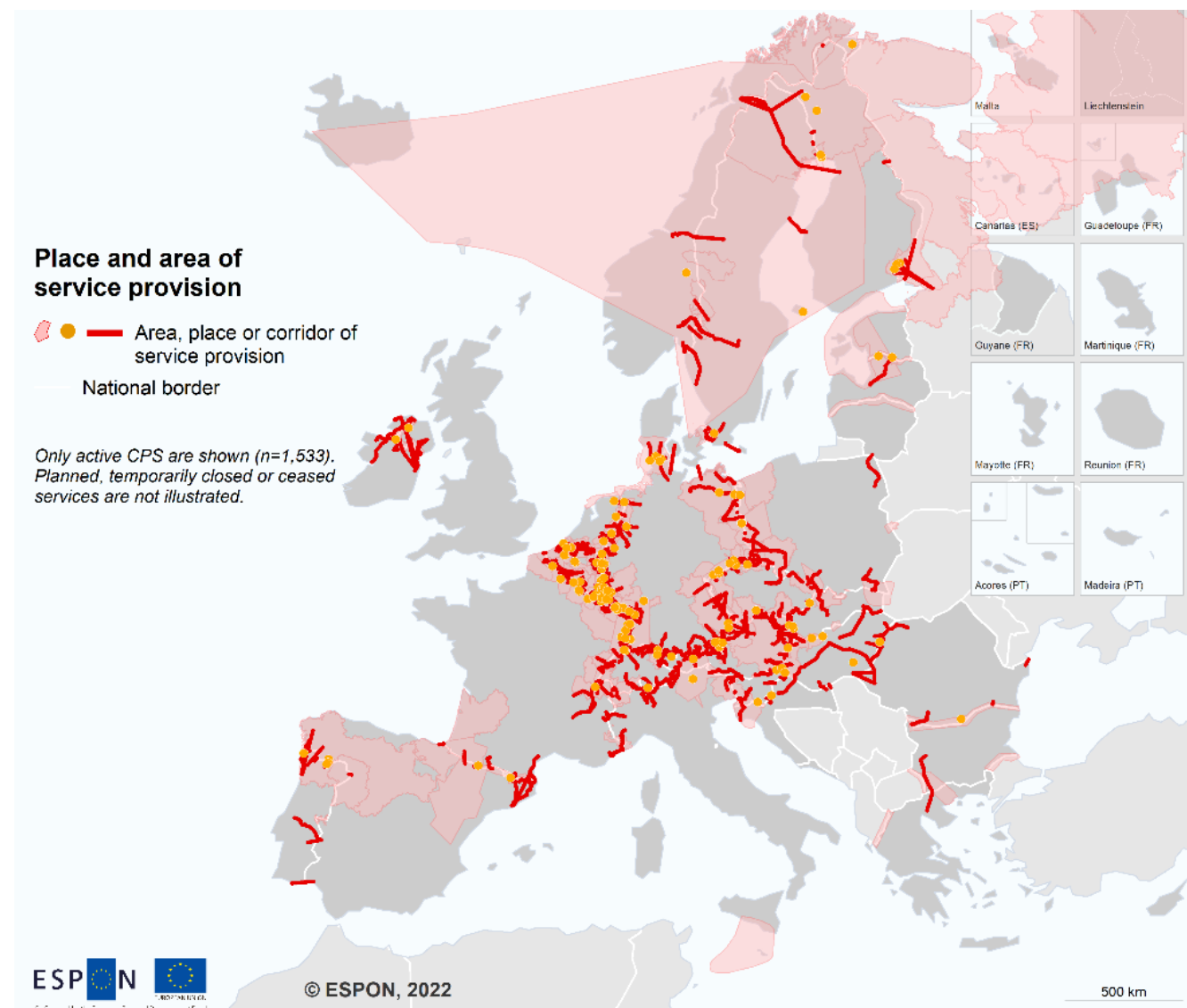


Cross-border Public Services

a continuous effort in creating an integrated, complete database at EU level

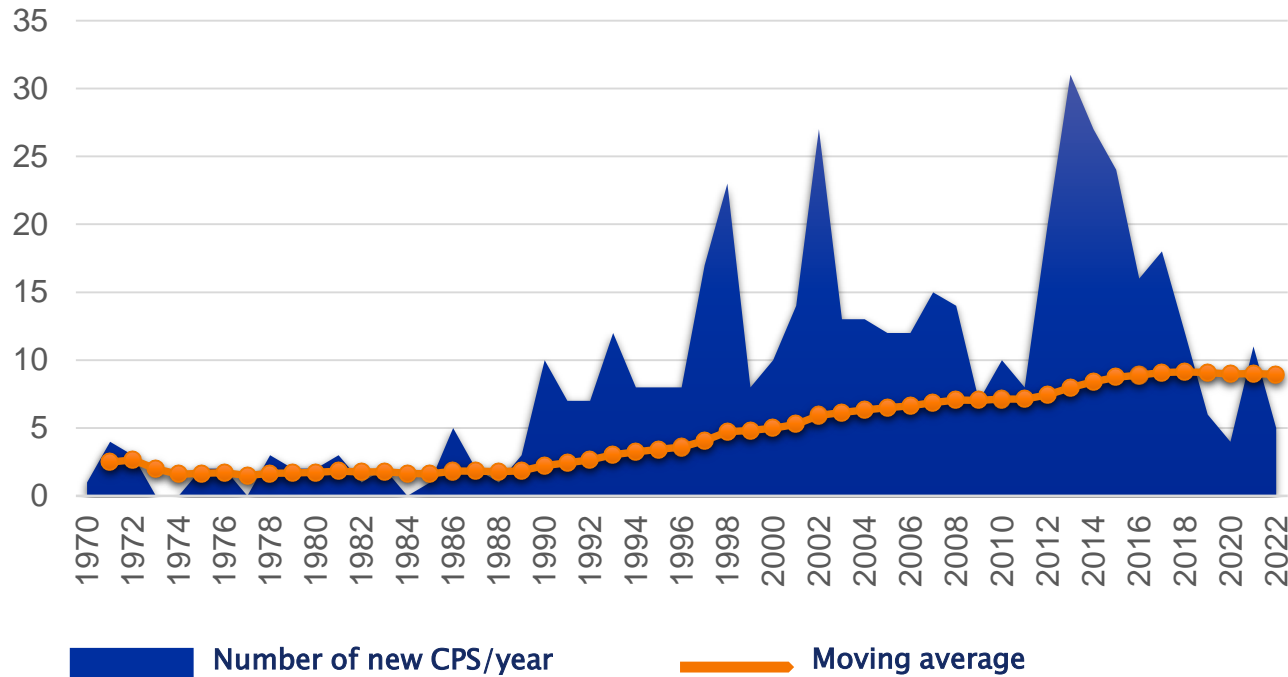
- ➔ Stabilize definitions and reach a common understanding of CPS with all stakeholders
- ➔ Validate the conceptual and methodological framework for analysing and collecting data on cross-border public services
- ➔ Update and upgrade the inventory on CPS provision for both internal and external borders across the EU

➔ ESPON-REGIO CPS database

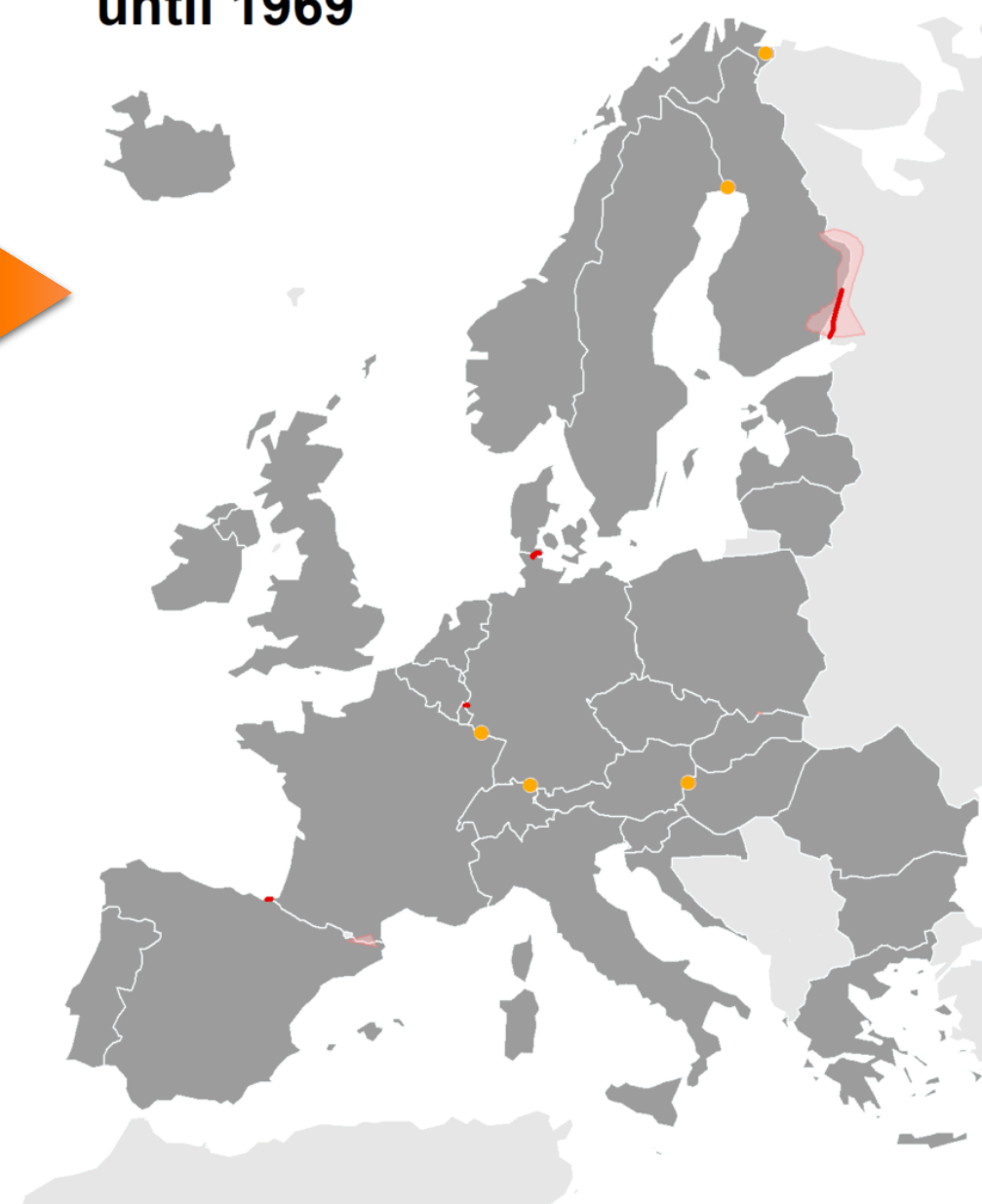


Cross-border Public Services

evolution of CPS created



until 1969



What are Cross-border Public Services

Any CPS across any of nine policy areas

- ... is publicly organised and delivered either directly or via a concession
- ... is publicly (co-)financed
- ... is materialised in a specified cross-border area
- ... addresses a shared problem or development opportunity in the CBC area
- ... may use existing or newly established infrastructure (hard, soft or green)
- ... has a target group on both sides of the border
- ... is non-discriminatory to access
- ... includes actors from both sides of the border
- ... is not limited to a specific timeframe (i.e. not a “one-off project”)



CPS are characterised by...



Public nature



Cross-border service area



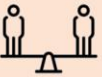
Joint problem or opportunity



Service NOT infrastructure



Target groups on both sides



Non-discriminatory access



Involvement of actors from both sides of a border



Permanent NOT project

... and serve the policy areas

➤ Transport



➤ Spatial planning, economic development, tourism and culture



➤ Healthcare and social inclusion



➤ Education and training



➤ Labour market and employment



➤ Communication and information society



➤ Environmental protection and natural resources management



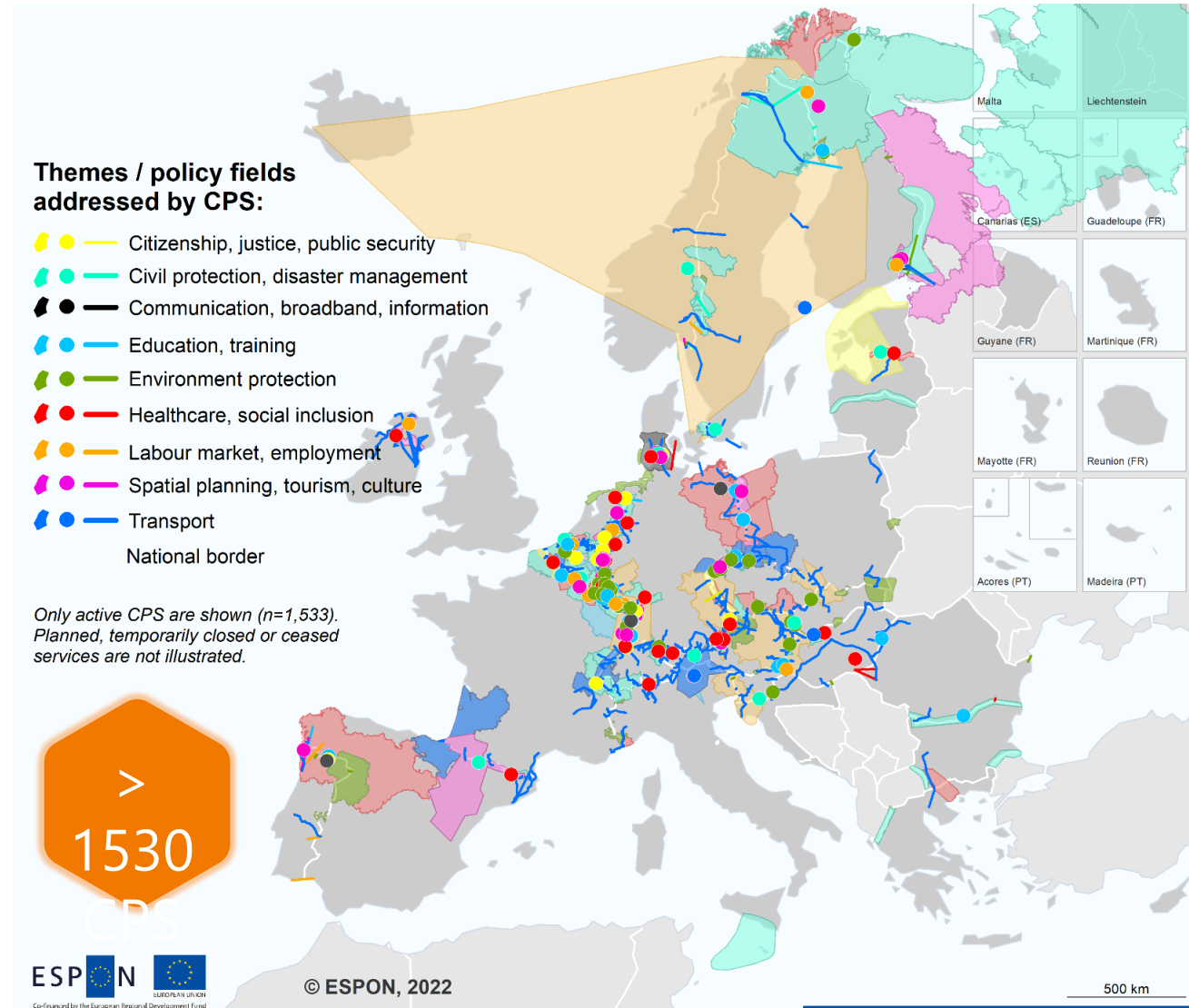
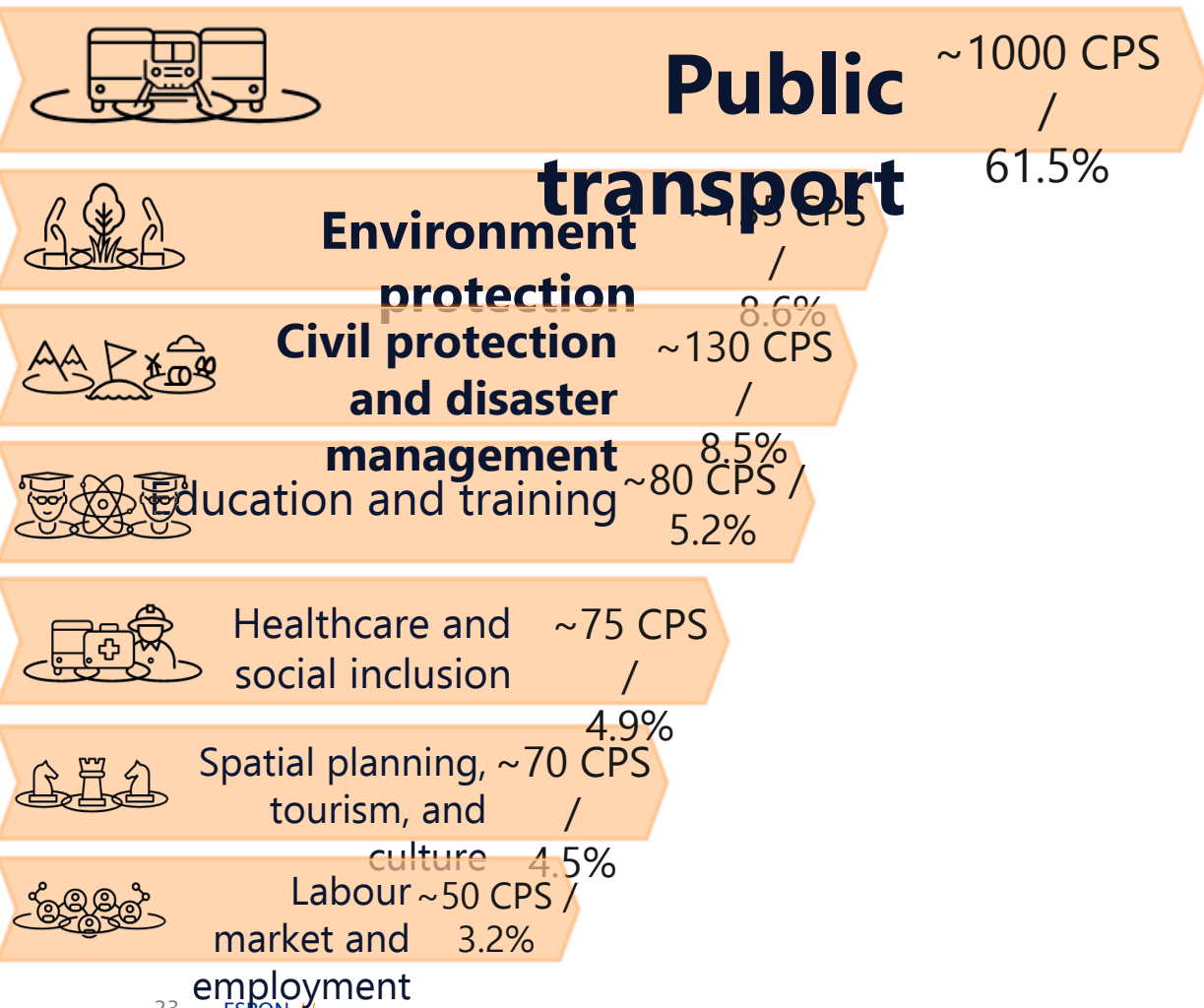
➤ Civil protection and disaster management



➤ Citizenship, justice and public security



Policy areas of CPS

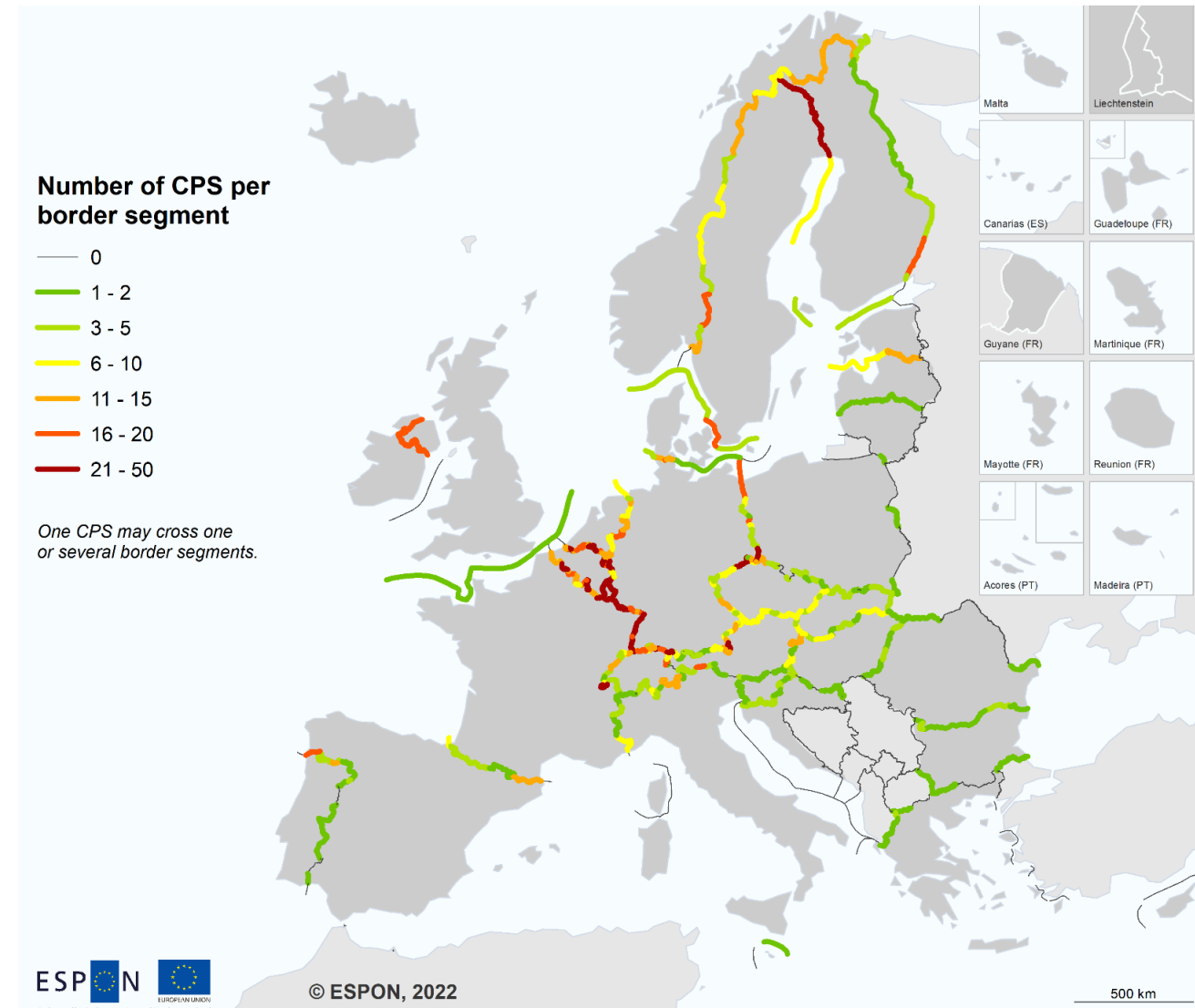


Number of CPS per border segment

Most are located at borders with a long tradition of cross-border cooperation.

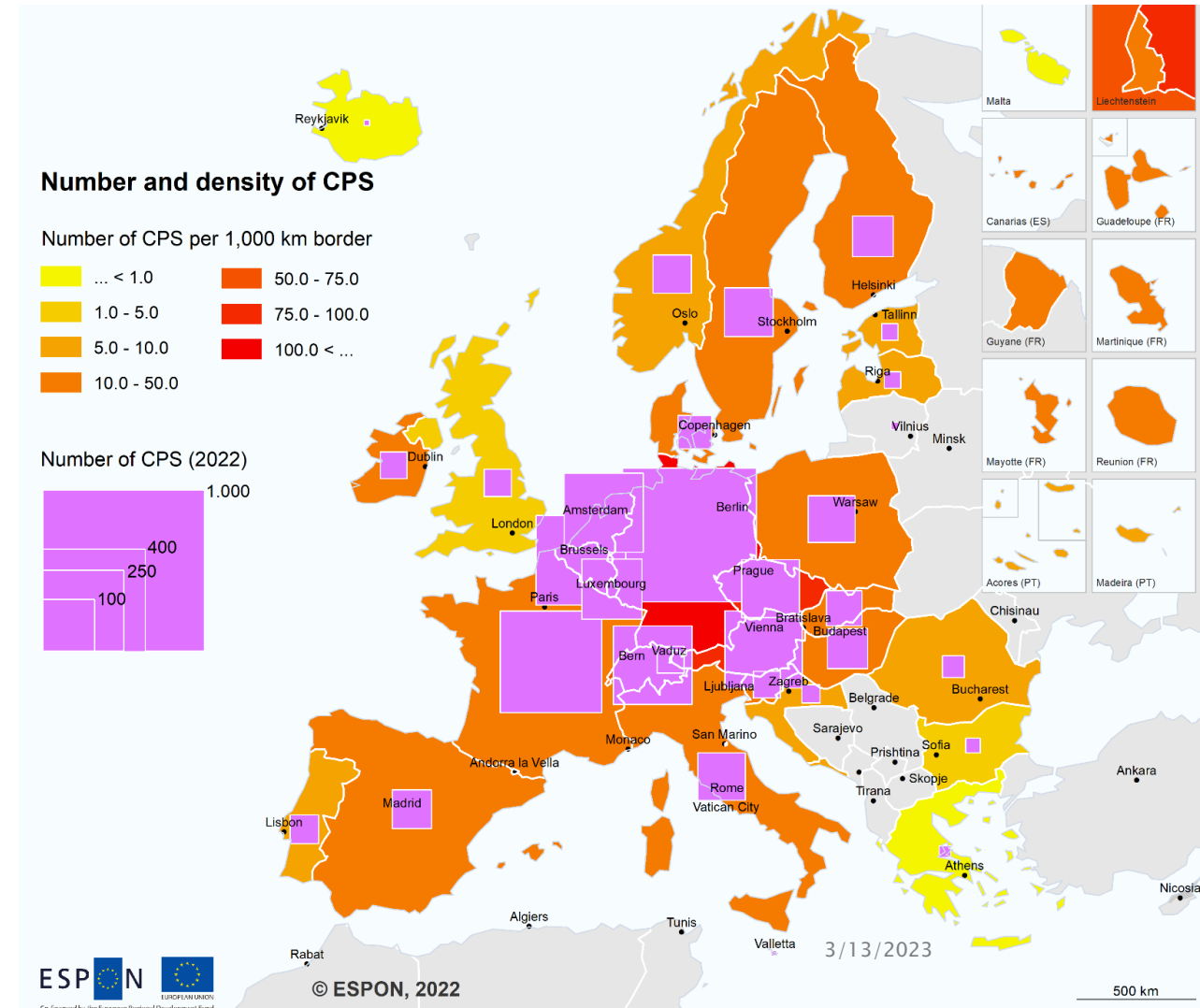
CPS are often found in:

- densely populated areas & rural areas in Western Europe where there is a high demand for services;
- sparsely populated areas under pressure for maintaining public services, in Nordic countries;
- small countries.



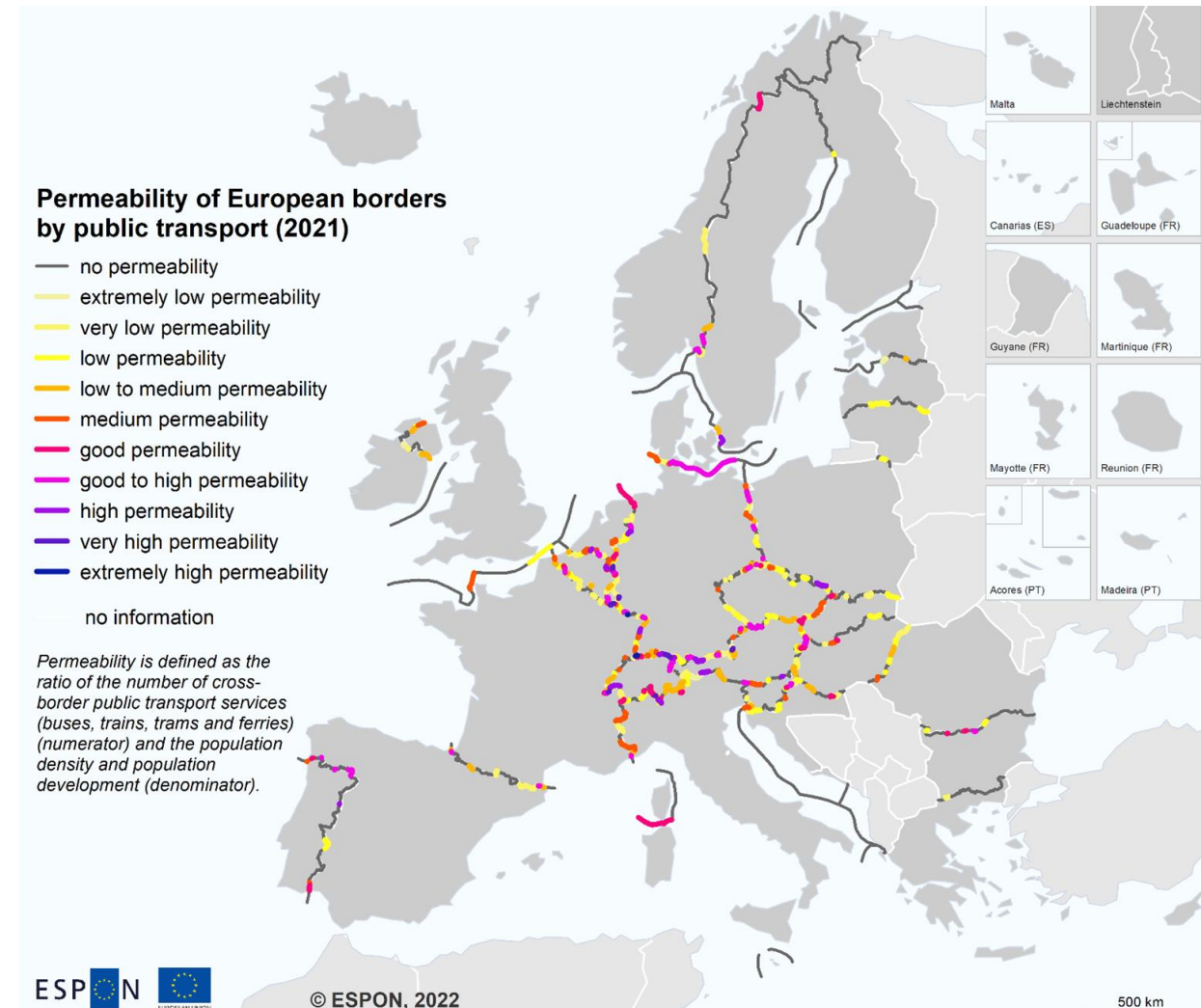
Density of CPS per country

- Density is the highest around the Benelux / France–German / Finland–Sweden & a few local spots
- New CPS identified in other parts of Europe – CEE & southern Europe
- Only few border segments of internal EU borders without any CPS
- Potentials of CPS are not yet equally used



Public transport permeability

- The higher the number of public transport services, the higher the permeability a CPS enjoys.
- The larger the service area of a CPS, the lower the permeability it enjoys is on average, because the likelihood that border sections with low permeability are included in the service area increases.



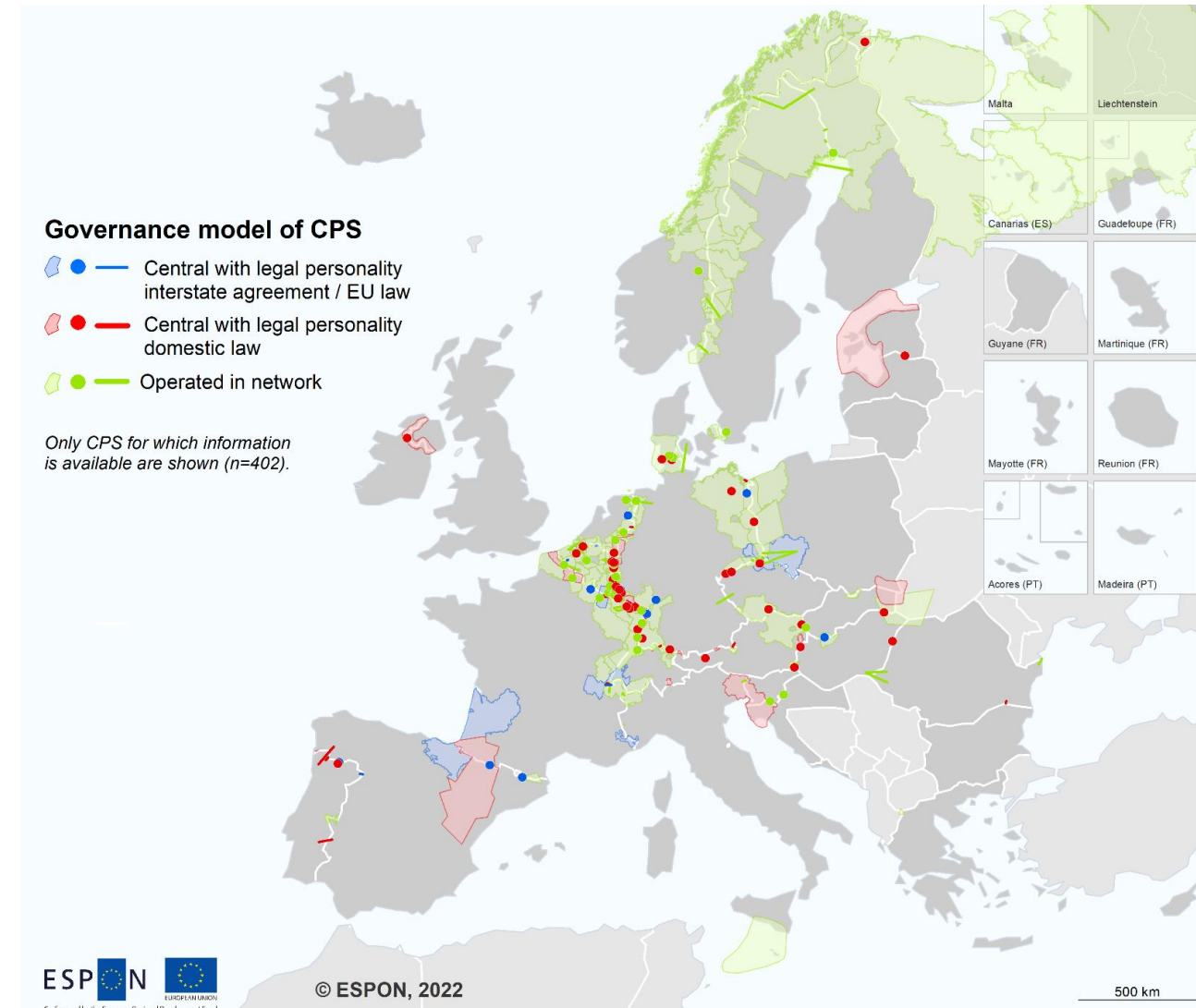
Governance model

- Depending on the field of interventions, different governance models are being used
- This also lead to the adoption of different legal frameworks, according to the target groups addressed

Operated in network | 60%

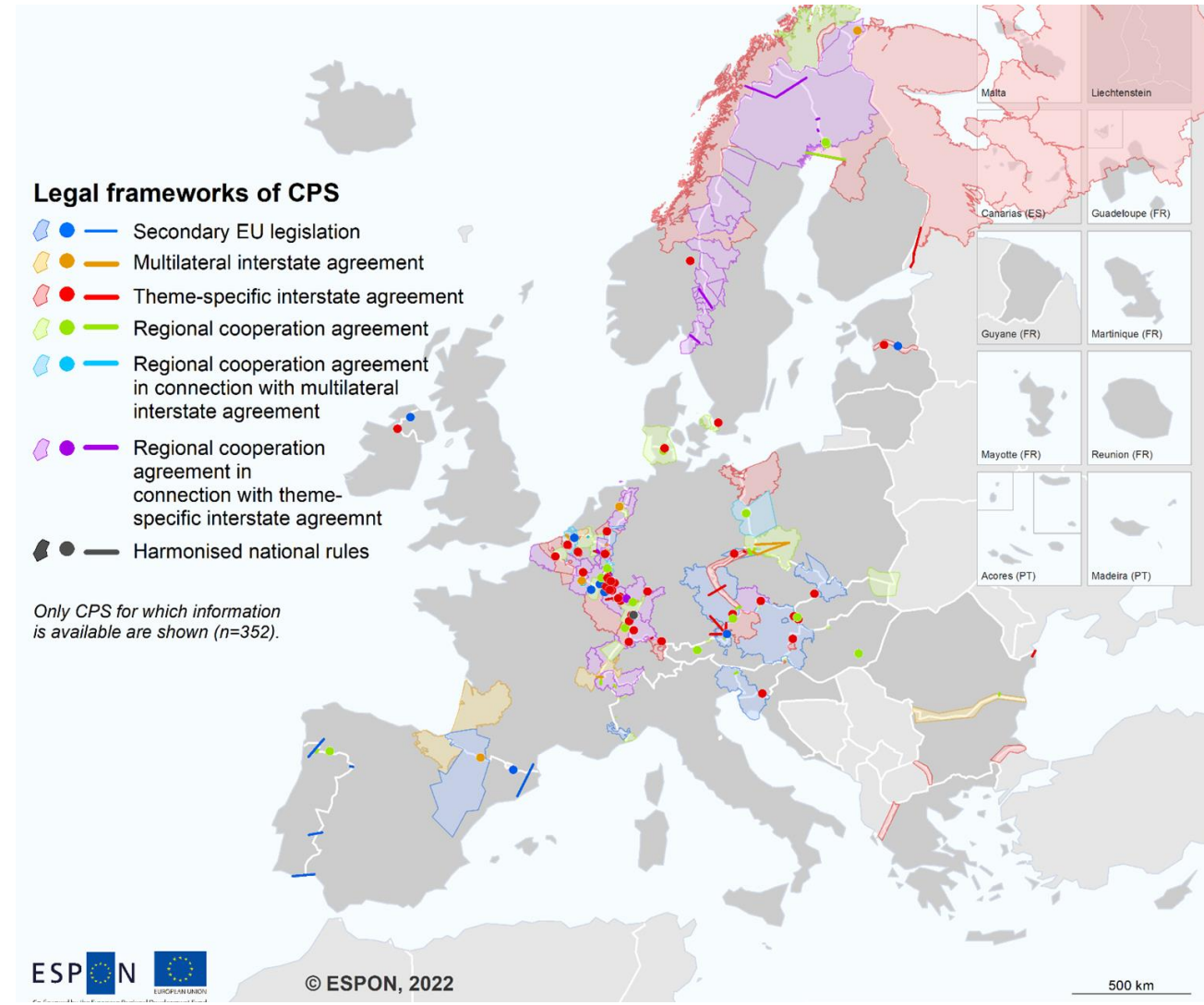
Central domestic law | 31%

Central, interstate, EU law | 9%

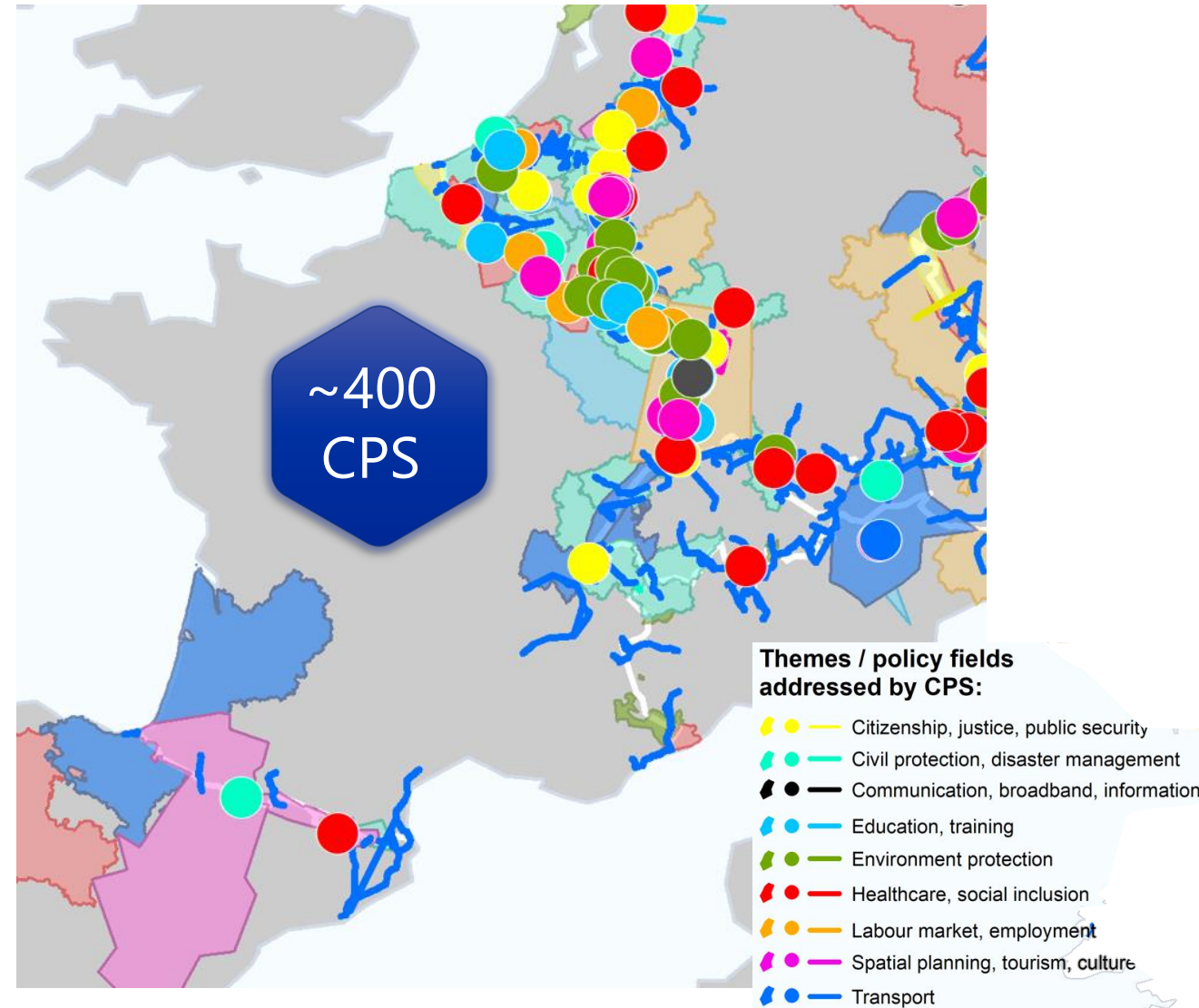
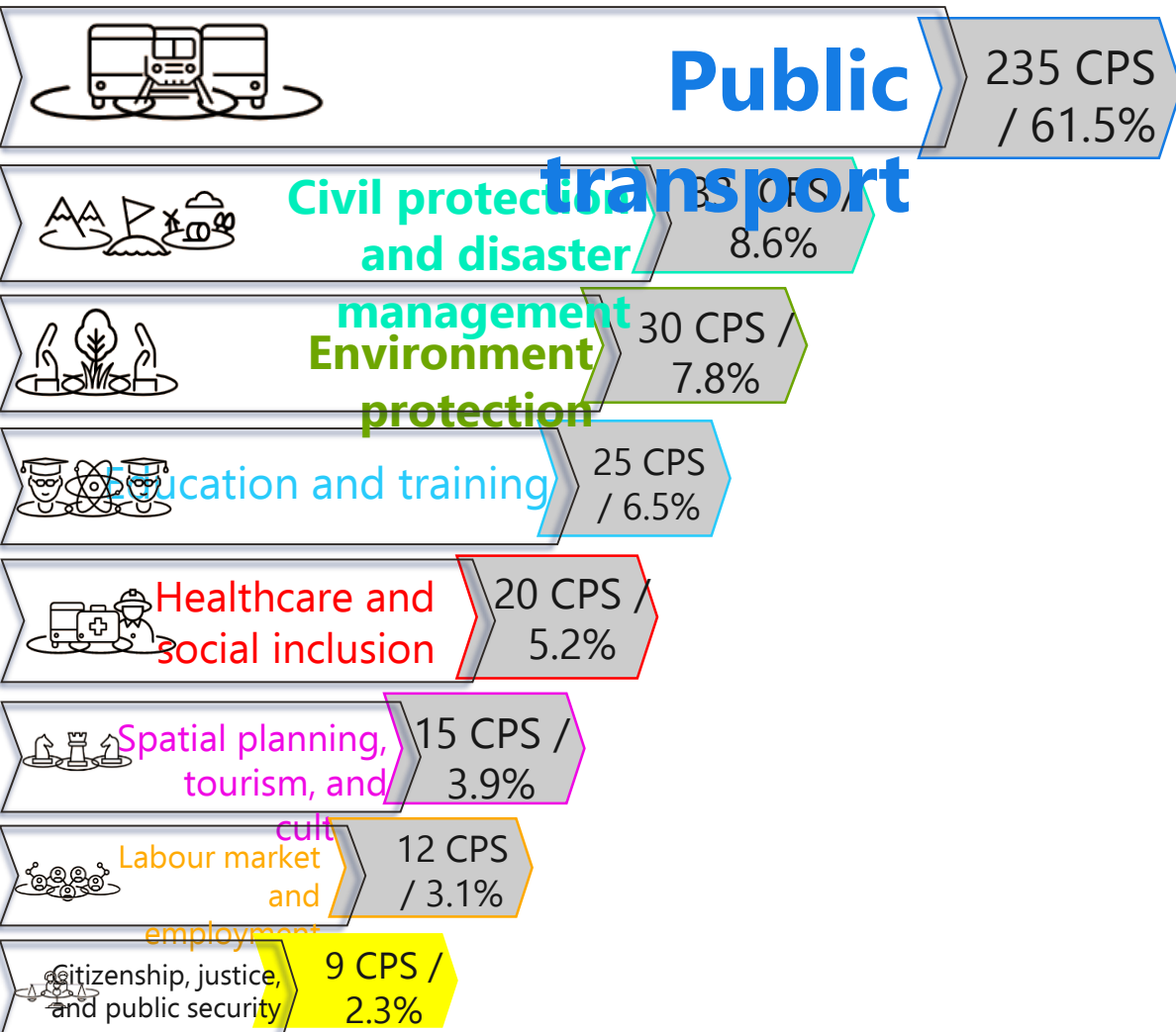


Legal framework for CPS implementation

- The influence of EU legislation is reflected in the different legal frameworks used
- Setting up CPS often requires the prior establishment of an appropriate legal framework to overcome legal- and governance-related obstacles
- One positive example of establishing the CB services is the cross-border public transport by bus: where EU legislation has created uniform and directly applicable legal frameworks for awarding the concessions



A closer look at the French borders



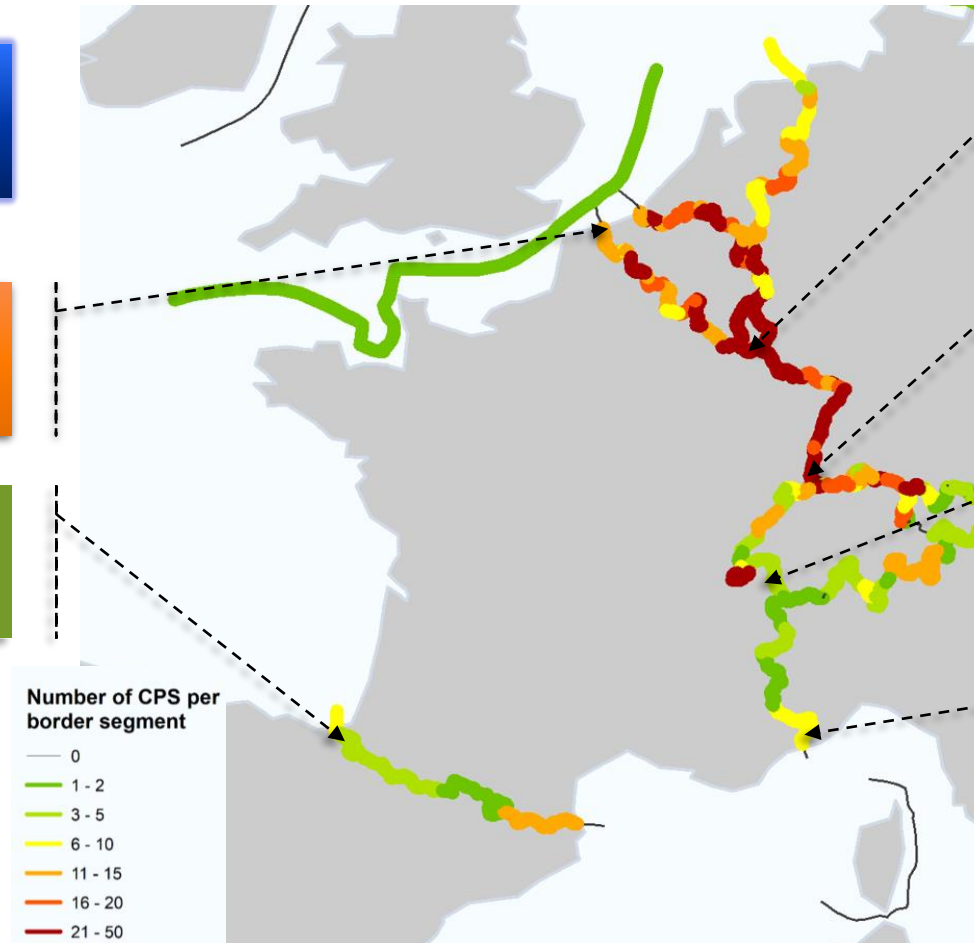
A closer look to French border

Out of 1530 CPS

26% of EU CPS are along French Borders

France – Belgium | 5.0% of total CPS {6th}

France – Spain | 1.6% of total CPS {16th}



France – Luxembourg | 2.8% of total CPS {17th}

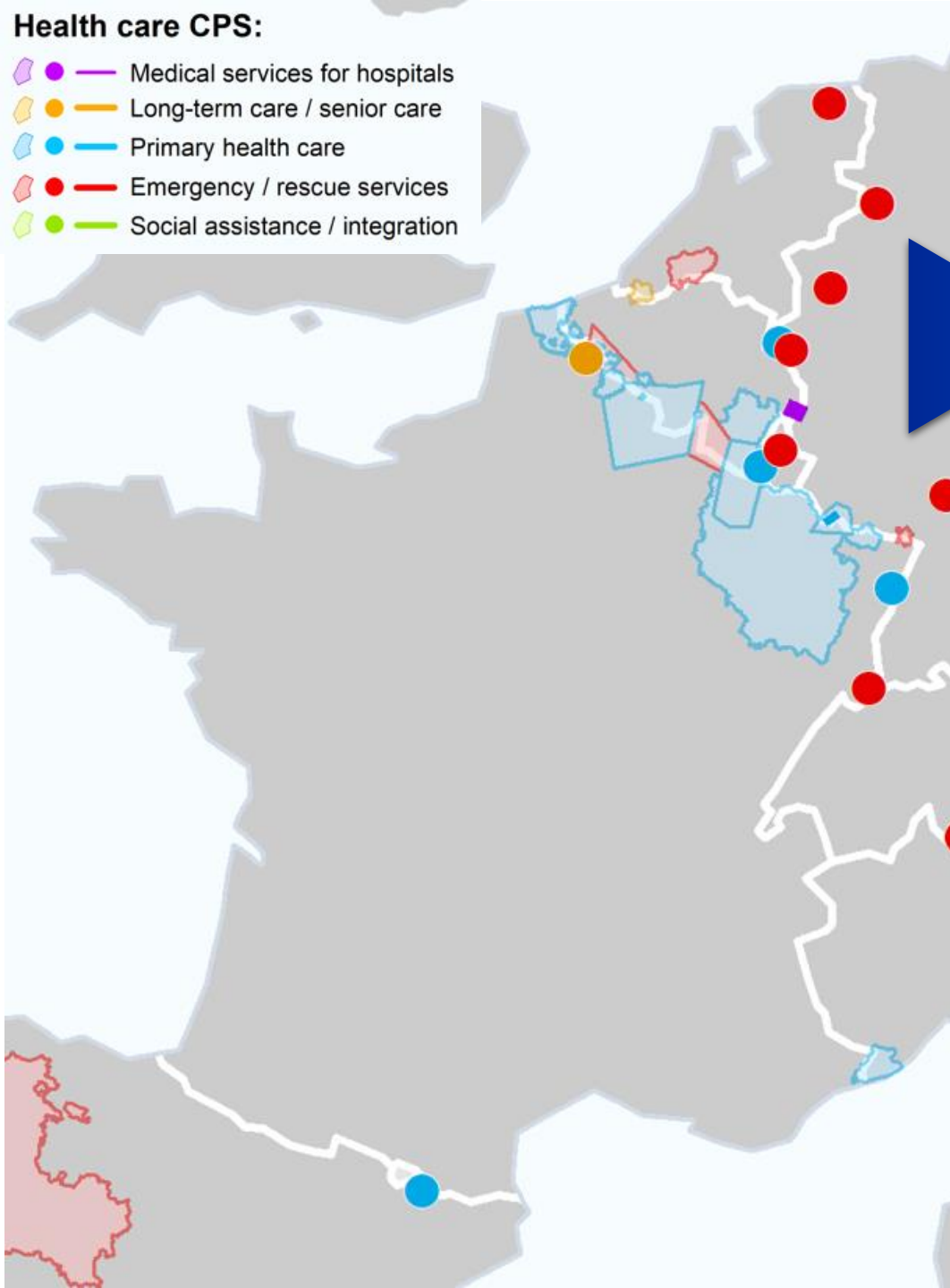
France – Germany | 7.5% of total CPS {2nd}

France – Switzerland | 5.8% of total CPS {4th}

France – Italy | 1.2% of total CPS {19th}

Health care CPS:

- Medical services for hospitals
- Long-term care / senior care
- Primary health care
- Emergency / rescue services
- Social assistance / integration



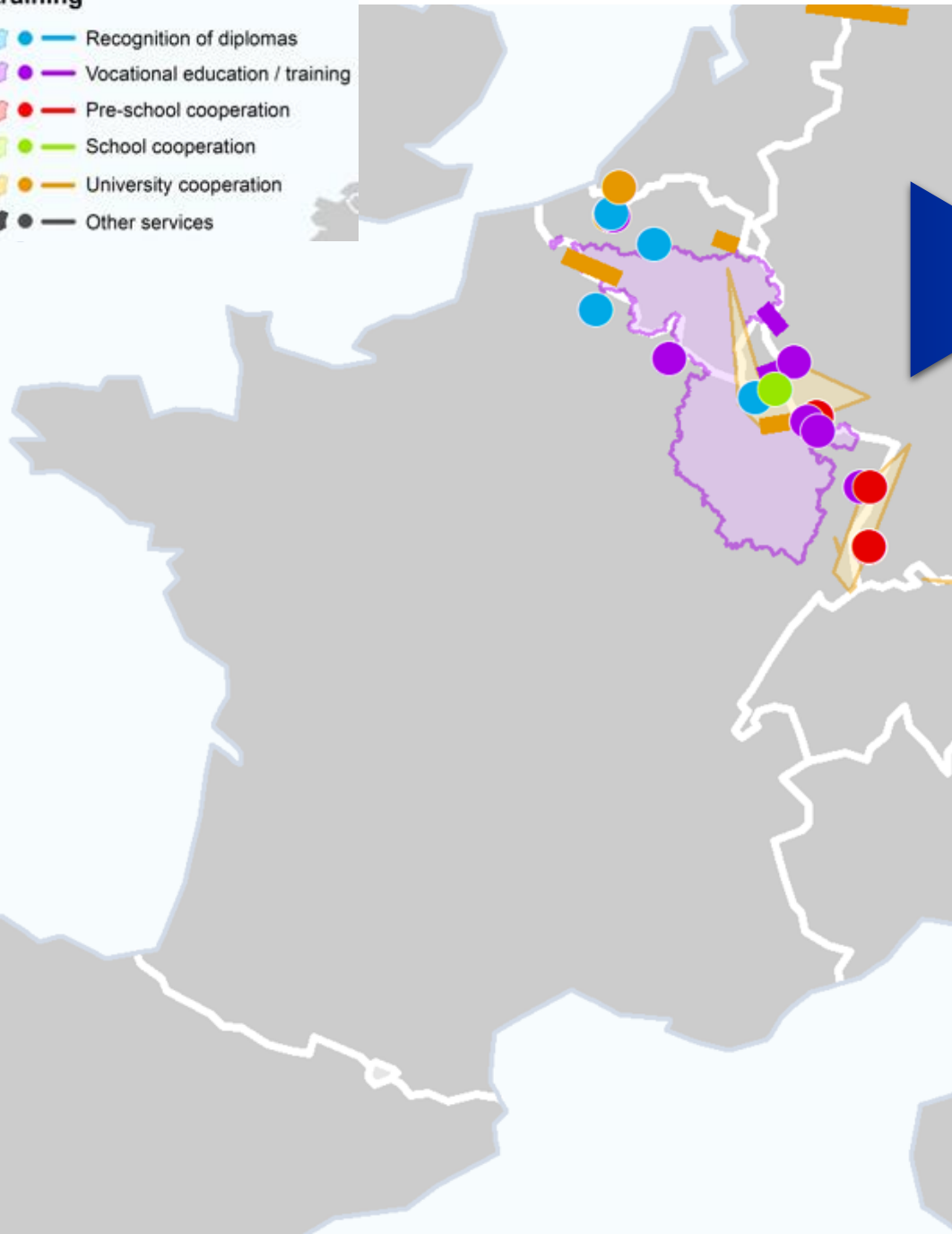
CPS for health care and social inclusion

- most CPS of this policy area are at few internal western European borders, most of which have been set up since the year 2000.
- the BE-FR border area is a forerunner in healthcare (different ZOASTs), followed by the DE-FR borders; for these borders 25% of CPS are dedicated to medical emergency care and rescue
- 70% of CPS are for primary, secondary and tertiary care
- only 1 CPS for long-term care services on the BE-FR border



CPS for education and training

- Recognition of diplomas
- Vocational education / training
- Pre-school cooperation
- School cooperation
- University cooperation
- Other services



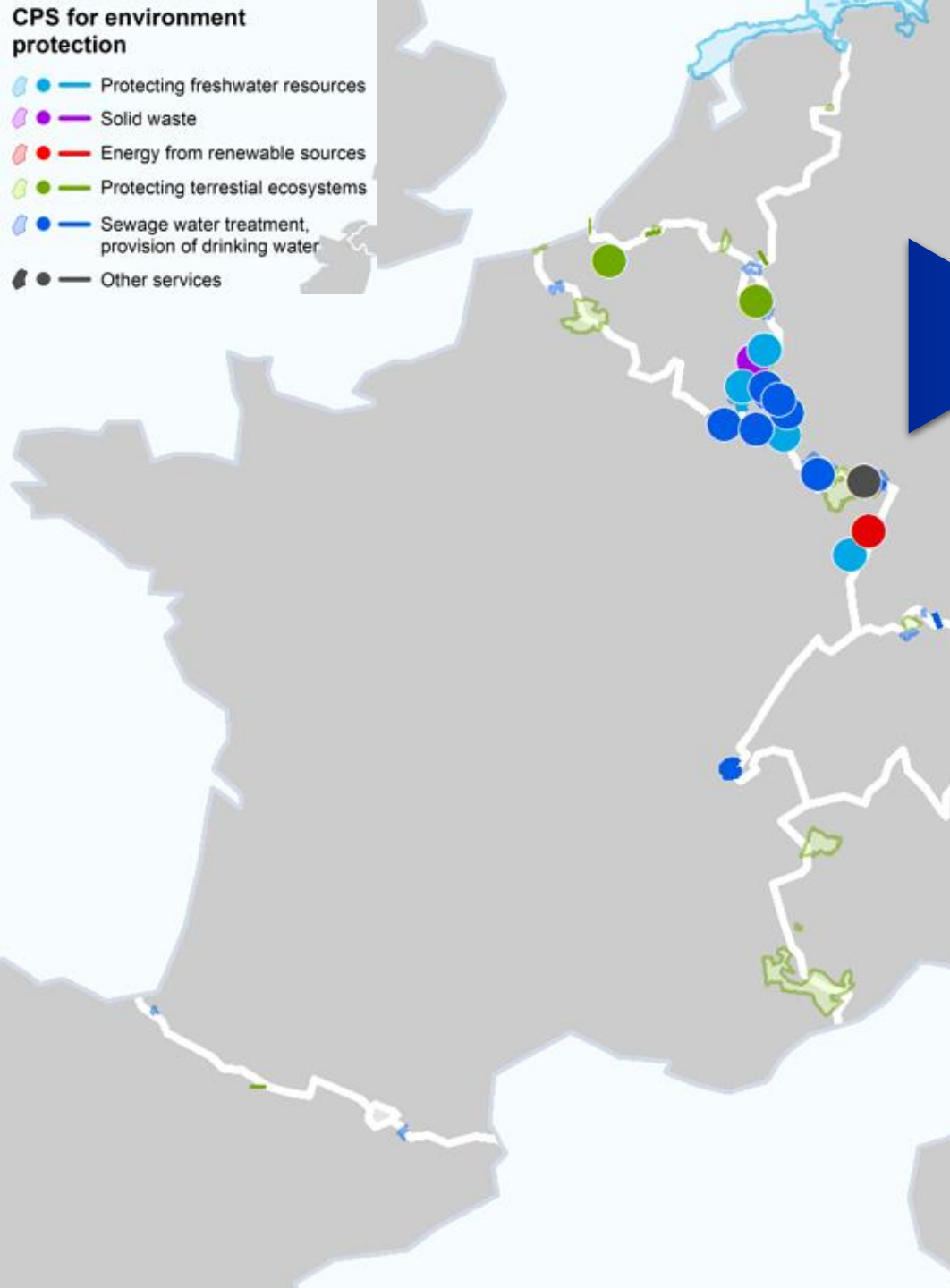
CPS for education and training

- different legal and organisational systems often hamper CPS in the field and require an appropriate legal framework.
- 50% CPS are dedicated to tertiary education and vocational education and training
- 35 % of CPS are for early childhood education and primary education and are along the DE-FR border
- recognition of degrees is least frequently subject to CPS and was found only for the FR-LU and FR-CH borders



CPS for environment protection

- Protecting freshwater resources
- Solid waste
- Energy from renewable sources
- Protecting terrestrial ecosystems
- Sewage water treatment, provision of drinking water
- Other services



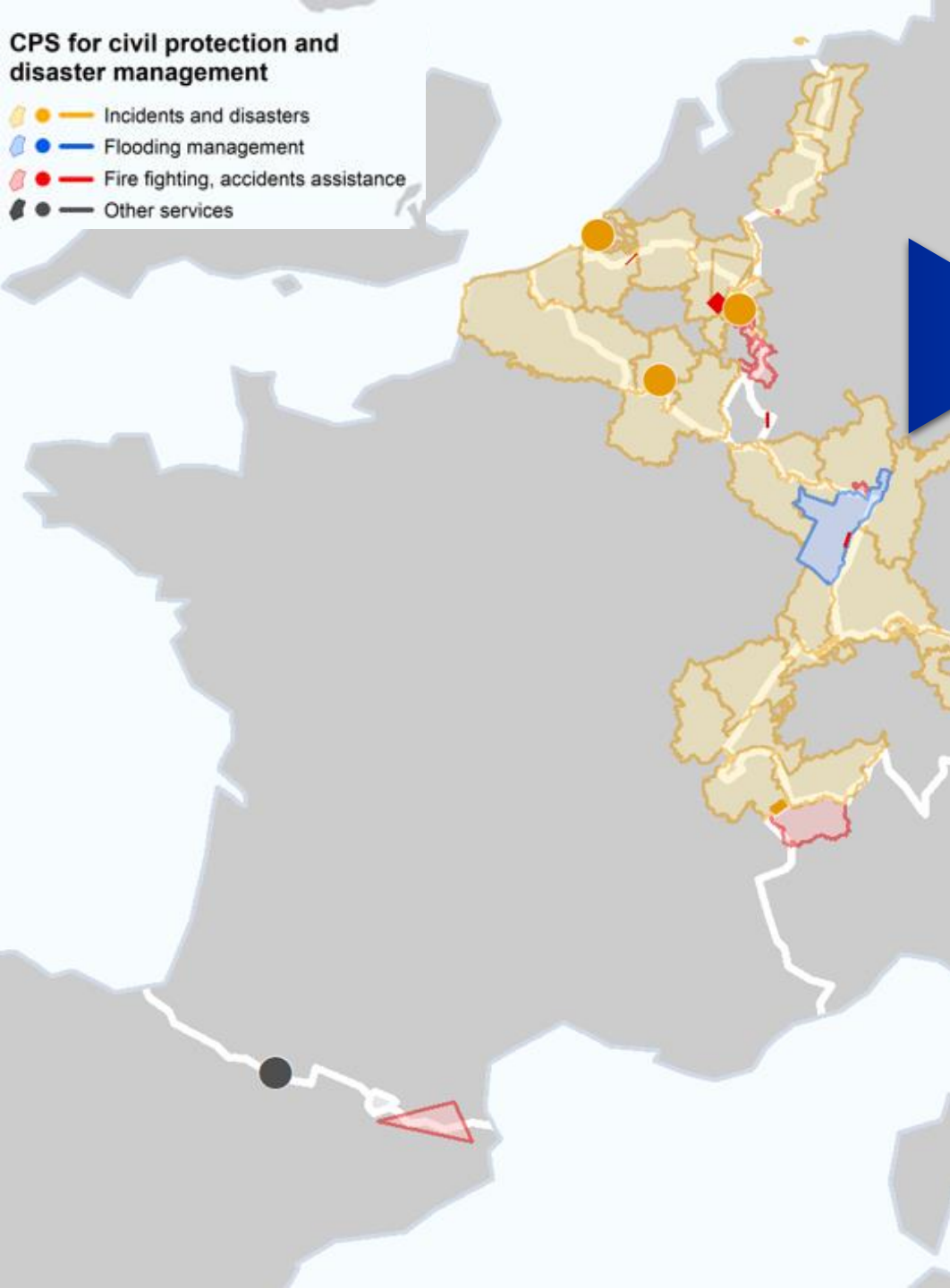
CPS for environmental protection and climate action

- almost 50% of the CPS is for joint sewage water treatment and provision of drinking water
- 30% of the CPS is for restoring, protecting and managing valuable terrestrial ecosystems or landscapes
- only 2 CPS are for production / distribution of energy derived from renewable sources (on the DE-FR and CH-DE-FR borders)



CPS for civil protection and disaster management

- Incidents and disasters
- Flooding management
- Fire fighting, accidents assistance
- Other services



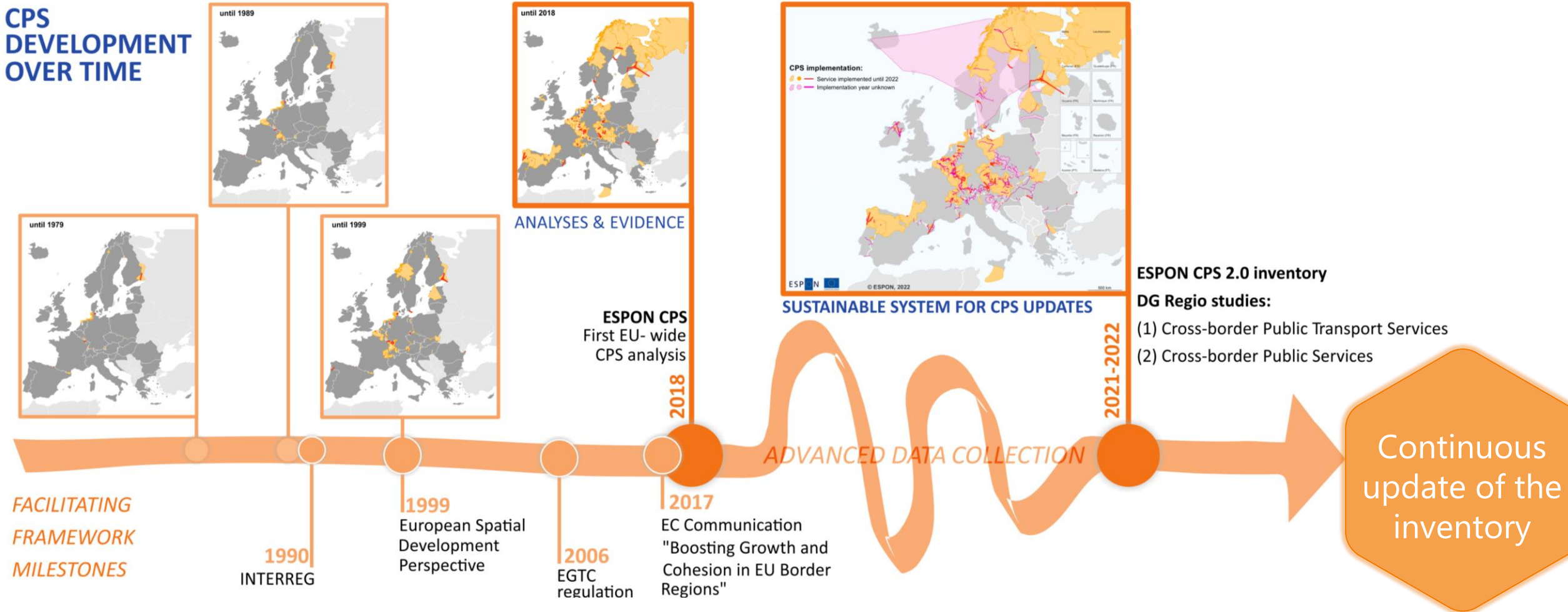
CPS for civil protection and disaster management

- more than 2 thirds of the CPS is for managing large-scale incidents and major disasters
- 15% of CPS is for services for fire-fighting and for assistance in accidents
- only 2 CPS are for flooding management on the DE-FR border



... and the work is not done

CPS DEVELOPMENT OVER TIME



Transferring the ESPON-REGIO CPS inventory in the web app

Information on ...	
Location and geography	Countries / type of border / service area / population / languages / location(s) / geographic specificities / border permeability
Service characterisation	Description / status of operation / policy area and field of intervention / frequency of service / when founded / relevant legal framework / governance model / types of actors / management mode / delivery mode (objective) / financing / target groups
Context information	Reason for CPS (trigger) / obstacles / demand evolution / cross-border cooperation structures
Relation with other services	Relevant infrastructure / other related CPS / previous CPS
Contact information	Webpage / service provider

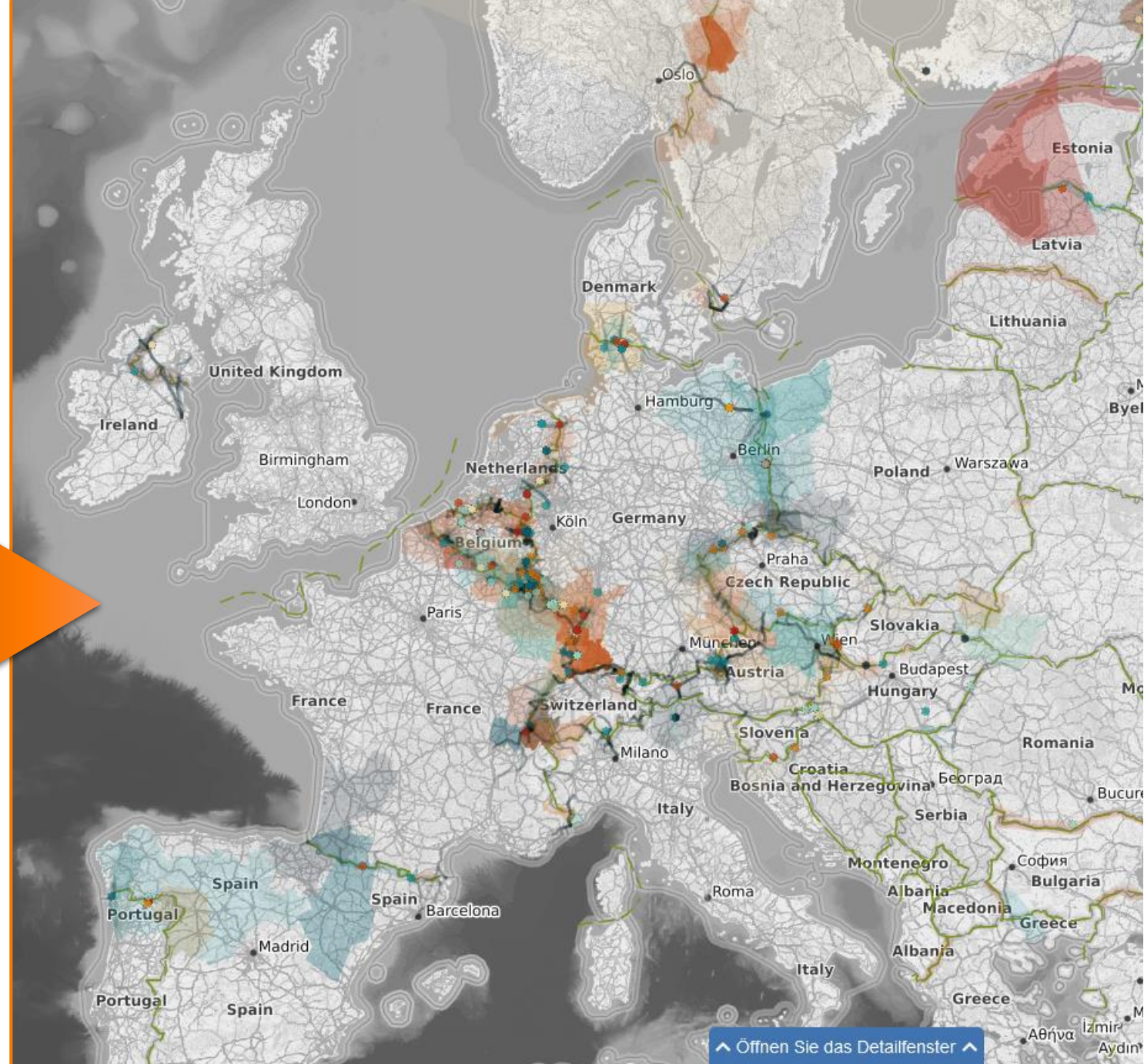
DG Regio Web Application

Different views:

- Map
- Table
- CPS specific
- Legend pane

Different roles & uses:

- Browsing for search of information
- Data editors
- New inputs on CPS and validator
- Administration



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Thank you for your attention!

<https://www.espon.eu/cps-2>

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