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Welcome to this September issue of the INTERACT Newsletter.

This is for us a very special issue, aimed at contributing to celebrate the 20th anniversary of Territorial Cooperation.

It is an important celebration; a moment to look behind us to consider and analyze the great steps that have been made along this path. But more than that, an opportunity to look beyond the enthusiasm of the results achieved and start understanding the work that still has to be done. Territorial Cooperation has shown its capacity to shape a new and constructive way to cooperate and work together, a way to realize what laws and treaties can only suggest.

Building Europe is an ongoing process. A process that certainly requires a framework and that is not possible without dedicated energies and instruments. European Territorial Cooperation has eased a process that has proved his efficiency in defining new ways to work together, to move beyond national borders, to build Europe. The articles contained in this issue of our Newsletter aim at sharing with you not only the path that has been followed until now but also the scenarios for the future, what has been done and where we want to go.

The INTERACT Team has collected the opinions of some important voices of the European Territorial Cooperation activities, one ahead of all Mr. Johannes Hahn, European Commissioner for Regional Policy that has been interviewed by our team, but also Mr. Bodil Persson, CBC Coordinator and Head of Section at EuropeAid Cooperation Office and Mr. Jens Gabbe, former general secretary of the European Assembly of Border Regions.

You will also find a brief review on the achievements of Territorial Cooperation and various contributions on future perspectives.

I hope you will enjoy this edition of the newsletter and wish you all a good read!

Matteo Malvani
cooperation is at the very heart of the european idea

Interview with Johannes Hahn, Commissioner for Regional Policy.

By Katrin Stockhammer, Project Manager, INTERACT Point Vienna

This year is the 20th anniversary of ETC: How has ETC contributed to the development of the European Union as a whole?

Territorial cooperation shows in concrete and visible terms what the European Union is doing for its citizens. You can write many articles and organise many conferences but at the end of the day what counts is that people are willing to live together and work together across political or economic borders. Cooperation helps us to overcome these borders, the actual borders as well as those existing in the minds of people. For that reason, cooperation is the European idea put into reality.

How do you see the future of territorial cooperation? Should its role become more important or less important?

European cooperation is already very important for the European Union and - as far as possible - will become more important in the future. After all, it is at the very heart of the European idea. There is no European Union without cooperation.

How do you see the development of border and transnational areas in ten years? What should be different from today?

In the future, the European Union might evolve with new Member States joining and new border regions emerging. This will modify the formal setting of territorial cooperation and cooperation will, more than ever, play a key role. Cooperation will reach a new and exciting dimension with a more permanent character. We can already observe the exiting dimension of cooperation today. For instance, few people actually know that Europe has a land border with Brazil, namely in Guyana. The variety of cooperation and cooperation areas must be maintained and encouraged to ensure that Europe is an interesting and strong partner for its neighbours.

This interview with Commissioner Hahn was held during the Danube Region preparatory conference on 11 June 2010, in the Danube Delta. You can also watch this interview online at:

http://www.interact-eu.net/danube_region_strategy_video_library/354
remember? looking back at 20 years of territorial cooperation

A journey into the history of INTERREG, by INTERACT Point Vienna, with contributions by Mr Jens Gabbe, former general secretary of the European Assembly of Border Regions and Mr Dirk Peters, former INTERREG Desk Officer, DG Regional Policy, European Commission.

By Elise Blais, Project Manager, INTERACT Point Vienna

Not a single day passes in the media without an anniversary or jubilee of a political party, a famous football player or an historical event...

Who would have thought that 25th July 1990, when the first INTERREG Community Initiative was adopted, would be celebrated some day? Here we are, 20 years later, with a lot of achievements that would not fit on one page or even in a book, and still with a lot of challenges ahead: Has Territorial Cooperation become a cornerstone of Cohesion Policy? Does it remain the “Tom Thumb” of the Structural Funds family? Where did we make a difference? Where do we still need to work? Before looking at the challenges ahead of us, let us take a few minutes to remember how it all started and what we have achieved together, with the support of European Commission, Member States and involved European organisations and associations.
How did it all begin?

Jens Gabbe, former general secretary of the European Assembly of Border Regions, which actively supported the setup of INTERREG, reminds us that cross-border cooperation already existed long before the "INTERREG" times (think of historical trade...), and should be more than INTERREG: "In cross-border regions the political will to cooperate is put into practice, because it is vitally necessary. Economic development in a border region can only be successful if social and cultural cooperation exists. Cross-border cooperation is about moving from a back-to-back existence to a face-to-face relationship". This pragmatic conclusion led to the creation, in 1958, of the first "Euroregion", which was given the name EUREGIO at the German-Dutch border. Institutional cross-border cooperation developed, essentially along the Rhine in the West but also in Northern Europe throughout the 1960s and 1970s, with a focus on the realisation of tangible actions and projects. The creation of institutional cooperation structures (e.g. Euroregions or similar cross-border associations) was the result of an increasingly intensified practical cooperation. As Jens Gabbe recalls, "the first CBC development strategy, in the EUREGIO (DE-NL), received financial support from the European Economic Community as early as 1972. In 1986 the Commission then supported the second regional cross-border development programme for the EUREGIO, and also in 1987 a budget line for cross-border cooperation, amounting to ECU 1.7 million, was secured by the European Parliament. This was the first time a financial instrument was established in the EU budget, which was used for pilot projects". Indeed, with the launch of the Single Market in 1985, disparities between countries were to become even more visible in border areas. To avoid the risk of a clash in those areas, the need to move from pilot actions to a long term and more strategic European policy for territorial cooperation became evident.

In 1987 and 1988, the AEBR, supported by EU parliamentarians, initiated a political discussion on a special EU aid programme for border regions and discussed the form and content with the Commission of what was going to become INTERREG: financial support for the implementation of long-term programmes and solid cross-border projects as the only way to overcome historical, legal, economic, social and cultural differences between neighbouring countries. Cross-border cooperation was at the heart of the negotiations with the European Commission to prepare INTERREG, as "it is in border areas where the problems related to the opening of the Single Market were most acute. But at the same time border areas offered a large potential for development and added value in many fields like transport, business development, tourism, labour market and education. Border regions became a laboratory for European integration".

The INTERREG Initiative: three generations, three strands, thousands of projects

Some of the most experienced INTERREG experts may still remember the 14 cross-border pilot projects launched by the Commission in 1989, financed under Article 10 of the ERDF Regulation (EEC No 4254/88 of 19.12.1988). These projects covered a total budget of approximately ECU 21 million and set the ground for the adoption of the first generation of INTERREG programmes.

INTERREG I (1991-1993) was a purely cross-border cooperation initiative: with a community allocation of ECU 1,082 million (coming from three different sources: ERDF, ESF and EAGGF Guidance section), 31 operational programmes at internal and external borders and over 2,500 projects could be implemented. The start of INTERREG I was considered a success, and the ex-post evaluation of INTERREG I pointed out that the originally allocated amount had to be increased in 15 of the 31 programmes (essentially through national contributions). Cooperation was particularly dynamic in the fields of infrastructure, tourism and environment while rural development and support to SMEs was less appealing; private sector involvement was very limited. Some of the critical points noted in the ex-post evaluation still cause difficulties nowadays (e.g. the lack of synergies between INTERREG projects and other regional development projects), but others have largely been solved in most programme areas over the past 20 years, such as a truly joint management of programmes and projects.

2 The projects were: Ems Dollard Regio, EUREGIO, Rhein Waal, Rhein-Maas-Nord, Euregio Maas-Rhein, Benelux Middengebied, Schleswig-Sonderjylland, PED, Nord-Pas de Calais/Wallonie, SaarLorLux, PaMiNA Palatinat du Sud - Mittlerer Oberrhein - Nord-Alsace, France-Spain, Greek external borders. The 14th project could not be identified.
3 European Agricultural Guidance and Guarantee Fund
INTERREG II (1994-1999): For its second edition, the Community Initiative INTERREG II almost doubled the number of cross-border programmes (INTERREG IIA), from 31 to 59. The accession of three new Member States (Austria, Finland and Sweden) in 1995 and, for the first time, the creation of dedicated Community financial instruments for cross-border cooperation at external borders (starting with Phare-CBC in 1994 and Tacis-CBC in 1996) largely explain this inflation of eligible areas: 24 of the 59 CBC programmes covered external EU border regions. Content-wise, INTERREG IIA opened up to new areas of intervention: education, health, media services and language training.

INTERREG II also marked a departure from the limited geographic focus (i.e cross-border cooperation) to cover also transnational cooperation: INTERREG IIB was also a continuation of the former Community Initiative REGEN4 (1989-1993) and aimed at completing and integrating selected energy networks in Greece, between Greece and Italy as well as between Spain and Portugal (allocation: EUR 450 million). Those funds were used essentially to provide additional funding for national operations and, in total, 455 projects were supported. In 1997 a third Strand; INTERREG IIC, was added: seven general transnational cooperation programmes5, two cooperation programmes in the field of flood prevention6 and four programmes for drought prevention (Portugal, Spain, Italy and Greece).

Article 10 of the ERDF Regulation for pilot actions was used to support four additional pilot actions: Northern Periphery, Eastern Alps, Archimed and Mediterranean gateway, with a total EU contribution of EUR 20 million and 62 projects implemented. The Terra programme7 was also implemented in this period, and participated in the preparation of the INTERREG IIB initiative.

The ex-post evaluation of INTERREG II highlights the fact that cross-border cooperation developed at very different speeds during this period, according to the degree of isolation and development of the border regions. Integrated management was present essentially at internal borders with a long tradition of cooperation and a limited degree of isolation. The main weakness, in general, concerned the integration of financial management systems. Integrated management was especially complicated at external borders, with important differences between administrative systems and incompatibilities between INTERREG on one side and Phare-CBC or Tacis-CBC on the other side. In terms of project results, cross-border cooperation was most successful in the field of tourism, culture, media and environment. Results in the field of economic development were more mitigated, in particular with the limited involvement of the private sector. As for INTERREG IIC, its short-term achievements were considered by the ex-post evaluation rather modest (due to lack of time and resources, also partially due to lack of political support) but essential in contributing to the preparation of INTERREG IIB. The Baltic Sea Region programme appeared as a good practice example in terms of systematic use of project results, formulation of joint political recommendations and establishment of high-level strategic consultation between involved ministries and regional participants.

All in all, with a Community contribution of ECU 3.5 billion (1996 prices) more than 10,000 cooperation projects became reality between 1994 and 1999. The added-value of INTERREG was recognised in the ex-post evaluation: "The overall assessment of INTERREG II shows that extensive added value was generated by the programmes of all its strands. INTERREG II programmes have made it possible to recognise, and provided financial resources to deal with specific problems associated with national borders or issues of a transnational nature, which otherwise would not have been addressed."

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4 The REGEN Community Initiative, with an allocation of EUR 300 million, was essentially designed to help extend the gas network to deprived regions and improving connections between major European gas and electricity networks.

5 The 7 programmes were: Western Mediterranean and Latin Alps (ES, FR, IT, EL), South-Western Europe (PT, ES, FR), Atlantic Area (PT, ES, FR, UK, IE), North Western Metropolitan Area (FR, LU, BE, DE, NL, UK, IE), Northern Sea Area (UK, NL, DE, DK, SE, NO), Baltic Sea Area (DE, DK, S, FI Baltic States) Centre, Adriatic, Donube and Southeast Europe (CDES) (IT, AT, EL, DE)

6 The two flooding programmes implemented were IRMA (Meuse-Rhine area, involving FR, BE, LU, DE, NL and CH), with 153 projects, and France-Italy

7 Terra: An experimental laboratory in spatial planning financed under article 10 of the ERDF Regulation for pilot actions. The Terra programme aimed at the areas of the European Union whose specific territorial features made them more fragile and posed greater challenges for the development of an integrated strategy for the territories. Terra focused on experimental research on regional planning and looked at new approaches and integrated solutions, with a benchmarking approach. The programme covered the period 1997-2000 and supported a total of 15 projects.
INTERREG III (2000-2006) was characterized by the enlargement of the European Union and the consequent increase in the number of cross-border INTERREG IIIA programmes, reaching a total of 62 CBC programmes from 2004 onwards (until 2004 programmes between Member States and accession countries were co-financed by INTERREG on the EU side and Phare-CBC on the other side). 2004 also marked the launch of the Neighbourhood Instrument, seeking to streamline approaches between the different external aid instruments MEDA, CARDS and TACIS, and preparing the ground for 2007-2013. INTERREG III was also enlarged to integrate the Interregional Strand INTERREG IIIC, which built upon previous initiatives as well as the programmes ESPON (European Spatial Planning Observatory Network) and INTERACT (INTERREG Animation, Cooperation and Transfer).

All in all, the Community funding of approx. EUR 5.3 benefited more than 18,000 initiatives throughout the European territory and at external borders. The ex-post evaluation of INTERREG III, published in May 2010, draws twofold conclusions on the success of the INTERREG Initiative:

"Overall, the INTERREG III Community Initiative and the Neighbourhood Programme approach did not achieve the originally expected significant advance in cooperation at the end of the period, but the depth and intensity of territorial cooperation under INTERREG III further evolved during the 2000-2006 period despite the very heterogeneous and often difficult framework conditions”. In particular the ex-post evaluation refers to the qualitative progress of internal CBC programmes with project portfolios comprising nearly exclusively joint operations. Results are more modest at external borders, due essentially to the complexity of the legal framework instruments. The share of truly joint projects was much lower. As for transnational cooperation, management was also complex: the setting up of fully-integrated transnational programme management systems would have been needed but “this was not possible as no appropriate legal instrument existed”. “All transnational programmes did, however, achieve a very high intensity of project-level cooperation and in most cases, also a high depth and quality of cooperation”.

2007-2013

INTERREG changes its name to European Territorial Cooperation. But much more than this, European Territorial Cooperation becomes one of the three key pillars of European Cohesion Policy, side by side with “classical” regional development programmes. With a Community contribution of almost EUR 7.8 billion for the sole internal borders, and approximately EUR 9.4 billion by adding up IPA-CBC and ENPI-CBC funding; Territorial cooperation has reached a new scale and is now active in 75 border areas (including external EU borders), 13 transnational areas and 4 EU-wide programmes: INTERREG IVC, ESPON, INTERACT and the newcomer URBACT, which deals with transnational exchanges on integrated urban development.

8 In practice 64 CBC programmes were implemented: The CBC programmes Estonia-Latvia-Russia and Latvia-Lithuania-Belarus were integrated as INTERREG IIIA Priorities in the INTERREG IIIB Baltic Sea Region Programme.
9 For the programming period 2007-2013, two instruments ENPI-CBC and IPA-CBC, are dedicated to support of cooperation between European Member States border regions and their neighbours in accession countries (IPA-CBC) and in other partner countries of the EU (ENPI-CBC).
10 Community support to interregional cooperation started on an experimental basis between 1989 and 1993 with network pilot projects under article 10 of the ERDF Regulation for innovative pilot actions. Cooperation networks between towns and regions were set up during this period, setting the ground for the future INTERREG interregional cooperation strand and the urban initiatives: Pacte, Recite, Ecos and Ouverture. Interregional cooperation works at pan-European level, covering the EU 27, Switzerland and Norway. The INTERREG IVC programme aims at providing a framework for the exchange of experiences between regional and local institutions from the different countries on common challenges in areas such as globalization, demographic change, energy supply and climate change. www.interreg4c.net
11 ESPON was launched in 2002, and its main task is to study dynamics within the European territory. Focus is on territorial structures, trends, perspectives and EU policy impacts within the European Union. It provides comparable information about regions and cities of Europe in order to support policy development, growth and job creation. www.espon.eu
12 INTERACT, launched in 2003-2004, provides assistance to stakeholders implementing programmes under the European Territorial Cooperation Objective, also acting as an exchange and network platform. www.interact-eu.net
13 URBACT was created in 2002, but it was integrated to European Territorial Cooperation in 2007. In the previous period URBACT was part of the Community Initiative URBAN. www.urbact.eu
Looking back at the last 20 years...

Looking back at the last 20 years, Jens Gabbe considers that "Territorial, especially cross-border cooperation is much more than INTERREG. INTERREG is a very suitable instrument to implement important parts of our cross-border strategy. It has provided a real kick to cooperation initiatives and this in a durable manner. In border areas, the main risk nowadays lies in the fact that cooperation partners rely exclusively on the support of INTERREG/ETC, and sometimes lack their own sustainable development strategy."

Looking back at the last 20 years, Dirk Peters from the European Commission, INTERREG desk officer from 1994 to mid-2005 remembers: "Until the INTERREG unit was created in 2000, the desk officers were in charge of different types of programmes in geographical units. Therefore no one worked full-time on INTERREG, but there was a lot to do due to the complexity of the programmes. Looking at my experience of INTERREG, it is obvious that quality of cooperation has increased over time. There remains a lot to be done to increase the impact of territorial cooperation on regional policy, such as making more systematic use of the possibility to create synergies with other mainstream programmes, for instance by using the provisions of Article 37(6)(b) of Regulation (EC) No 1083/2006 or even - as of 2014 - by making it possible for Member States to allocate additional funding to territorial cooperation from their Objective 1 budgets. One should also put things into perspective: The European Territorial Cooperation is only small in relation to other Structural Fund programmes but when compared to EU programmes and initiatives in other fields than Cohesion Policy, territorial cooperation is rather big. The added-value of territorial cooperation is widely acknowledged but there is a lack of support at different levels, due to the inherent complexity of territorial cooperation."

Did you know that?

Cross-border cooperation was mentioned for the first time in the 1997 Treaty of Amsterdam (Article 2 provides for "the creation of an area without internal frontiers, through the strengthening of economic and social cohesion").

The first ever approved INTERREG programme was the CBC Programme Spain-Portugal, adopted on 18 June 1991.

More than 30,000 territorial cooperation projects have been implemented throughout Europe since INTERREG I!

Cooperation with external countries started in the 1990s: in the first generation of INTERREG 1991-1993, 8 partner countries were already participating in INTERREG, with their own funding. It is only with the creation of the EU external financing instruments Phare-CBC (1994) and Tacis-CBC (1996) that community funds have become available for non-EU regions in Central and Eastern Europe.
sneak preview: INTERACT video

In the framework of the celebration event in Tournai concerning 20 Years of Territorial Cooperation, the INTERACT Programme produced a 15-minute film entitled “Building Bridges: 20 Years of Territorial Cooperation”. The main idea was to demonstrate the main achievements of INTERREG and European Territorial Cooperation Programmes.

The production team spent a month travelling through Europe to visit a variety of flagship projects and to interview key stakeholders that have been involved in territorial cooperation over the past twenty years. In the following you can read an assortment of selected statements that could not be included in the main film, unfortunately, but which we find worthwhile sharing with you.

Jan Olbrycht, Member of the European Parliament
"1989 was in fact the turning point because it was the beginning of the new democracy in Central and Eastern Europe. Of course, this was the case when there was border cooperation even between countries with different political systems, like for example Poland and Germany or Czechoslovakia and Germany. After ’89 the situation completely changed because it was a new time, where the partners started to live in a normal, democratic, open world so they became cooperation partners. European Territorial Cooperation (ETC) in fact started in this moment, the new period, it was continuity for Western Europe but it was a new opening towards Eastern Europe. It was a new wave of expectations and hope, ’89 was the moment when local and regional authorities started to be active in a completely different role.”

Susanne Scherrer, Director, Joint Technical Secretariat, Baltic Sea Region Programme
"In this area it was very important that the iron curtain came down and that we had an opening of the area or a unification of the Baltic Sea region and this has really
changed the type of cooperation. At the beginning there was a big need to get to know each other between Eastern and Western Countries; this has also given a strong momentum for cooperation and a strong will to do something together.”

Jan Olbycht, Member of the European Parliament

“When we look at cohesion policy as such, ETC is the most important element that contributed to the relationship between local and regional authorities in cross-border territories. (...) In my opinion, the projects that really make a difference are those that are generated by the true needs of the community, that spring from very tangible issues like the economic crisis or climate change.

Carlos Beltrán Fernández, Managing Authority, Spain - Portugal Programme

Our programme is a pioneer example of cross-border cooperation. We have already had 4 generations since INTERREG I and it was the most important European cooperation programme in the 2000 - 2006 programming period, not only due to its geographical extension but also because of its financial allocation. Spain and Portugal share a 1200-km border and the budget of the programme amounted to EUR 1.1 billion. Therefore, it is quite an important programme.

Our programme’s main achievement was to erase the “border-effect” between Spain and Portugal. Obviously, we will still find a few areas where the effect remains, but in general we can say that this “border-effect” has been eliminated today. (...) 20 or 30 years ago, Spanish and Portuguese citizens lived with their backs to the border. Beyond the border nothing existed, only a few initial economic trade relations. So what has changed in the meantime? Obviously, people know each other today, there is very tight cooperation and infrastructures that enable these relations. Entrepreneurial development on both sides of the border has been enhanced, too. This is very important, because it eliminated this filter of the border. Citizens feel and experience this and I would say we have witnessed a considerable increase in income and, especially, in tourism, thanks to “tourism routes” at the border and its structural elements or facilities.

Rudy Demotte, President, Minister-President of Wallonia and the French Community, Belgium

“As everywhere we first saw the custom offices and border controls disappear. But this does not mean that all of this happened automatically. It is true that men and women started to do their shopping in France or Belgium - it was easy to cross the borders. Sometimes we even saw professional migration; people would work in France or Belgium. All this makes us reflect on the nature of these new links, for example in the health sector. How can we make sure that people receive equivalent treatment, with equivalent costs in France or Belgium, independently of where they live or work? How can we guarantee that those people taking the train across the border can benefit from relatively low-priced tickets? These are the concrete questions that we are asking ourselves since the disappearance of the borders.”

Barbara di Piazza, Director, Joint Technical Secretariat, Central Europe Programme

“In my opinion, the projects that really make a difference are those that are generated by the true needs of the community, that spring from very tangible issues like the economic crisis or climate change. Cities which stand and work together to create a public bus service that pollutes less: this is a possibility that an interregional or a transnational programme can deal with, or small and medium enterprises that join their forces into a cluster to defend themselves from the large multinationals and be more competitive.”
interregional cooperation: the benefits of sharing

By Nuala Morgan, Communication Officer, INTERREG IVC

The Europe-wide interregional cooperation programme has existed in some form since INTERREG IIIC was created in 2000. The core idea of interregional cooperation - inherently different from cross-border or transnational cooperation - is that regions have much to learn from each other in terms of regional development policy. The programme finances the exchange of experience and good practice in Structural funds across Europe.

From its beginnings as an experimental 'Community Initiative Programme', interregional cooperation has attracted an increasing number of participatory regions. From the very first call for projects in 2002, over 1300 local or regional bodies were interested enough to apply. Today, INTERREG IVC has so far attracted over 10,000 applications in the three calls that have been held, requesting three times more than the total budget available for the whole programme! A sure sign that the benefits of such cooperation are clear to these regions.

The focus of this type of programme has evolved over the years. During the programming period 2000-2006, INTERREG IIIC was open to a wide range of themes linked to regional development policy: from thematic cooperation on RTD, Information Society, Regional Planning or Transport to cooperation between Objective 1 and 2 regions or INTERREG programmes. This experience led, in the 2007-2013 period, to a greater focus on themes directly linked to the EU strategies for growth and sustainable development (the so-called Lisbon and Gothenburg strategies) and so INTERREG IVC is focused on priorities such as Innovation and the Knowledge Economy, also Environment and Risk Prevention.

Given the more strategic focus of interregional cooperation on improving regional development policies, the same result indicators as used in the ‘mainstream’ Objective 1 and 2 programmes are not always appropriate for measuring the impact of this cooperation. On the one hand, success is not directly measured by the number of jobs created, or the kilometres of motorway built, because the interregional cooperation programme is not an investment programme. On the other hand, the impact of policy changes as a result of interregional cooperation can often only be seen after the end of the project lifetime, once the policy is implemented in the region concerned. Many of the positive effects resulting from interregional cooperation are rather less tangible, therefore more complex to measure, but should not be underestimated in terms of impact. These include changing the way of thinking on local problems through European awareness; contributing to creativity and innovation; better international visibility of participants and regions; or new cooperation between participants who normally would compete.

That said; there are very clear, qualitative examples of the benefits gained from interregional cooperation since 2002.

The INTERREG IIIC programme helped 2634 regional partners in 267 project exchanges to improve their regional policies. In total, 6400 good practices were identified, and 1650 good practices transferred from one region to another.

In the INTERREG IIIC West, the COR! Operation dealing with river management, after attending a tour of the Welsh Valleys and discovering a Community Involvement project run by Keep Wales, the Dutch partner Hunze en Aa’s Waterboard created a community-led education project in their area. According to the lead Welsh partner Torfaen County Borough Council, this new project had not originally been planned, and represents significant added-value for the operation. It was also a direct transfer of experience from the Welsh partner to the Dutch partner.

Policy impact on national level

The preparation of Regional Development Strategies and Spatial Plans for EU regions has attracted increasing interest in recent years. The GRIDS project aimed to produce...
The CLUSNET project aims to improve the effectiveness of cluster support policies in larger European city-regions. Started in 2008, the project has already demonstrated one policy improvement. During the kick-off seminar in Stock-

1 For a full description of the cluster methodology, see INTERREG IVC Annual Report 2009
2 Information from progress report submitted 25 May 2010
imagine there’s no countries...

By Ieva Kalnina, Developer and Trainer, INTERACT Point Viborg

Just as a two-week bed-in wouldn’t be everyone’s idea of fun, John Lennon might have gone a bit too far with the ‘no countries’ bit, but his vision of ‘all the people living life in peace’ is something we have been lucky enough to (generally) achieve in our corner of the world and largely through our cooperation in the European Union. With peace has come trust. With trust have come new opportunities for regions and countries to work together for their common good. Although Europe may not yet have agreed exactly what this "Europe United” should look like, European Territorial Cooperation programmes are among the leaders in exploring the potentials. Yes, the vision of Europe differs. And yes, across Europe integration and cooperation is of different depths and maturity. But one thing is for sure - European Territorial Cooperation is an inexpensive and fast way of taking down mental and administrative barriers, knocking down stereotypes and giving people access to the undoubted benefits of working together.

Today more than ever Europe needs to cooperate. In the context of global competition, we are all very small fish in a very large pond and cooperation will be a vital element in exploiting the opportunities available. There is also a rapidly developing understanding of the global nature of some of the challenges we face and not least climate change, which requires profound and united improvements to the ways we live, travel and work - while ensuring that we do not allow our societies to fragment into globalised winners on one hand and those who have been left behind.
Imagine there's no countries...

"It's often said (and it seems quite reasonable) that you cannot expect to have any influence if you do not get involved.

We look forward to seeing you involved at an INTERACT event in 2011!"

on the other. It is against this background that the "Europe 2020" strategy has been proposed by Commissioner Barroso. The strategy proposes combining the efforts of the Member States and the European Commission to pursue smart, sustainable and inclusive growth in Europe. It reiterates the wish to see an economically, socially and territorially integrated Europe but moves beyond political pronouncements to provide a detailed analysis of how European funding instruments including Territorial Cooperation can be activated to contribute to these goals.

Europe 2020 is guiding discussions about the future use of European funds; a discussion which is open to anybody who is willing to contribute to the process. At the heart of the debate is a question which should warm the heart of even the most Euro-sceptical: 'How do we get the maximum value out of every Euro we spend?' Following encouragement from the Member States, the European Commission and the programmes, INTERACT has engaged programme practitioners in this future-shaping process over the last year.

The first consultation activities were carried out during Spring and resulted in a position paper, which is available online at [http://www.interact-eu.net/news/future_etc_paper/7/5108](http://www.interact-eu.net/news/future_etc_paper/7/5108). Conclusions and recommendations have been put forward regarding both the future strategic framework of cooperation programmes, as well as their management and implementation arrangements. In terms of implementing Europe 2020, the main call is for flexibility and focus to allow the programmes to adjust to the immediate needs of the area where they work but to avoid spreading the money too thinly and thereby achieving only limited long-term impact. Greater acceptance of the role the programmes play in bringing Europeans closer together in their everyday lives (and the inherent value of this process) would also be helpful – but should not replace the ambition to make a unique and meaningful contribution to Europe 2020.

More worryingly, concerns have been raised at many levels about the (over) complexity of management and control provisions. Clarification, simplification and harmonisation are three keys to improving programme performance in this respect although some question whether this is really possible. INTERACT, however, is uniquely placed to bring together the knowledge of programme stakeholders to develop realistic and qualified proposals for this simplification debate. As a programme we believe strongly that simplification is possible without a drop in standards, and that the key is to access the under-used resources of programme experience. This process will be the major focus of our own work plan for 2011 but a related conclusion of the future debate is that no organisation can achieve or impose simplification by itself: Cooperation is about people and their interpretations and implementation of the rules is just as critical as the regulations themselves. It seems that someone may sometimes need to send a strong reminder to all levels that the main purpose of all our work is to assist projects in achieving their objectives - not to create bureaucratic rings of fire for them to jump through. As such we all have a role and a responsibility in achieving genuine simplification.

These proposals have now been submitted to the European Commission where first steps in the drafting of new legislation have already begun. INTERACT will follow developments and contribute with concrete proposals if requested. We will also, of course, keep programmes updated with the latest news. The next step in this process is the '20 Years of Territorial Cooperation’ conference in Tournai which will look at past INTERREG achievements and the desired future.
vision of europe 2030

A collection of quotes from territorial cooperation stakeholders participating in the „future workshops“ organised by INTERACT in spring 2010.

"Europe of people and Europe for people. Being a European and having a Europe corresponding to our expectations"

"The EU will be the most sustainable economy in the world"

"United States of Europe is an integrated borderless area of solidarity"

"A larger Europe including Turkey, leading the world in terms of low carbon economy, economically competing with China"

"Political and social Europe or poverty and misery"

"People are healthier and happier because of a greener Europe and there is no need to read the list of ingredients on the products as they will be ecological"

"Secure, clean and healthy living environment for all Europeans"

"Common space based on joint values without social, economic barriers and people living in peace and freedom"
"A happy bunch of diverse people living in harmony with nature and the rest of the world"

"European region and European regional representatives take cooperation as a natural part of daily business, not because of money but because of cooperation per se"

"Youth is the future; all 20 year olds should be guaranteed jobs in 2030 to provide for their families and better future"

"Hope for new generations that do not have the same strict vision that we have had. The new generation is more prepared, already born in the European Union and ready for a stronger solidarity"

"One Europe made up of different regions specialised in different fields and therefore complementing each other, not competing against one another"

"Europe is hopefully improving its situation and not repeating the same mistakes"

"Europe is a set of individual Countries living together, driven by individual interests. There is a need for more harmonisation"

"Hopefully the welfare system will hold on and the security feeling will also survive the current crisis"

"More coherent Europe, transnational and interregional cooperation will become intercontinental cooperation with the rest of the world"
the future of territorial cooperation at EU external borders

Current discussions on the future of territorial cooperation outline the need to continue and strengthen territorial cooperation with partner countries of the European Union, both accession countries and others – a short review of trends by INTERACT.

By Ivana Lazic, Project Manager, INTERACT Point Vienna

External borders of the European Union have been rapidly changing over the past 20 years. Territorial cooperation has played and continues to play very important role in the enlargement process as well as in the implementation of good neighbourly relations with non-EU countries. Cross-border cooperation in particular promotes dialogue between local and regional authorities on both sides of EU and non-EU borders. Neighbourhood policy and attainment
tools since the mid-1990s, have provided means for the transfer of good practices, from simple actions like bringing people together, to more ambitious ones, like improving territorial disadvantages and joint regional development: Promoting regional integration of Europe as a continent but also cooperation outside of Europe.

In various discussions on the future of Cohesion Policy and on enlargement, such as the debate organised by INTERACT in the first half of 2010, the positions of the Assembly of European Regions (“AER Recommendations on the Future of Cohesion Policy post-2013”) or of the Committee of the Regions (“Opinion on the Enlargement strategy”), territorial cooperation along external borders has been highlighted as one of the crucial elements to support development of border areas with neighbouring countries and to strengthen capacity building. And so, in its opinion on the Green Paper on territorial cohesion, the Committee of the Regions “underlines the need to better coordinate territorial cooperation measures with the external aspect of this cooperation, i.e. with the Russian Federation and neighbouring countries of the outermost regions - countries eligible for membership of the European neighbourhood policy (ENP), and with an eye to EU enlargement (Western Balkans and Turkey).”

Territorial cooperation with non-EU Member States should be highly promoted for the next programming period, respecting the differences and characteristics of external borders.
1. Looking back at cooperation means between Partner Countries and EU Member States in the previous periods, what main lessons have you learnt that lead to the development of ENPI CBC programmes?

Compared to previous CBC programmes implemented under the former Tacis and Meda programmes, the ENPI CBC is specific and unique in the sense that countries on both sides of the border, Member states and partner countries, participate in a fully balanced partnership with equal voting rights in the decisional and selection committees.
2. In which field of cooperation do you see a significant success with the ENPI CBC programmes so far?

Considering that we are in the very beginning of the implementation phase it is not possible to say what type of projects have been most successful. What is sure is that the interest shown in these programmes, both at a governmental level and at the level of potential beneficiaries, is very high. The results of the first calls for proposals of the programmes have shown the commitment of the stakeholders and over 1000 projects are in the pipeline to be evaluated by the different programmes. This is, in our opinion, a first big success.

3. What are the main current challenges?

One of the biggest challenges is the high number of countries participating and the number of frozen conflicts in the eligible regions. It should be pointed out, however, that despite these political conflicts, the strong commitment of the participating countries has allowed the programmes to start their implementation on a solid basis.

4. Could you tell us something about the ongoing process of the midterm review of ENPI CBC programmes?

The mid-term review is foreseen in the strategy paper on CBC programmes and will allow adapting to a number of developments that were not foreseen in the beginning. For instance the 2 CBC programmes between Spain and Morocco were unfortunately never submitted to the Commission and have now been cancelled. It is obvious that this budget will now have to be reallocated to other programmes, either CBC programmes or other ENPI initiatives.

5. Could you give a short overview of what the planning for the coming period will look like?

What we will now concentrate on is, of course, the further implementation of the programmes and the follow-up of the different projects. This is what we have been looking forward to since we started the preparation of the programmes and we are now finally there.

6. On a personal level, what do you find most interesting about your work?

The most interesting thing is to work with so many different countries and to see how despite all difficulties and obstacles you manage to find a solution and to take a step forward. It is very rewarding to observe all the goodwill the participating countries invest into these programmes and you really get a feeling that you contribute to something that will be useful in the regions where the projects will be carried out. We believe that this will indeed lead to some positive results for people in the border regions which are often very poor, and that is a big accomplishment in itself.

Cross Border Cooperation (CBC) is a key priority of the European Neighbourhood and Partnership Instrument (ENPI), with the aim of reinforcing cooperation between member states and partner countries along the external border of the European Union. In total 13 ENPI CBC programmes are operating along the Eastern and Southern external borders of the European Union.
macro-regions: one way to develop europe

An interview with the EUSBSR Team in Directorate-General for Regional Policy¹, by Ulf Wikström, INTERACT Point Turku.

The first official Macro-Region in Europe will soon celebrate its first year. The EU Strategy for the Baltic Sea Region² (EUSBSR) was officially born on 29th October 2009 when the European Council adopted the Strategy. The overall aim is to find a new way to cooperate better in the region and also to ensure a sustainable future for the Baltic Sea that is a lifeline for all countries in the area.

The Members States asked the Commission to start the process in late 2007 and by autumn 2009 the Action Plan already consisted of more than 80 Flag Ship projects covering 15 Priority Areas in four pillars (environmental sustainability, competitiveness, accessibility and safety and security). Now three years later the process is up and running and the interest for macro-regions seems to grow in many other areas of Europe. The Danube Region Strategy is already on its way and should be adopted by the end of 2010 after finalisation of the Action Plan this autumn.

This other example in Central and South-Eastern Europe currently shows that macro-regional strategies are one way to develop Europe, by offering an integrated and coordinated approach to regional policy. Macro-regional strategies also represent an opportunity for Territorial Cooperation programmes and projects; the experts in terms of joint development and management as well as cross-sectional approach, to become essential partners in these strategies. The preparation of the period from 2014-2020 will undoubtedly have to take this new element into consideration.

Is it realistic to have several parallel macro-regional processes at the same time?

The adoption of the EUSBSR in 2009 created strong political momentum that has spread out throughout Europe. The preparation of the Danube Region strategy is underway, and some EU Member States or regions are considering the feasibility of how to develop macro regional strategies in other parts of Europe (Adriatic and Ionian Seas, or Alpine space for example). Further work on new macro-regional strategies should be based on a thorough review of existing strategies and the availability of resources.

There is a need to reach tangible results first within the Baltic Sea Region and secondly in the Danube Area. So far EUSBSR is the only strategy being implemented. Can you tell us more about how the work will proceed?

Bearing in mind the fact that the Strategy is built on the premise that it should not involve new institutions, legislation or funding, the Commission’s impression is that this task has been successfully completed to a very large degree. All Priority Area Coordinators (PACs) have been appointed and have started their work, and new macro-regional steering groups and networks have been created, bringing together participants sharing a common concern that previously were not connected.

The Strategy has also successfully used existing structures in a pragmatic and flexible way. When efficient structures

¹ Colin Wolfe, Jean-Marc Venineaux, Anders Lindholm, Catharina Sørensen, Joanna Kiryillo
² http://ec.europa.eu/regional_policy/cooperation/baltic/index_en.htm
existed, they were included in the Strategy to further its objectives. The Baltic Marine Environment Protection Commission HELCOM\(^3\) is closely associated in the Strategy’s environmental tasks, and the Action Plans for HELCOM and the Strategy are mutually supportive. Likewise, the Baltic Sea Task Force on organised crime is committed to furthering the objectives of Priority Area 15 “To decrease the volume of, and harm done by, cross-border crime.”

**Implementation is going the right way, but there is still potential for actions. Which are the key issues to be tackled in the coming months?**

The High Level Political involvement in the Strategy needs to be secured in the future. There is a need to assist Priority Areas where network creation has been slow or difficult. A lesson has been that the internal workings of the Priority Areas differ significantly. The ease with which the coordinators have been able to identify relevant networks and Flagship Project Leaders seem, to a large extent, to have depended on the maturity of regional cooperation within the area.

There is also a need for further investigating (by the Commission in cooperation with the Member States, the International Financing Institutions and the European Parliament) the needs and possibilities for technical assistance funding to cover running costs of PACs and FPLs. We also need to improve the alignment of funding with existing programmes to ensure that the best possible financial solutions are found for the priorities in the Strategy. And in order to be successful the High Level Political involvement in the Strategy needs to be secured also in the future.

The first reporting phase in EUSBSR is now to be finalised and the outcome will be presented at the annual forum for stakeholders in Tallinn on 14th/15th October 2010. What kind of feedback are you expecting from the stakeholders?

It will allow the participants to comment and react on what has been done so far, and also to make proposals if they think it useful. They will tell us if they share our feeling that a lot has been done, and that we have taken the right direction. However, even though several projects have already been selected and financed, in particular with the support of Structural Funds, and are now up and running, it will need time before tangible results can be measured. This time factor should not be underestimated. There is still time to improve the actions and working means before the first official analysis of this strategy will be made by the European Council. That will happen during the Polish EU Presidency during autumn 2011.

**How do you see the progress of the Danube Strategy?**

A clear momentum has been created. Now, all the countries of the Danube Region understand that there is a lot to gain by cooperating on common issues and are willing to do so. They even adopted an official joint statement in Budapest in February where they confirmed their commitment to the Strategy. We have now finalised the consultation phase and received many interesting ideas for action. Therefore, we now have a clearer view on the main priorities for the future and are preparing the Strategy, which is due to be adopted by December 2010.

It is also clear that the EU Strategy for the Danube Region builds on the experience of the EU Strategy for the Baltic Sea Region. Whilst the countries and issues are different, the preparation and implementation phases are similar. For example, the importance of the consultation phase has been confirmed as it enables all stakeholders to participate, which is crucial for a smooth implementation.

**INTERACT supports the development of the strategies, in particular Baltic Sea Region and Danube Region.**

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4 http://ec.europa.eu/regional_policy/cooperation/danube/index_en.htm
INTERACTing for an intelligent energy future

‘Capitalisation’ is a much used word in current discussions about the strategic focus of programmes and making the most of project results. While approaches to capitalisation vary widely, there are two main elements: Identifying the best results of completed projects to pass them on to other regions and project developers, and building connections between on-going projects so they can learn from each other’s work.

In this article we present the Intelligent Energy Europe (IEE) programme and some of the capitalisation initiatives it has developed. We hope these ideas can provide some general inspiration for Territorial Cooperation programmes but the choice of the energy theme is no accident. Europe 2020 places energy policies at the heart of European concerns and it can be expected that many future Operational Programmes will address energy as a theme. The IEE programme offers a great range of up-to-date materials and contacts to past and present projects, making it possible for us to assess what has been done already and the gaps that future energy projects could most usefully fill.

IEE is very keen to play an active role in this process and we expect them to attend some upcoming INTERACT events to share their thoughts on the current situation and the greatest potentials for cooperation. In the meantime, here’s a taste of what IEE is all about.

The European Union’s Intelligent Energy - Europe (IEE) programme is about developing Europe’s renewable energy and energy efficiency potentials. Learning from each other and sharing our experiences play a major role in helping our economies and societies become less carbon-intensive. With their decision on the so-called 20/20/20 objectives, EU governments have put renewable energy sources, energy efficiency and sustainable mobility firmly in the spot-
To address climate change and ensure a future supply of reliable, affordable and clean energy the EU must, by 2020, reduce greenhouse gas emissions by at least 20% compared to 1990 levels; ensure 20% of its energy needs come from renewable energy sources and; cut 20% of its primary energy use by improving energy efficiency.

The IEE funding programme has been set up to help turn these ambitious objectives into reality. It supports European projects which promote and spread good practices with proven energy efficient and renewable energy technologies. Equipped with a budget of more than EUR 700m for the period of 2007-13, the programme has, to date, supported over 500 projects in areas such as renewable electricity and heating, energy-efficient buildings, alternative fuels, green transport and local community-based actions.

Packed with know-how and information created by these projects, the IEE online projects database and the Intelligent Energy eLibrary give you easy access to a wealth of best practices, case studies, guidelines, planning and calculation tools, checklists, blue prints and training materials (see separate box for the web address).

No global change without local action. This is why, through its ManagEnergy web-portal, the IEE programme also provides support to public authorities and promotes exchanges between the 300+ local and regional energy agencies which currently exist in Europe. These energy agencies take the lead on energy efficiency and renewable energy matters in their cities and regions by offering information, advice, and guidance adapted to the local needs and circumstances.

Local action for energy efficiency will also be at the heart of the EU Sustainable Energy Week 2011 (EUSEW 2011), Europe’s key event for a more intelligent energy future and another IEE initiative. Between 11 and 15 April 2011 hundreds of events organised in Brussels and throughout Europe will showcase, promote, discuss and celebrate energy efficiency and renewable energy, making the EUSEW an ideal platform for interaction. Be a part of it and organise an Energy Day in your city or region during that week!

In short: The IEE programme offers a range of initiatives and projects in the energy and transport fields aiming to increase the knowledge of stakeholders, sharing experiences and capitalising on results and best practices that exist in Europe. With these aims in mind a co-operation between INTERREG and IEE projects will accelerate the mutual learning between participants, benefiting Europe in achieving its ambitious energy and climate targets.
upcoming INTERACT and INTERACT ENPI events

13 October 2010  Third Annual Meeting, INTERACT point Vienna Regional Network
Thessaloniki (Greece)
http://www.interact-eu.net/events/3rd_rn_meeting_ipvienna/14/5214

21 October 2010  INTERACT ENPI Annual Conference
Kiev (Ukraine)
http://www.interact-eu.net/events/interact_enpi_annual_conference/14/5599

09 November 2010  Evaluation Seminar of European Territorial Cooperation Programmes
Paris (France)
http://www.interact-eu.net/events/evaluation_seminar/14/5597

25 November 2010  Public procurement in ETC Programmes and projects
Brussels (Belgium)
http://www.interact-eu.net/events/evaluation_seminar/14/5597

For more information please see the events section of the INTERACT website at:
http://www.interact-eu.net/events/14?year=2010

request a topic

At INTERACT one of our stated aims is to be responsive to the needs of our stakeholders. Therefore if you would like to request a topic for our future newsletters, please e-mail INTERACT secretariat at interact@interact-eu.net