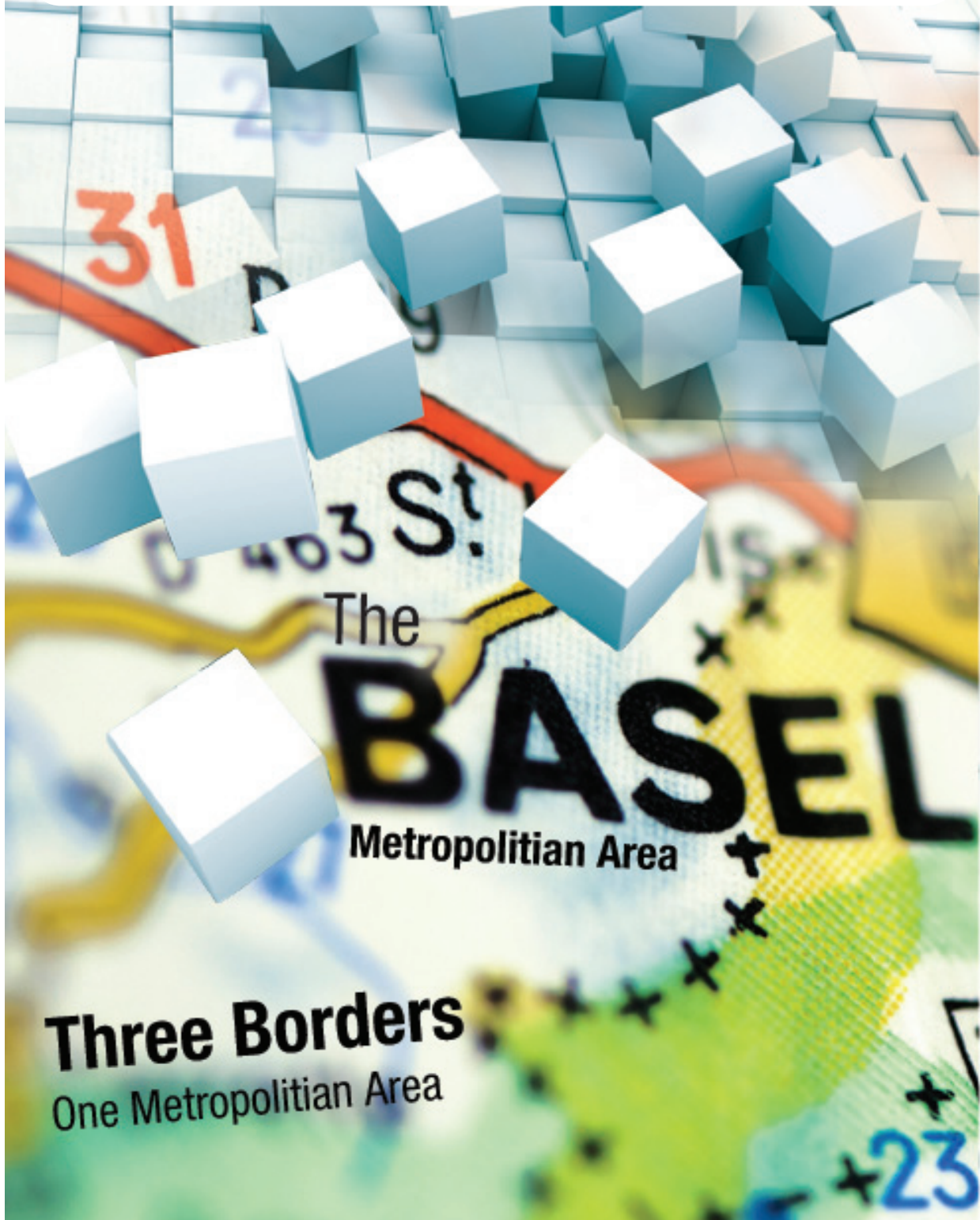




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The Basel Metropolitan Area: Three Borders - One Metropolitan Area

John Driscoll | François Vigier | Kendra Leith

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This research on governance and spatial planning reform has been undertaken as part of the International Centre for Local and Regional Development's (ICLRD) EU-Funded initiative, CroSPlaN (see Appendix I). Funded under INTERREG IVA, and administered by the Special EU Programmes Body, this three-year programme promotes the development of a cross-border planning network by enhancing and promoting the opportunities that exist for collaboration and addressing identified areas of need.

This is one of three case studies focusing on inter-jurisdictional planning and governance; the others focusing on the island of Ireland and the Boston Metropolitan Area.

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The International Centre for Local and Regional Development would like to thank all those who have contributed to the development of the case study on the Basel Metropolitan Region. The recent work of Christophe Sohn and his colleagues (Centre for Population, Poverty and Public Policy in Luxembourg) on cross-border metropolitan cooperation in Basel was particularly helpful. Thanks also to colleagues from numerous European and U.S. research institutions that presented projects and good practices in cross-border cooperation at the April 2010 American Association of Geographers (AAG) annual conference in Washington DC, and at the 8th European Biennial of Towns and Town Planners in Nancy, France in December 2009. The Mission Opérationnelle Transfrontalière (MOT) based in Paris has excellent information and resources on cross-border planning on its website. In particular, the study team would like to acknowledge the work of Olivier Denert at MOT on cross-border cooperation in metropolitan areas.

The information and opinions expressed in this document have been compiled by the ICLRD team from sources believed to be reliable and in good faith. However, no representation or warranty, express or implied, is made to their accuracy, completeness or correctness. All opinions contained in this document constitute the authors judgment as of the date of publication and are subject to change without notice.

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Background

This case study on promoting regional development in the Basel Metropolitan Area has been developed as part of the ICLRD research programme on cross-border and inter-jurisdictional planning. This case on Basel was developed under the ICLRD's Cross-Border Spatial Planning Network Programme (CroSPiAN) funded by the EU INTERREG IVA Programme managed by the Special EU Programmes Body. A case on the Boston Metropolitan Area is also available on the ICLRD website, www.iclrd.org

Together these cases provide practitioners, policy makers and academics involved in cross-border and inter-jurisdictional cooperation practical examples of how cooperation in local and regional development can be shaped by collaborative efforts.

Borders always have the twofold function of separation and of serving as an interface. Over the last decades, the accelerating processes of globalization, the strengthening of regional integration, and the consolidation of supranational bodies have led to profound changes in the traditional functions of borders. In the same time, there has been a resurgence of cities and city-regions as new forms of economic and political organizations that are the changing relationships between borders and cities in a North American and European context¹.

These cases provide examples of how territorial cooperation in a cross-border context can support future EU policies that are emphasizing 'place-based strategies' that can 'supply bundles of integrated public goods and services' (*EU 2020 Strategy* and the *Barca Report*). These cases are relevant to the island of Ireland where central and local government on both sides of the border are looking for new ways to improve services, generate jobs and promote sustainable development in challenging economic times. The cases illustrate a range of practices, structures and projects that rely more on a bottom-up approach among local governments that can be supported by central and EU funding mechanisms.

These cases are part of ICLRD's efforts to improve local government capacity within the border region as local councils take on an increasing role in promoting their development in partnership with central government agencies, cross-border bodies, civil society and the private sector.

¹ Description of the workshop on border and cities, American Association of Geographers (AAG) 2010 Annual conference.

Introduction

Within the European Union, there are 15 cross-border metropolitan areas identified by the European Spatial Planning Observatory Network (ESPON), one of which spans three countries – Germany, France and Switzerland. The Trinational Eurodistrict Basel (TEB) consists of a large urban core and dependant lower densities with strong cross-border functional linkages and a history of developing joint projects and co-ordination mechanisms². It offers an interesting example of the complementary roles of the public and private sectors in

'building metropolitan regions and a diffuse form of governance that relies on a looser, more negotiable set of political arrangements that take their shape from the networks of relations that stretch across and beyond given regional boundaries'³.

This idea of a negotiable set of arrangements at various spatial scales and for different purposes reflects ad-hoc regionalism which characterises metropolitan cooperation across jurisdictional boundaries in the United States⁴. The Metropolitan Basel experience also illustrates good practice for emerging cross-border cooperation in spatial planning at the sub-regional level that are pertinent to the Irish border region, including the Newry-Dundalk Twin City Region; the North-West Gateway which includes Londonderry/Derry and Letterkenny; and the Central Border Region.

Basel – A Cross-Border Metropolitan Growth Centre

In most European cross-border regions, the driving force for coordinating metropolitan and regional growth policies is the economic and functional interdependencies resulting from cross-border commuting patterns as the traditional restrictions that have hampered housing choices and access to better paying jobs have vanished. In the greater Geneva area, for example, with a population of 805,400, 34% of the metropolitan population lives in France

² The 15 metropolitan areas include: Genève-Annemasse, Euroregion MAHL, Basel-Mulhouse, Wien-Bratislava, Saarbrücken-Forbach, Öresund, Nice-Côte d'Azur-San Remo, Lille, Strasbourg-Offenburg, Luxembourg, Katowice-Ostrava, Milano, Tillburg-Eindhoven, Twente-Nordhorn, Arnhem-Nijmegen. (METROBORDER, Cross-border Polycentric Metropolitan Regions-Interim Report, ESPON 2013 Programme, 15).

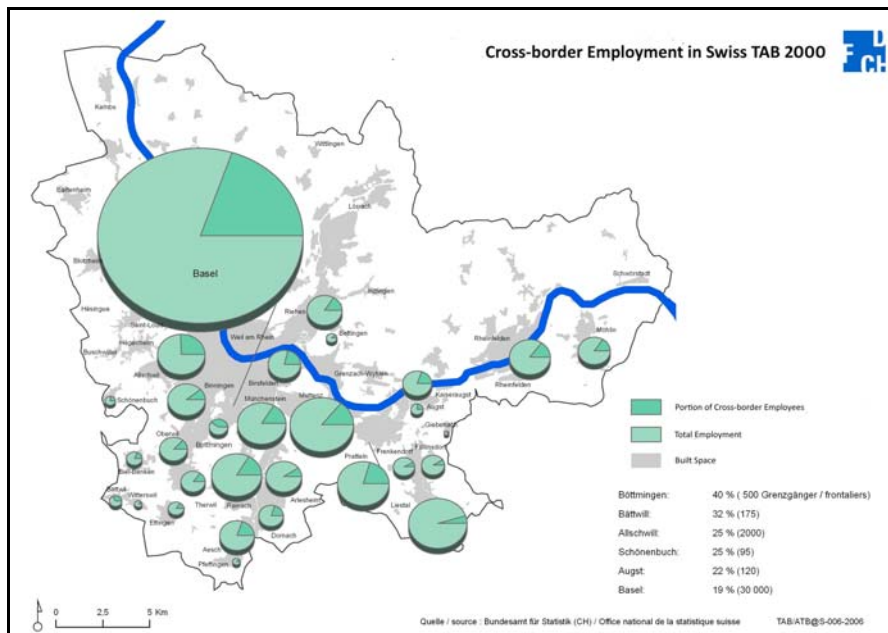
³ Sohn C., Reitel B. & Walther O., 2009, "Cross-border metropolitan integration in Europe: the case of Luxembourg, Basel, and Geneva," in *Environment and Planning C: Government and Policy*, 27(5) 922 – 939.

⁴ Vigier F., J. Driscoll J. & Lee-Chuvala C., Spring 2006, "Ad Hoc Regionalism: Managing Growth through Spatial Planning—Learning from the American Experience" in *Journal for Cross Border Studies in Ireland No. 1*. See also Allan D. Wallis (2002, December), Exploring Ad Hoc Regionalism (Policy Focus Report): Porter, Douglas R. and Allan D. Wallis.

while 85% of jobs are located in the Swiss area and over 46,500 commuters travel from the French suburbs to work in the Geneva city centre⁵.

In Metropolitan Basel, 830,000 people live in 226 municipalities and between 35% to 40% of the population lives in France and Germany. It is estimated that 85,000 commuters come from surrounding areas to work in Basel city and that 60,000 are cross-border commuters with 54% coming from France and 46% coming from Germany⁶ (see Figure 1). Since the 1990's, the most rapidly growing parts of Metropolitan Basel are on the German side of the border with rates of growth of 10%, while the French side grew by 4% and the Swiss by only 1%⁷.

Figure 1: Cross-border Employment in Swiss TAB, 2000



(Source: TAB/ATB (2000))⁸

Given that Switzerland is not a member of the EU or the Euro zone, cross-border cooperation faces different financial and legal obstacles than say between Germany and France or UK and Ireland. In both Basel and Geneva, the type and level of cross-border

⁵ <http://www.espaces-transfrontaliers.org/en/>

⁶ Alain Groff, Transport Department, Canton of Basel-City, notes that the 85,000 commuters represent 50% of the employees working in Basel. The MOT website notes that 65% of the metro population lives in Switzerland, 27% in Germany and 8% in France.

⁷ Schweizer, Nollert and Seidemann; paper presented at the 2006 International Society of City and Regional Planners.

⁸ The Trinational Conurbation Basel or TAB-ATB developed a strong data and mapping capability to highlight socio-economic trends in the Basel Metropolitan Area. For example, the map on cross-border employment shows that 19% or 30,000 employees in Basel are considered cross-border employees.

cooperation that has evolved is based on clearly identifiable functional relationships and projects that respond directly to a demand.

The cases of Basel and Geneva illustrate that the presence of an external EU border does not constitute a limiting factor in the scope of cooperation strategies. Similarly, the experience of Basel is testament to the ability of the actors to overcome the inherent territorial complexity of cross-border cooperation which brings together three countries, including four Swiss cantons, with significant legal and regulatory differences⁹.

Structuring Cooperation in Basel

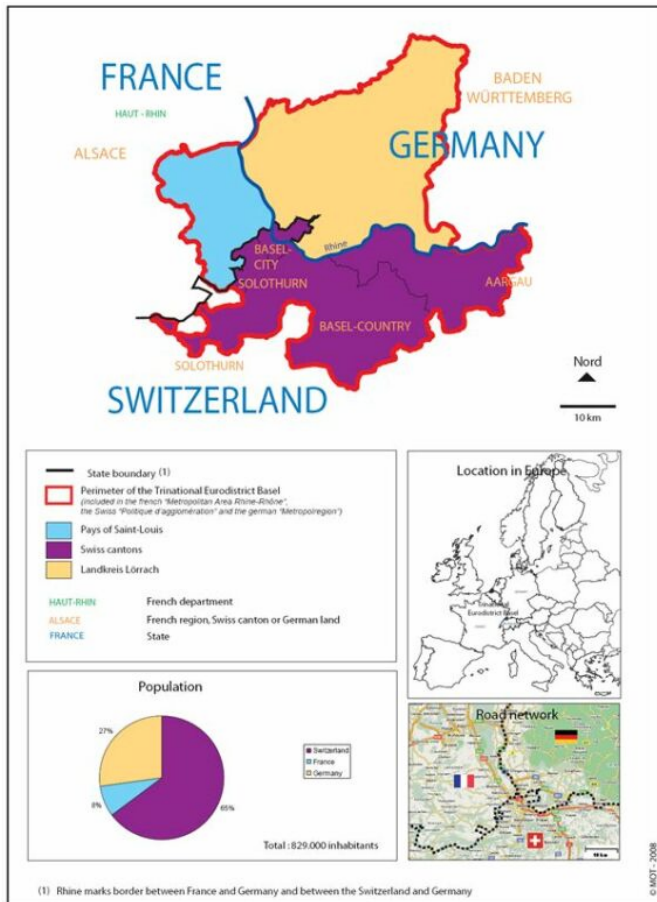
In Basel, there are notable milestones for cross-border cooperation dating back almost 50 years when the *Regio Basiliensis* was established in 1963 to coordinate cross-border activities in economic development within the upper Rhine region. In the mid 1990's, regional planning efforts in the three jurisdictions (France, Switzerland and Germany) were underway. Planning officials in the Swiss cantons of Basel City and Basel County contacted their counterparts in Alsace and the Baden Württemberg region in Germany with the idea of developing a cross-border development concept. In the case of Basel, the planning of a large urban project around the railway station had metropolitan and, therefore, cross-border implications. A subsequent conference in 1995 led to a joint resolution among the three jurisdictions to coordinate cross-border spatial planning (see Figure 2). A conurbation conference took place in 2000 to improve cooperation, facilitate the sharing of information and adopting trinational positions on the development of the region¹⁰.

The cooperation took another step in 2001 with the formation of the Trinational Conurbation Basel Association or TAB/ATB, the publication of the *TAB 2001 Development Concept* outlined a joint-vision for the development of the Basel Metropolitan area and narrowed the number of key projects to thirty-two. Feasibility studies were undertaken for ten cross-border projects in the areas of regional planning and public transportation.

⁹ Sohn C., Reitel B., & Walther O., 2009.

¹⁰ MOT website on EU Conurbations.

Figure 2: Map showing the shared borders of France, Switzerland and Germany



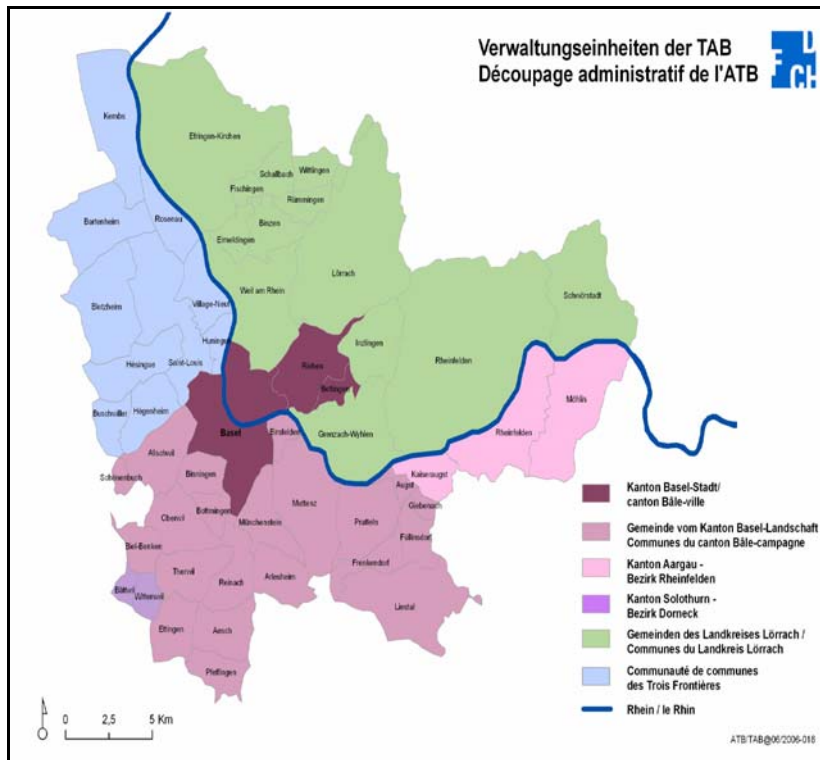
(Source: <http://www.espaces-transfrontaliers.org/en/>)

The studies were coordinated by the Advisory Board with conferences organised to share information, discuss projects and move towards the adoption of Trinational positions (see Figure 3). Funding for these studies, as well as for the organisation of the TAB/ATB, came from the Swiss government and EU INTERREG II and III funding.

In 2006, the political representatives involved in the cross-border cooperation in the Basel area recommended that cooperation structure be improved. In 2007, the ATB/TAB became the Trinational Eurodistrict Basel or TEB-ETB, a non-profit association based in Alsace¹¹.

¹¹ See Karlsruhe Agreement—legally organised under Alsace-Mosel law, the placement of a cross-border organisation in one jurisdiction, operating under the legal requirements of that jurisdiction is not unusual in cross-border cooperation.

Figure 3: The Trinational Conurbation Basel



(Source: ATB/TAB (2006)).

The TEB objective is to promote sustainable development within the functional territory by coordinating cross-border spatial planning across local, regional and national borders. Its boundaries are considerably larger than the earlier TAB association and reflect a larger regional perspective and awareness of the linkages of the hinterlands within the Basel Metropolitan functional zone. Figure 4 shows the boundaries of the two associations: the earlier TAB (2001 to 2007) noted by the black boundary, and the newer and much larger Basel Eurodistrict which started in 2007 and includes a wider geographic area. The TEB structure, aimed at regrouping public and private sector participants, bypassed the need for formal approval by the three governments and enabled the Association to concentrate its efforts on the development of specific interventions.

Its 2007 report identified a development strategy to 'stimulate the process of cross-border functional integration through the achievement of targeted projects'. The report focused on the strength of the Trinational Basel area through four underlying themes:

- Culture, Heritage and Sustainable Development;
- The Rhine River: Water and other Landscapes;
- The Urban Trinational Region in Motion; and

- Knowledge Economy and Life Sciences

Figure 4: Metropolitan Basel, 2007



(Source: TEB/ETB (2007)).

In 2009, the TEB launched a new report that articulates a vision of the metropolitan area in 2020 that is very much focused on the twin issues of international competitiveness and sustainable development. The preparation of the report was funded as part of an INTERREG IIIA project.

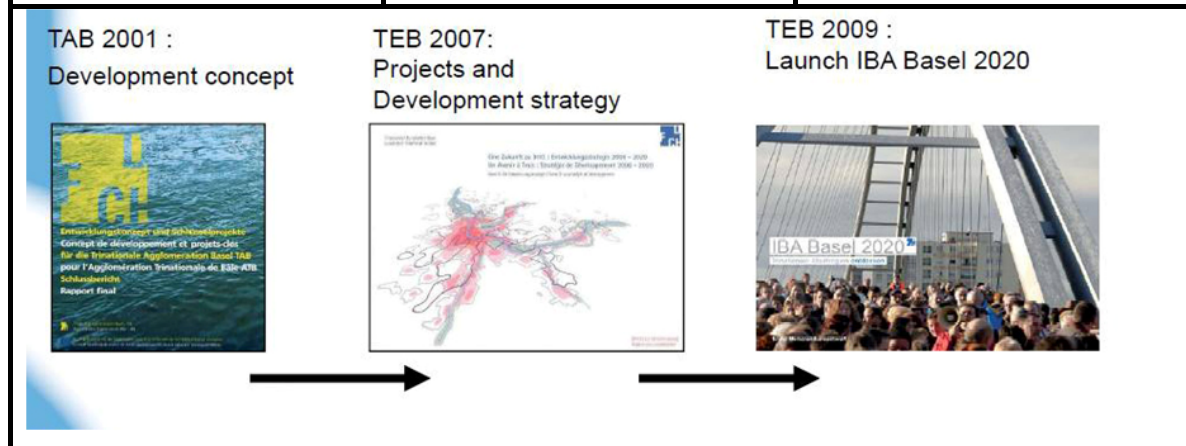
Managing the TEB

The TEB is a non-profit association registered in France and administered by a technical secretariat of four full-time staff members who are responsible for coordinating projects including INTERREG activities. A Technical Coordination Committee made of 18 planning specialists from the three countries advises the management committee and meets every two months¹². Projects are carried out through the Group of Experts on behalf of the Management Committee and the Assembly.

¹² The Technical Committee represents the following institutions:

Table 1: Evolution of Basel Metropolitan Cooperation

TAB 2001 Development Concept	A joint vision for the development of the Basel Metro area; the report summarises cooperation from 1997 through 2001 and includes proposals for 32 key projects.	Published by the TAB-ATB association. Funding for studies via INTERREG II.
TEB 2007—Projects and Development Strategy	Updated version of 2001 report with new projects.	Published by the ‘upgraded’ association---the Trinational Eurodistrict Basel (TEB-ETB).
TEB Basel 2020	Vision for Metro Basel in 2020 with an international exhibit to promote cross-border cooperation.	Published by the TEB-ETB as a vision of Basel Metro in 2020.



(Source: TEB/TAB documents and presentation)

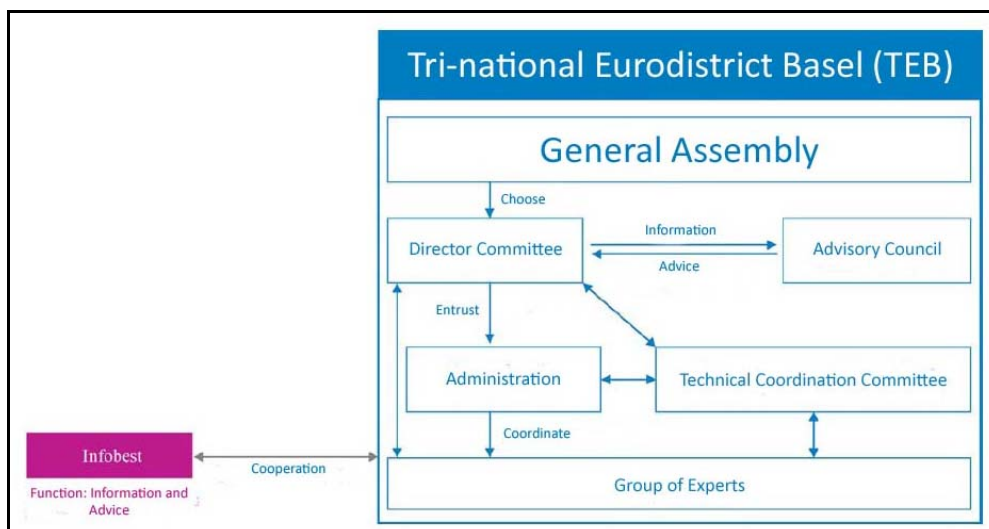
- Trinational: TEB office and Infobest Palmrain
 - Switzerland: Canton Basel City, Präsidentsdepartement/ Canton Basel-Landschaft Bau- und Umweltschutzdirektion as well as Education, Culture and Sport Directorate/Canton Aargau, Departement Bau, Verkehr und Umwelt/REGIO BASILIENSIS (IKRB)
 - France: Communauté de Communes des Trois Frontières/City of Saint Louis/Département du Haut-Rhin/Region Alsace
 - Germany: City of Lörrach/City of Weil am Rhein/Landratsamt Lörrach/Regional Council Freiburg
- (Source: Local Action Plan-Trinational Eurodistrict of Basel, April 2010).

Policy decisions are set by the Management Committee (Director Committee - see Figure 5) and the General Assembly. The General Assembly consists of 62 members (29 Swiss, 18 French and 15 German). It holds an annual meeting to outline priorities, programme activities and objectives and approves reports (policy, finance and budget). The Assembly also admits new members and members can leave the association according to its bylaws.

A Management Committee of 24 members includes an equal number of German, French and Swiss members elected by the Assembly for two-year terms. The President and the Vice-President are nominated from one of the three countries and are elected on two year terms with the Presidency rotating among Germany, Switzerland and France.

The Consultative or Advisory Council includes 50 members drawn from elected representatives and includes 15 German, 20 Swiss and 15 French members. This group was formally the Agglomeration Conference under the Trinational Conurbation Basel.

Figure 5: TEB Administrative Structure



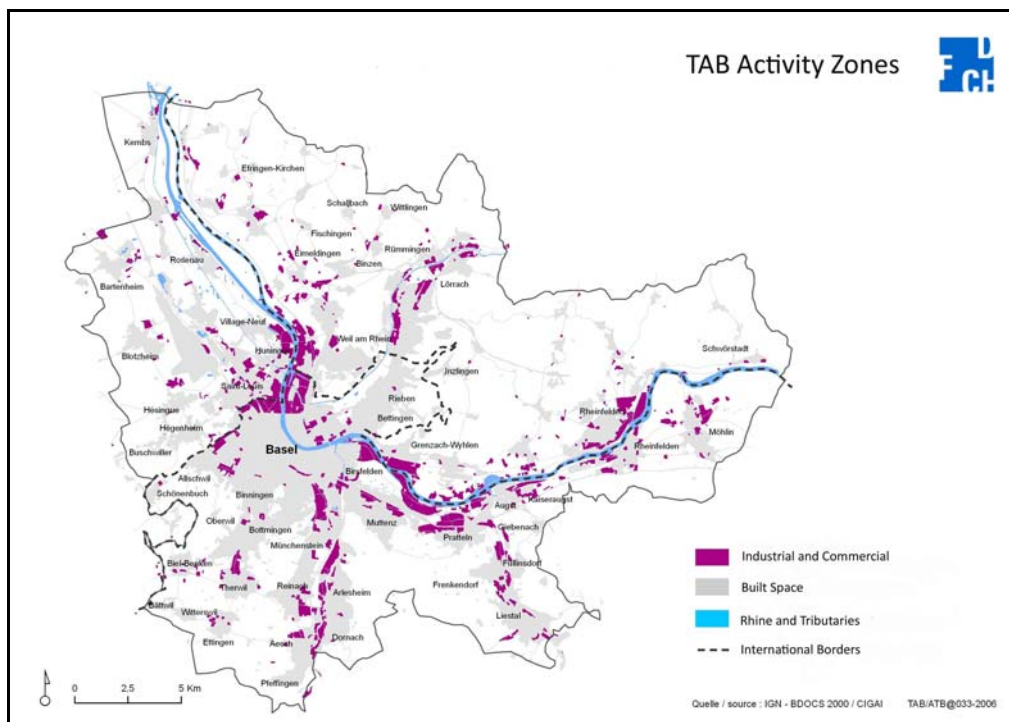
(Source: TEB/ETB- MetroBasel 2020)

The TEB has its own technical department and can readily access the expertise it needs to develop and manage projects; this helps to give it a core competency and move beyond being only a manager of cross-border funding and programmes.

A data and information service is provided through Infobest, an INTERREG-funded Franco-German organisation providing information and advice on cross-border issues. With four

different centres along the border between France and Germany, one of the centres includes Infobest Palmrain, which provides information and advice on all cross-border issues between France, Germany and Switzerland (see Appendix II). The TEB has developed its own GIS capabilities for analysis of different sectors (transportation network, land use, demographics, etc.) These maps and data are readily available to local authorities, and on the TEB website (see Figure 6 as an example); the information is used to plan, implement and monitor projects as well as for marketing campaigns for attracting new economic activities.

Figure 6: TAB Activity Zones



(Source: IGN-BDOCS 2000/CIGAI)

Financing comes from annual subscriptions from the members, grants and INTERREG projects. Under INTERREG III 2b4, the cost of financing projects was shared at 16.66 percent each for France and Germany and 33.33 percent each for Switzerland and the European Union.

Role of the Private Sector

In April 2008, Metro Basel was launched by a business and civic group. Described as a think-tank and a platform for cooperation, Metro Basel supports government, business and civil society to implement the vision of Metro Basel 2020. As a business/civic group, the

organisation uses a combination of studies, forums and publications to involve and promote metropolitan cooperation. An extensive annual report called *Metro Basel* summarises studies, forums and provides interviews with leading business leaders. In November 2009, 450 participants attended a forum on 'Basel in the World-Prospects for 2020'.

In terms of supporting metropolitan cooperation across borders, Metro Basel shows the critical importance of civic and business involvement to complement the technical and political engagement that occurs through the Trinational Eurodistrict Basel.

In addition to Metro Basel, other organisations such as the Trinational Eurodistrict Basel (TEB), Regio Basiliensis and Infobest Palmarain are making an important contribution towards breaking down boundaries and improving the quality of life within the greater Basel region.
(President of the Executive Council Basel-Stadt (2009) in *Metro Basel*)

Framework for Collaboration in Spatial Planning

TEB's mission is to identify, coordinate and carry out joint cross-border projects in spatial planning, public transport and urban development. Its structure and staffing give it a strong technical competency to carry out its work and the recommendations of the TEB are taken into consideration by different levels of government. Both Switzerland and France have incorporated TEB recommendations in their respective metropolitan spatial policies.

Table 2 shows how cross-border cooperation has evolved at different spatial scales. Taken from a TAB/TEB Strategy document, it illustrates how horizontal and vertical cooperation is occurring at different levels of government (central, regional and local). Horizontal cooperation occurs at the metropolitan scale among Swiss, German and French institutions in order to "assert their position within the Basel Metro area" (MOT). This cooperation is non-statutory and based on the identification of development strategies that are jointly developed and updated under the TAB/TEB umbrella. Vertical cooperation occurs at both the national and regional scale with central government planning policies in the three countries furthering the concept of the trinational conurbation within their own regional development policies.

Importantly, Table 2 also shows that statutory responsibilities such as municipal and land-use planning decisions, as well as building permits, are not shared responsibilities. There is no overlap of regulatory competencies.

There are still differences between communal (local), regional and national plans, which present challenges when developing a comprehensive trinational plan for a functional metropolitan area. The presence of the ETB and TAB associations provide a platform for coordination among administrative bodies within Germany, Switzerland and France and across their borders.

Table 2: Coordinating Regional and Metropolitan Spatial Planning Initiatives

European Level	EUROPEAN UNION -Community Space Development Outline (1999) -Territorial Agenda (provisionary version 2007)		
	Switzerland	Germany	France
National Level	Federal Development Office -Regional Development Report (2005)	Federal Ministry of Spatial Planning -Strategic Guideline for Spatial Planning in Germany (2006)	Interministerial Delegation on the Development and Competitiveness of the Territories (DIACT) -Utilities Outline (SSC) -Territorial Development Guidelines (DTA) (Not Applicable for Alsace)
Regional Level	District Plan -City of Basel District Plan (2006) -Basel Area District Plan (2006) -Argovie District Plan (2001) -Soleure District Plan (2000)	Development Plan -Baden-Wuerttemberg Development Plan (2002)	Region -Regional Development Outline (SRADT) (Not Applicable for Alsace)
		Regional -Hochrhein Bodensee Regional Plan (1998)	Association of Local Governments -Huningue and Sierentz Cantons Master Plan (1998) -Comprehensive Territorial Plan SCOT (underway)
Local Level		-Building Development	Municipal Planning (PLU) Land Use Planning (POS)
Cross-Border Cooperation	Trinational Eurodistrict of Basel -Development Strategy 2010		

(Source: TEB/ETB)

Role of Projects and Informal Cooperation

Cross-border cooperation in the Basel area is non-statutory and framed within an agreed upon strategy. It is managed by both formal and informal processes, and driven by projects that concretise the high level of spatial planning cooperation that has evolved over the years. In a presentation at the 42nd Congress of the International Society of City and Regional Planners in 2006, an important distinction was made between informal and formal process in cross-border cooperation for spatial planning in the case of Basel¹³.

¹³ Schweizer, Nollert and Seidemann- presentation at 2006 International Society of City and Regional Planners.

'Informal processes are capable of facing the special challenges of spatial planning and metropolitan governance when dealing with cross-border issues, while formal planning processes reach their limits'.

Schweizer and his colleagues contend that in the Basel Metro area, major projects were coordinated through a 'partnership of convenience' which is very much within the notion of *ad-hoc* regionalism within the United States. *Project managed cooperation* allows each participating jurisdiction to incorporate the necessary joint actions into their respective planning systems so that 'either local or regional authorities can implement and realise their part within their own national framework'. There is considerable flexibility in this approach, especially when working at the municipal or regional level.

An interesting example includes the *Regio-S-Basel* a regional traffic system first explored by the Regio Basisliensis and launched in 1997 as a transportation network for Metro Basel. Cross-border protocols were established for transportation projects; for example, projects that cross into Germany have to comply with that country's specific cost-benefit analysis while complying with environmental requirements in all three jurisdictions. The presence of a dedicated organisation such as the ETB/TEB is viewed as critical in overcoming the complexities of cross-border transportation planning and operation.

The following list of projects ranging from redevelopment of the area around a potential inter-modal train station in Basel, cross-border tramways, larger area plans on the urban fringe and open space improvements, illustrates the key point of identifying and developing projects that increase the service levels for different areas within the Basel Metro region (see Table 3 and Figure 7 respectively).

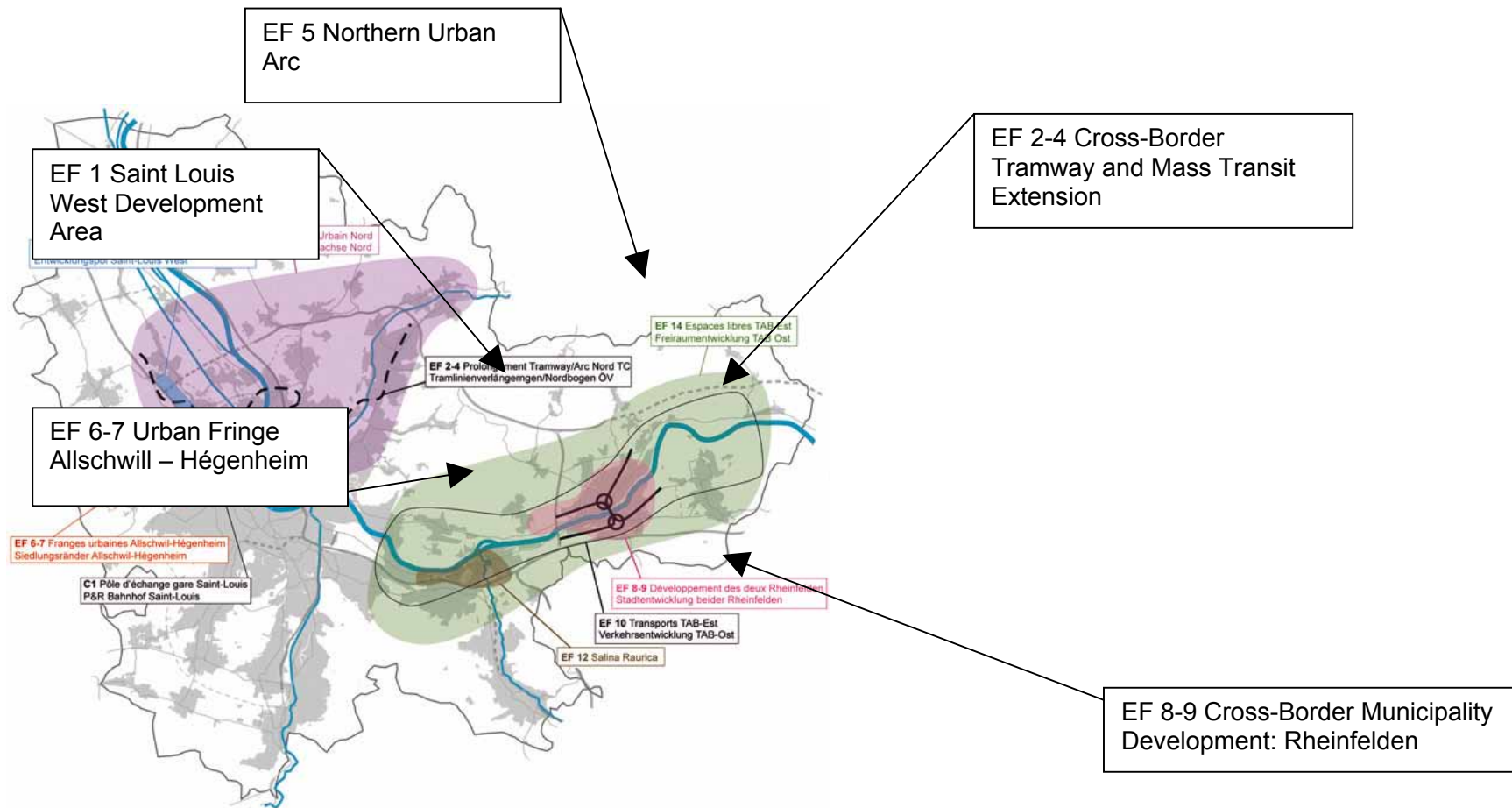
Table 3: TEB Projects and Development Strategy 2007¹⁴

TEB Projects and Development Strategy 2007	Regeneration	Regional Transport	Metro/Local Transportation	Landscape & Open Space	Economic Development	Spatial Planning and Environment
<i>Saint Louis West Development Area</i>	X	X			X	X
<i>Saint Louis Station Inter-modal Exchange Point</i>		X				
<i>Tramway and Mass Transit Extension</i>		X	X			
<i>Arc Urbain Nord</i>			X	X		X
<i>Urban Fringe Allschwill – Hégenheim</i>			X	X	X	X
<i>Cross-Border Municipality Development: Rheinfelden</i>			X	X		X
<i>TAB East Transportation Development</i>		X	X			
<i>Salina Raurica</i>	X		X	X		X
<i>Landscape Development TAB East</i>				X		X

(Source: Authors)

¹⁴ The descriptions are translated and summarised from 'Tome 3, Les projets TAB.'

Figure 1: Major Metropolitan Interventions

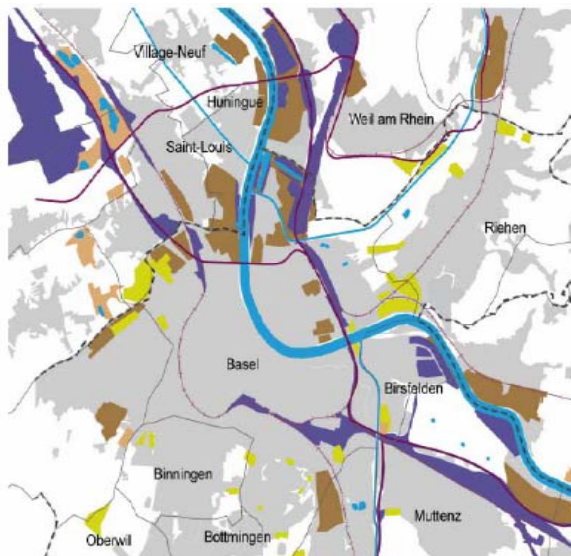


(Source: TEB/ETB)

EF 1 Saint Louis West Development Area

The Saint Louis train station and its surrounding area sit at a central location in the Basel Metropolitan area. The area designated for regeneration traverses the Franco-Swiss border on the southwest side of the Rhine River and sits less than two kilometres from the Euro

Figure 8: St Louis Development Area



(Source: TEB/ETB)

Airport located in Mulhouse, France (see Figure 8). The location makes it ideal for development and its position on the border makes international co-operation essential. Despite its importance to transportation, it has had a difficult time attracting private investors, with Swiss investors preferring to remain on the eastern (Swiss) side of the border. This project aims to correct this, with the hope of making the area the main point of entry for the metropolitan area¹⁵. The entire area will be developed as a high density urban zone with four distinct sub-zones each with their own development strategy.

C 1 Saint Louis Station Inter-modal Exchange Point

In tandem with the development of the Saint Louis area, which is located in France, is the idea to create a central transportation hub for Basel, with the extension of the tramlines from the Swiss side, the creation of a rail from Germany and links to the Euro Airport. Plans have been developed to account for future traffic and connections between these modes of transport. It is estimated that there will be a need for 680 parking places by 2020. The project shows the importance of tri-national cooperation in a project which, while located in one jurisdiction, has impacts on the adjoining cross-border community.

EF 2-4 Tramway and Mass Transit Extension

Planning for three public transit extensions were part of the 2001-2007 programme developed with INTERREG funding. This transportation improvement is unique because it connects central Basel with cross-border neighbourhoods in both Germany and France. Originally, the three tramways stopped at the Swiss-French and Swiss-German borders in the western section of the city. When fully operational in 2012, these trams cross two

¹⁵ "Tome 3, Les projets TAB," from <http://www.eurodistrictbasel.eu/index.php?id=50&L=uxiuapwtunhwld>

international borders. For example, the 'Tram 8' line includes 2.8 km for a new line to Weil-am-Rhein railway station; 1.8 km of the line is in Germany. It is estimated that when running, the service will offer 15 minute headways between Basel and Weil-am-Rhein station, and save an estimated 1,500 car trips per weekday. During the development of these projects, the TAB hired three independent private organisations (two from Basel, one from Munich) to undertake the economic and technical feasibility studies. Both the French and the German methods of economic evaluation were used.

Financing is undertaken jointly, with the Swiss Confederation proposing to fund 50% of the infrastructure costs on both the French and German sides of the border¹⁶. Various other transportation options have been explored including:

- A rail extension to connect the city of Lörrach, Germany to Saint Louis, the French neighbourhood in the western section of Basel, by a high-speed light railway (RER – *réseau express régional*);
- A "People Mover" to connect to the Euro Airport;
- A subway connection between Huningue in France and the Saint Louis train station. Viewed as too costly, alternatives are being explored including bus routes.

EF 5 Arc Urbain Nord

The Northern Urban Arc planning initiative focuses on an area northwest of Basel that includes towns and communities in Switzerland, Germany and France. The multi-lateral plan will cover a range of issues, including the Rhine River landscape to east-west mass transportation.

EF 6-7 Urban Fringe Allschwill – Hégenheim

The primary focus for this border region is to improve cross-border cooperation between the communities of Allschwill (Switzerland) and Hégenheim (France). Through this cooperation, the area hopes to implement a more comprehensive environmental plan, improve the cross-border transportation and encourage economic development including a biotechnology park.

EF 8-9 Cross-Border Municipality Development: Rheinfelden

Approximately 15 km east of Basel are the two municipalities of Rheinfelden on each side of the Rhine. The plan focuses on developing a new cross-border transportation network to reduce automobile traffic and improve the connection of the river basin to the two downtown

¹⁶ Ibid, 47.

areas. This will include the bus lines running on opposite sides of the river, and a ring road for auto traffic. Pedestrian options are also being considered including a footbridge over the river and the creation of a greenway with open space and parks on both sides of the river.

EF 10 TAB East Transportation Development

This portion of the programme is concerned with improving transportation options for pedestrian, bicycle, auto, boat and rail on both sides of the Rhine to the east of Basel. For example, one goal is to improve both pedestrian and bicycle pathways to allow for continuous travel from Basel to the cross-border communities of Schwörstadt and Möhlin in the East.

EF 12 Salina Raurica

This area is located on the southern (Swiss) side of the Rhine, between Schweizerhalle and Augst. The aim is to create a mixed-use development of office, commercial and residential uses with a focus on preserving both the natural and historical elements of the site. The development will be high density with open space for recreation, leisure and educational purposes, including the incorporation of Roman ruins. The plan was created by the TAB with a trinational committee, taking into account the neighbouring communities, including those on the opposite bank. As the development approaches the river's edge, it will preserve progressively more green space, in acknowledgement of the importance of this area to the greater community.

EF 14 Landscape Development TAB East

This project concerns the stretch of land on both sides of the Rhine from Basel to the eastern edge of the metro region at the cross-border communities of Möhlin/Schwörstadt in the East. This work complements the transportation improvements and seeks to improve and protect the open space by working with local communities on each side of the river, and hence the border.

The land-use in this area differs drastically from urbanized town centres to farms and open spaces. For this reason, TAB has categorised uses into 15 types and has developed a plan for each type of use. The focus of the planning will be on sustainable development, open natural sites, green buildings and the development of parks and trails. These different plans will be integrated in a cohesive strategy for the entire area by involving communities and organisations.

Collaboration through Co-ordination of Policies and Projects

The geographical range and type of proposed projects illustrates the ‘maturity’ of the collaborative process in the Basel Metropolitan region. Over time, the number of projects cited in official studies has declined, but those that are being considered are much more focused. For example, in 1990, there were some 60 cross-border projects identified; in 2001, thirty-two projects were under consideration. This is not unusual; when cooperation is in its early phases, there is a tendency to consider a large number of programmes. As the process of technical and political cooperation is strengthened and mechanisms are put in place for testing the feasibility of projects, those projects that are practical, serve a mutual need and contribute to the inter-connectivity of the functional region are the ones that move forward.

An April 2010 action plan developed for the Basel Eurodistrict noted how cross-border exchange among politicians takes place in relation to specific projects or because of the TEB through informal, bilateral and multilateral discussions. The TEB office plays a key role by undertaking the preparatory work that ‘makes decision processes at the political level possible’¹⁷.

¹⁷ EGTC/URBACT, Local Action Plan Trinational Eurodistrict of Basel Aimed at Improving Cross-Border Urban Governance. Final Version, April 2010.

Conclusions and Lessons for Cross-Border Cooperation

If you fly to Basel, Switzerland, you land at the Basel Mulhouse-Freiburg airport located in France. If you are travelling to the linked gateway cities of Letterkenny in the Republic of Ireland or Londonderry/Derry in Northern Ireland, you land at the City of Derry airport located in Northern Ireland. Within other areas of the Irish border region, similar cross-border travel patterns are occurring as residents, visitors and businesses may use airports in Belfast, Dublin or even Knock International Airport.

If you are working in Basel city, you may be living in one of the surrounding French or German suburbs. Similar commuting and retail patterns are occurring in the Irish border region. As a result of the growing functional homogeneity of the tri-national metropolitan region, the faster growing areas are located on the German side and, to a lesser extent the French side, while the population in the Swiss cantons is declining.

A recent study by the Armagh-based Centre for Cross Border Studies (CCBS), which was commissioned by the EURES Cross Border Partnership, looked at a sample of 64 organisations located within 30km of the Irish border in the Northwest of the island. It identified approximately 5,500 cross-border commuters. In extrapolating this data for the entire Irish border region, it is estimated that there are 23,480 cross-border commuters. Cross-border shopping, which ebbs and flows depending on prices differences, is another example of how retailers and consumers on each side of the Irish border will – and do – respond to a cross-border market and opportunity.

These trends reflect the impact of how the recently completed road improvements along the A1/M1 on the Belfast/Dublin corridor, and the forthcoming upgrading of the A5/N2 from Londonderry/Derry to Dublin through the central border region – or the A4 improvements from Dungannon to Ballygawley – allow greater mobility and begin to shape new functional relationships among localities on both sides of the border.

While the scale of the Irish border region is different, cross-border metropolitan cities in Europe provide examples of how functional regions have learned to build cooperation across both national borders and internal jurisdictional boundaries in order to be able to compete in a global marketplace. This includes an understanding that participation in ‘the knowledge economy’ requires businesses to access a wider pool of skilled labour available in a cross-border region, which in turn creates a demand for housing, services and infrastructure across their borders – all similar issues to the Irish border region.

The experience of Basel is of particular interest as it illustrates the important role that private sector organisations can play in fostering common strategies. While intergovernmental agreements are necessary to implement joint interventions, they need not be the initiators of the dialogue among stakeholders that will define the broad lines of a joint development strategy. TEB/ETB, as a non-governmental organisation, played the lead role in conducting the studies that led to the adoption of specific interventions in the Basel Metropolitan Area. It served as a forum, independent of the political processes of the three countries, that could bring together leaders of the public sector, and politicians to debate in private the nature of cooperation, and reach a broad consensus before the discussion of specific interventions requiring government approval. This key role can be summarised as follows.

1. Develop regional profiles by collecting and analysing data to support cross-border and inter-jurisdictional initiatives.

- Basel and other European cross-border metropolitan areas, such as Geneva, have developed regional profiles and databases on dedicated websites that are available to all and provide the information necessary to identify specific projects. Importantly, they integrate information at both the metropolitan and local levels. One of the key contributions of TEB/ETB is a common GIS for the region.
- A similar approach would facilitate cooperation in the Irish border context. Preparing regional profiles would be particularly useful to local authorities and border networks in the Twin City Region, the Derry/Londonderry/Letterkenny Gateway and the central border region. Some initiatives have been undertaken in the past or are currently underway, but have been challenged by data compatibility issues. There are also information sites such as *borderireland.info*¹⁸ that provide information to cross-border residents and businesses.

2. Strengthen emerging awareness of functional regions among political, official and civic leadership.

- The Basel Metropolitan area experience illustrates how an awareness of the linkages within the region was built over time among technical staff (the TEB/ETB planners); the political leadership (TEB/ETB assemblies); and the

¹⁸ Border Ireland is an online searchable database of cross-border information produced by EU-funded programmes, government departments, academic researchers and other key information providers in Ireland, North and South.

private sector. It is a long-term process that is shaped by opportunities and a growing awareness that cooperation brings mutual gain. The use of forums and special events, sponsored by Basel 2020, are another method of outreach and strengthening the dialogue around mutual concerns.

- Within the Irish border region, the awareness of the existing and potential functional linkages and territories can be strengthened. This awareness has begun to emerge in the Newry/Dundalk Twin City region as a result of an ongoing dialogue and efforts to identify potential common initiatives. It is also emerging in the Northwest region as common activities are identified. The newly launched spatial planning initiative by the Irish Central Border Area Network (ICBAN) seeks to help the ten councils involved on each side of the border to develop a common vision for the region.

3. Develop non-statutory regional visions/strategies that will drive cooperation through projects that bring mutual benefits and reinforce functional relationships.

- Two underlying principles underpin EU cooperation and can foster cross-border territorial cooperation:
 - Regulatory powers are not shared across jurisdictions; and
 - Cooperation leads to the adoption of regional development strategies that will be implemented by each jurisdiction within the framework of their statutory regulatory powers and competencies.

The Basel case illustrates the important combination of a non-statutory regional development strategy such as the TAB 2001 development concept and the 2007 TEB/ETB Projects and Development Strategy. It also shows how projects that fit within agreed upon development themes are the *drivers of cooperation*. In other words, a development strategy without specific projects will remain a paper document, and individual projects developed in isolation will not leverage scarce resources and will be less strategic in their interventions.

The Basel case also shows how cross-border cooperation, once begun, leads to the periodic review and update of development strategies and a stream of projects. Projects are where formal and informal structures work out the regulatory requirements of each jurisdiction. For example, in the case of the Basel Metropolitan tramway extensions, the environmental regulations of each jurisdiction were followed.

Coordination structures were developed over time based on experience, good working relationships and trust. This allows both formal and informal working relationships to be developed around mutual objectives.

- The concept of non-statutory strategies for local and regional development was introduced in 2006 in the ICLRD report commissioned by the North-South body, *InterTradelreland; Spatial Strategies of the island of Ireland: Development of a Framework for Collaborative Action*. Both Governments have committed to developing a framework for collaborative action between the two existing spatial strategies on the Island. Within the border region, the North-West Gateway Initiative, the Newry/Dundalk Twin City Region Initiative and the new spatial planning initiative in the central border region are all based on the concept of non-statutory planning. Similar to the evolution of both the process and projects in Basel, the three Irish border regional initiatives are evolving in terms of their cooperation structures and types of projects.

4. Develop partnership models that build on local leadership and central/local cooperation.

- According to the conclusions of experts who have done extensive research on cross-border cooperation in metropolitan areas in the European Union, *both* the support of local leadership and the intervention of the central government are key components to successful cooperation. In the case of Basel, local leadership brought together politicians, the business community and civic leaders to develop a regional cross-border development strategy. Furthermore, central government authorities in Switzerland, Germany and France were ready to acknowledge and incorporate the TEB/ETB metropolitan strategies and projects into their own regional spatial planning initiatives.
- Similar partnerships models for local and regional development are starting to emerge in the Irish border region. They should be encouraged and strengthened. Along the Belfast/Dublin corridor, Newry and Mourne District Council and the County Louth Authorities have developed a Memorandum of Understanding to develop better horizontal coordination among these neighbouring, cross-border councils. In the Northwest, a cross-border partnership board has been established to coordinate activities for this

Gateway region, and the Central Irish Border Region has received INTERREG funding to explore possible cooperation.

5. Funding common regional development strategies and individual projects.

- In the Basel Metropolitan area, the funding of both the TEB/ETB planning work, including the preparation and upkeep of the new regional database, the development of metropolitan strategies, feasibility studies and the implementation of individual projects, involved multiple sources: national government and local funds and extensive INTERREG funding. A key issue is the funding of the operational costs of public services, including transit.
- While INTERREG funding is supporting cross-border cooperation in the Irish border region, larger-scale capital funding is becoming more difficult to mobilise given the financial crisis and budgetary cutbacks. Packaging of funds to meet strategic objectives, and identifying projects that can leverage current and future funding, will become increasingly important.

6. Develop a shared technical competency in local and regional spatial planning.

- The case of Basel illustrates the added value of developing a local expertise in cross-border spatial planning. The TEB/ETB has its own technical department and can readily access the expertise it needs to develop and manage projects. Similar organisational support is available for cross-border planning in Geneva.
- In the case of the Irish border region, no such capacity exists on a cross-border basis. The Border Regional Authority in the Republic of Ireland has planners on staff, but no counterpart in Northern Ireland. Local planners on each side of the border may consult with each other through formal requests channelled through Dublin or Belfast or through informal channels; yet there are no means for systematic co-operation.

7. Recognising environmental quality, the protection of natural landscapes and transportation/infrastructure networks as shared assets.

- In the Basel Metropolitan region, considerable emphasis was placed on protecting the environmental quality of the area, including lowering its carbon footprint, preserving natural landscapes and providing transportation alternatives to the use of private automobiles by developing cross-border

transportation networks. It should be noted that only a large-scale development strategy can successfully address these critical aspects of a sustainable living environment.

- In the Irish border region, there are some good examples of where the natural landscapes are viewed as a shared asset. Two cases which have drawn upon or are applying for INTERREG funding are the Marble Arch Caves Global Geopark, straddling the County Fermanagh and County Cavan border and the Geo-tourism initiative centred in the Mourne, Cooley, Slieve Gullion, and Carlingford Lough area along the East coast. Both cases illustrate how the management of a shared landscape and natural heritage can contribute to the economic development and quality of life of their sub-regions.

The recently completed link in the Newry region for the A1/M1 dual carriageway from Belfast to Dublin, as well as other forthcoming road improvements along the A5/N2 from L'Derry to Dublin, will have impacts on the communities along the roadways. Local councils in the border region, who are increasingly becoming involved in economic development, should proactively evaluate how this improved connectivity can support local development initiatives and opportunities for cross-border co-operation. There are other infrastructure networks that can be considered as shared regional networks such as recreational canals, for example the Shannon/Erne link managed by Waterways Ireland, or the proposed improvement to the Ulster Canal; the City of Derry Airport co-financed by both Governments; and Project Kelvin, the new high-speed digital network.

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Useful websites

Council of Europe

www.coe.int

Mission Opérationnelle Transfrontalière

www.espaces-transfrontaliers.org

Association of European Border Regions

www.aebr.net

Committee of the Regions

www.cor.europa.eu

The INTERACT Programme

www.interact-eu.net

Geneva Metropolitan Website

www.projet-agglo.org/

European Institute for Public Administration

www.eipa.eu

Eurodistrict Basel website

www.eurodistrictbasel.eu/index.php

Appendix I: The International Centre for Local and Regional Development

A registered charity based in Armagh, Northern Ireland, the International Centre for Local and Regional Development (ICLRD) is a North-South-US partnership established in 2006 to explore and expand the contribution that planning and the development of physical, social and economic infrastructures can make to improve the lives of people on the island of Ireland and elsewhere. The partner institutions began working together in 2004 and currently include: the National Institute for Regional and Spatial Analysis (NIRSA) at the National University of Ireland, Maynooth; the School of the Built Environment at the University of Ulster; the Institute for International Urban Development in Cambridge, Massachusetts; and the Centre for Cross Border Studies in Armagh.

Each of these partners brings together complementary expertise and networks on both a North-South and East-West basis – creating a unique, all-island and international centre. ICLRD continues to expand its collaboration with other institutions and has built up close working relationships with individual faculty and researchers from Harvard University, Mary Immaculate College Limerick, Queens University Belfast and the Athlone Institute of Technology. It is also developing its international linkages, particularly with those organisations that have an interest in cross-border cooperation and collaboration; for example, Mission Opérationnelle Transfrontalière (MOT) in France.

What does the ICLRD do?

- Provides independent joined-up research and policy advice on cross-border and all-island spatial planning and local and regional development issues (economic development, transport, housing, the environment, service provision, etc.);
- Offers professional education and capacity building programmes for communities and local, regional and national government representatives and officials;
- Assists local governments / communities in translating policy into ‘on the ground’ action;
- Acts as a catalyst to bring relevant public and private actors, North and South, together to work on common goals;
- Promotes international cooperation and exchanges.

The ICLRD uses a variety of strategies to undertake this work, including engaging in action research with local governments, communities and central agencies; undertaking and

publishing case study research to evaluate and develop good practice models; hosting conferences and workshops on key themes; and developing and delivering training modules for key stakeholders in the physical, social and economic development of the island of Ireland.

Why is this work important?

The ICLRD's work is important in relation to four key processes on the island of Ireland:

- Cross-jurisdictional commitment to spatial planning and infrastructure projects;
- Peace and reconciliation, and the regeneration of local communities in the Border area;
- Economic competitiveness and growth on the global stage;
- Multi-level governance and compliance with planning, economic and environmental directives from the European Union.

CroSPlaN

In cooperation with the Centre for Cross Border Studies, the ICLRD has started an exciting new programme to develop a cross-border planning network. This initiative has been made possible through funding from the EU's INTERREG IVA Programme; administered through the Special EU Programmes Body. Commencing in 2009 for three years, the new network (CroSPlaN) will undertake the following activities:

- Two action research projects per year that will enhance emerging cross-border activities and expertise in the vital area of spatial planning;
- One executive training programme per year for at least 20 central and local government officials, councillors and community leaders to assist them in both delivering and supporting these activities;
- An annual conference and technical workshop; the dual function of which is to facilitate networking and address identified areas of need.

Appendix II: Infobest Palmrain

Infobest Palmrain collaborates with 33 different partner organisations and provides information on: working and living conditions; taxation and social security; school, education and training; regulations; administrative systems and bilateral agreements and European regulations. Infobest Palmrain works on a non-statutory basis by linking the 33 members to assist in the common objective of improving and deepening cross-border cooperation in the south of the Upper Rhine region. The organisation received approximately 4 500 requests each year; two-thirds of which are made by private citizens. The most common questions asked concern work-related matters affecting those who cross the border to work (MOT).

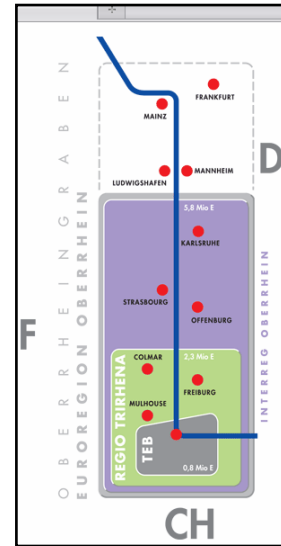
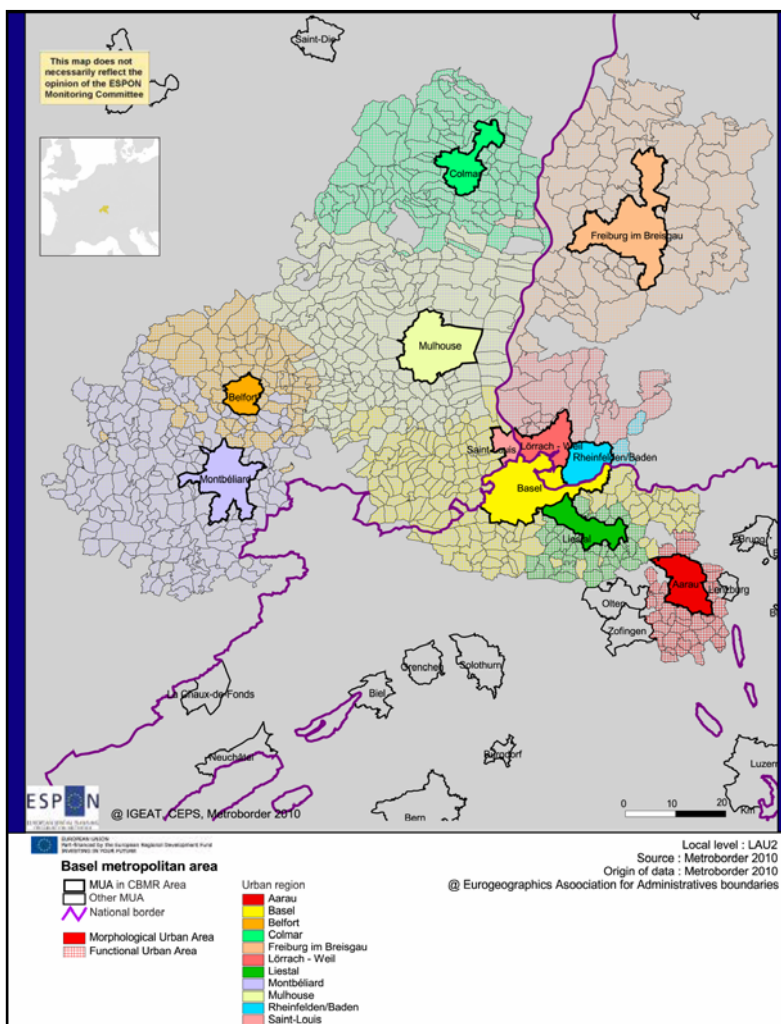


Figure 9: Epsom Metroborder 2010-Basel Metropolitan Area



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