

CROSSBORDER

# THE EUROMETROPOLIS OF STRASBOURG CROSS-BORDER COOPERATION SCHEME

## Roadmap

December 2019





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# Editorial



The Eurometropolis of Strasbourg Cross-border Cooperation Scheme highlights the importance of its cross-border component and underlines the implementation of a 360° vision across all its planning levels.

Our territory faces many challenges, and we have already moved to introduce, with our partners, innovative policies driven by sustainable growth and shared within the cross-border region of the Rhine, an area shaped by its urban dynamics and within which Strasbourg intends to maintain its leading role.

The rationale of a cross-border region is obvious and these areas have now become sources of wealth creation and catalysts of exchange mechanisms and the concrete development of Europe, encouraging as they do innovation, inventiveness and the pragmatism which push the development of our administrative practices and our relations with our partners.

A metropolitan territory such as Strasbourg must be able to leverage the many opportunities offered by its cross-border location and to set up the conditions for an orderly, dynamic and constructive dialogue with all the stakeholders in the Rhine area for

structuring territorial cooperation through multi-level governance.

The Cross-border Cooperation Scheme was set up to achieve these aims, through a strategic, partner-based roadmap which sets out the Eurometropolis of Strasbourg's cross-border aspirations on both local and macro-regional levels.

This ambitious scheme could not have been drawn up without the contribution of our partners, which include the French State, the Bas-Rhin Département, the Région Grand Est, the Banque des Territoires, the Mission Opérationnelle Transfrontalière (MOT), the German town of Kehl and the Strasbourg-Ortenau Eurodistrict, as well as all the public and private operators brought together within our partner assembly.

I would like to offer my thanks to all these organisations, as it is their collaboration which brought about our scheme and helped it become a cooperative instrument for the concerted development of our cross-border region.

## **Robert HERRMANN**

*President of the Eurometropolis of Strasbourg,  
President of ADEUS,  
President of The Mission Opérationnelle  
Transfrontalière*



# Why a Crossborder Cooperation Scheme?

## A new domestic and European context

The recent territorial reforms introduced in France have provided new tools for organising cross-border cooperation for metropolises.

The MAPTAM<sup>1</sup> law created the metropolises as a French public institution and allowed three of them (Nice, Lille and Strasbourg) to draw up a Cross-border Cooperation Scheme (CCS).

Cross-border cooperation has been attracting increasing interest from States and from the European Union as it illustrates in miniature how Europe operates. In January 2019, Germany and France signed the Treaty of Aachen, which included a section on cross-border cooperation based on overcoming obstacles, identifying priority projects and on mobility and territorial monitoring in cross-border areas.

The European Union is also discussing the mechanisms for resolving legal and administrative obstacles in cross-border areas (ECBM).

The next Interreg programming will continue in this vein, allotting 15% of resources to governance and focusing on removing “obstacles”. In August 2019, the law relating to the competencies of the Collectivité Européenne d’Alsace (CEA) was adopted and this will provide the future community with an Alsatian cross-border cooperation scheme, consistent with the Eurometropolis scheme.

## The need for local coordination

Outside the national and European context, the Cross-border Cooperation Scheme offers the Eurometropolis of Strasbourg the opportunity to establish a strategic, partnership-based roadmap for its cooperation. The roadmap will provide for organising coordination within the metropolis and between French local authorities and also with its German and Swiss partners.

## The objectives

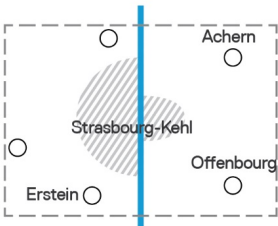
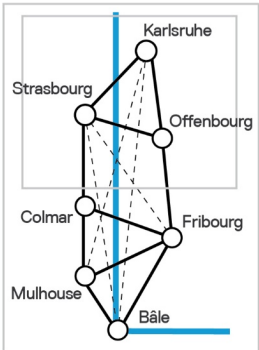
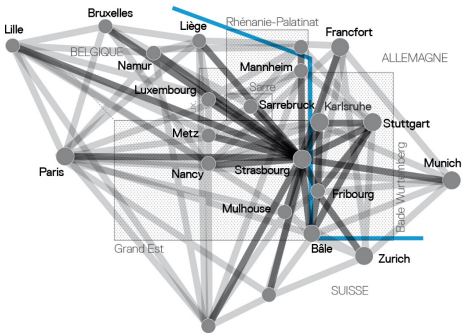
Four major objectives have been set for the scheme:

- \* Defining **the metropolis of Strasbourg’s ambition** for the cross-border area, with 3 territorial levels of cooperation;
- \* **Bolstering cross-border cooperation between the metropolis and its French, German and Swiss partners**, by building on existing structures and strategies;
- \* Identifying the **priority themes and projects** which require further in-depth work;
- \* Making progress towards a **cross-border metropolis** with regard to organisation, policies and resources.

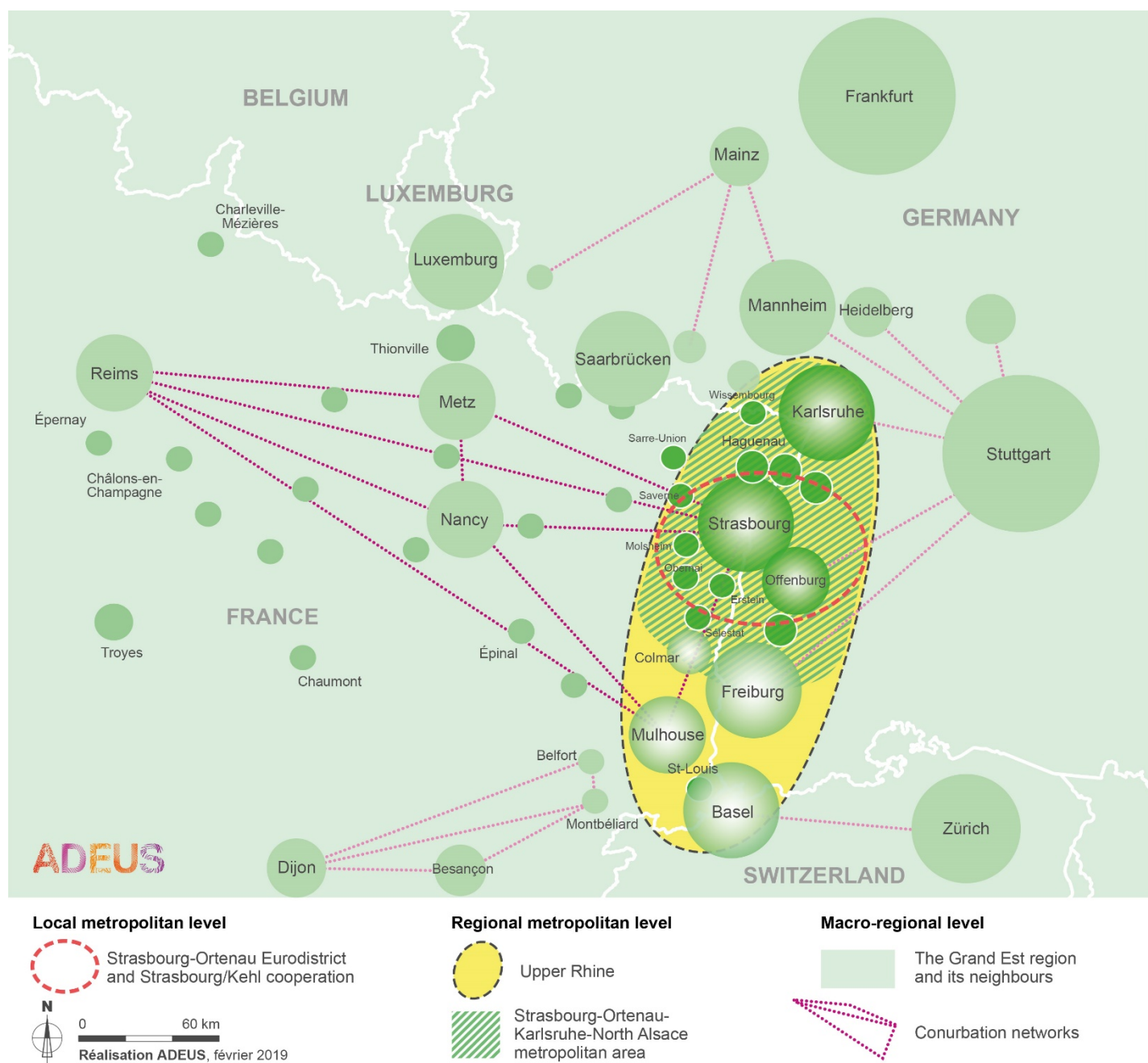
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<sup>1</sup> Loi de Modernisation de l’Action Publique et d’Affirmation des Métropoles.

## Short summary of the cooperation

	Key figures	Good practices	Areas for improvement
<p>Local metropolitan level</p>  <p>THE STRASBOURG-KEHL CONURBATION AND THE STRASBOURG-ORTENAU EURODISTRICT</p>	<p><b>3000 French citizens</b> live in Kehl,</p> <p><b>7377 French commuters</b> worked in the Ortenau in 2017,</p> <p><b>4 %</b> unemployment in the Ortenau, over <b>20 %</b> in certain districts of Strasbourg,</p> <p><b>1 out of every 5 people</b> arriving in the Eurometropolis comes from outside France.</p>	<p><b>The Strasbourg-Ortenau Eurodistrict</b> since 2005,</p> <p>A 360° job market for improving the employability of <b>workers in the employment area</b>,</p> <p>The cross-border tram line.</p>	<p>180° focus - Neighbouring territory disregarded in public policies,</p> <p>Issue-raising local side effects</p>
<p>Regional metropolitan level</p> 	<p><b>6 million inhabitants</b>,</p> <p><b>3.2 million active workers</b>,</p> <p><b>280,000 businesses</b>,</p> <p><b>230 clusters</b>,</p> <p><b>5 international-standard universities</b>,</p> <p><b>100 INTERREG projects</b>,</p> <p><b>30 binational university degree courses</b>.</p>	<p>Construction of 11 bridges and footbridges within the Upper Rhine region over the last 15 years,</p> <p>Creation of the Trinational Metropolitan Region in 2010,</p> <p>Reciprocal information system for major projects.</p>	<p>A 180° approach to regional mobility °,</p> <p>Inadequate mutual knowledge,</p> <p>Lack of an overall vision,</p> <p>Inadequate informal network and difficulty implementing networking culture.</p>
<p>Macro-regional level</p> 	<p><b>2 100</b> scientific co-publications,</p> <p>Seat of the European Parliament, the Council of Europe and many other institutions,</p> <p><b>2<sup>nd</sup> largest inland port</b> in France,</p> <p><b>3<sup>rd</sup> busiest TGV</b> high-speed train station in France (outside greater Paris).</p>	<p>European Capital of the Social and Solidarity Economy 2019,</p> <p>Member of European networks (Eurocities, Energy cities, ICLEI...).</p> <p><b>Urban node in the Trans-European Transport Network (TEN-T)</b></p>	<p>Improvement required for presence in European networks and in Brussels,</p> <p>International accessibility to be improved.</p>

## Three level of cooperation



The 3 working levels of the Eurometropolis of Strasbourg Cross-border Cooperation Scheme

# Core principles

## Three levels of cooperation

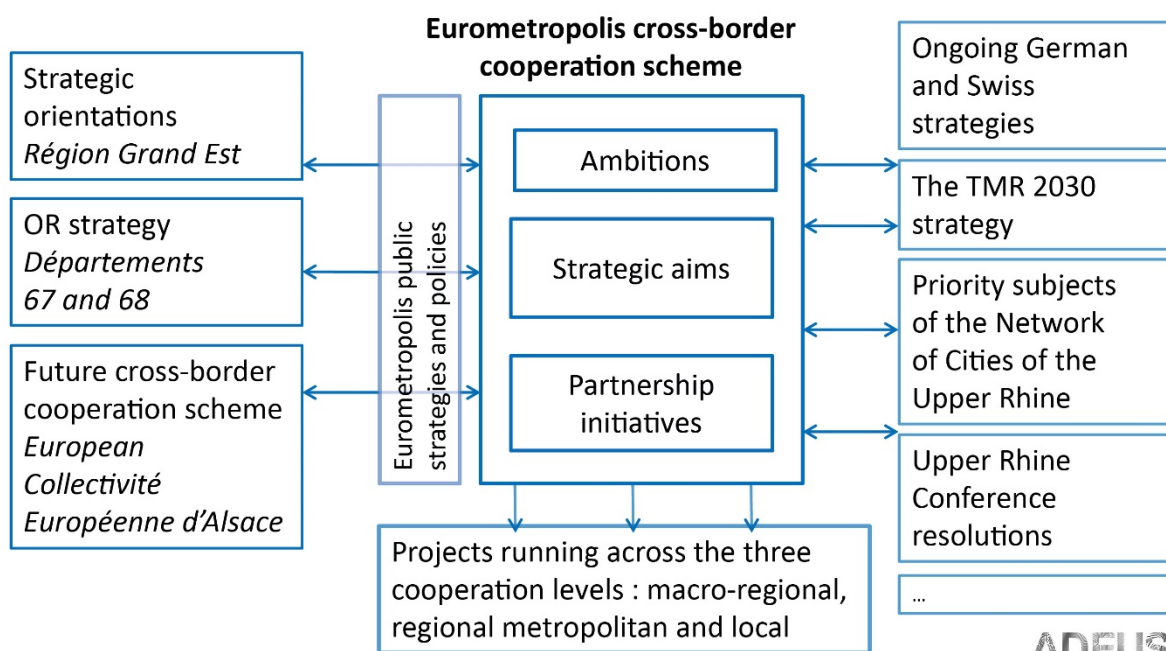
The MAPTAM law has granted metropolises the role of developing and driving their areas of influence. The cross-border cooperation scheme sets out the metropolis's cooperation aims across 3 levels (local metropolitan, regional metropolitan and macro-regional):

- \* **Local:** building the foundations of the cross-border conurbation within a border-free living area
- \* **Regional:** regarding the Upper Rhine as a metropolitan territory and placing greater emphasis on its networking operations
- \* **Macro-regional:** underpinning the European role and accessibility of Strasbourg's metropolitan area. Leveraging the dynamics of the Upper Rhine to boost Strasbourg's profile

## Tying in with other strategies

Coordinating the strategies adopted by the Region, local Départements, the German Länder and the Swiss Cantons in the Upper Rhine region is a crucial step, given the sensitivity of the subject. This is why the Eurometropolis's Cooperation Scheme has sought to work closely in concert with its partners.

Furthermore, the terms of the law provide a coherence mechanism between the metropolitan scheme and the future Alsace scheme.



How the cooperation scheme ties in with other cross-border strategies





# Partnership-based implementation

## Network-based governance

The network-based governance established for drawing up the scheme is to be extended for the scheme's future implementation.

- \* **The partner assembly** is a political group made up of the Metropolis, the funding organisations and French, German and Swiss partners. It is headed by the President of the Eurometropolis and its role is to track and validate the progress of the development initiatives and priority actions and to update, when required, the strategic orientations.
- \* **The technical partnership group** comprises the funding organisations and the scheme's main partners. Its role is to prepare the decisions of the partner assembly and to keep close track of the works undertaken. The technical group is supported in its preparation role by a team with members from the Eurometropolis/City of Strasbourg-Department of European and international Relations and ADEUS.

## A cross-border approach to building operational choices

The need to come up with concrete actions to resolve difficulties or enact new cooperations resulted in the selection of 5 priority themes by the partner assembly of 8 April 2019.

A cross-border partnership-based initiative was enacted for each theme, with the support of an organisation involved in cross-border cooperation. The initiatives can be put into practice through technical meetings or workshops:

- \* **MOBILITY:** workshop on the priority issues regarding mobility within the Eurometropolis of Strasbourg/Ortenau living area. Conducted in July 2019 with the Eurodistrict of Strasbourg-Ortenau.
- \* **ECONOMY:** workshop in the course of definition with the Eurometropolis and CCI Alsace Eurometropolis.
- \* **CLIMATE/ENERGY:** how to mutually commit to the decarbonisation of the Upper Rhine. Workshop to be set up.
- \* **OPERATION:** the role cross-border plays in the operation and public policies of the metropolis.
- \* **EVERYDAY LIFE:** an additional topic, currently being organised.

## Implementation of actions with cross-functional steering and monitoring

Actions included in the scheme roadmap are part of the ambitions and strategies. The metropolis does not, however, aim to carry through the proposed actions on its own, as the cross-border context involves all subject areas of public policies and a large number of players. The metropolis would also like to work alongside a network of partners to drive cooperation at various levels (Region, Département, Eurodistrict, TMR, Maison de l'Emploi job centre, urban planning agencies, SCOTERS, Chamber of Commerce, University, EUCOR, Maison Europe Grand Est...).





# Ambition 1: changing gear in the cross-border dimension of the metropolis

Setting aside the symbol of the first Franco German tram line, the Strasbourg-Ortenau Eurodistrict and similar iconic projects, a genuine cross-border conurbation within an integrated trinational region operates more on the basis of reaffirming its ambition, rather than the results. The singular Franco German and European context offers a background which encourages us to renew our efforts to make the cross-border dimension an inherent part of all public policies.

### **Orientation 1: facilitating doing away with certain regulatory borders using the Treaty of Aachen**

The Treaty of Aachen is an opportunity to overcome the legal obstacles. Projects and initiatives undertaken under the scheme should take advantage of the opportunities offered by the Treaty to meet the issues so far identified.

### **Orientation 2: giving greater prominence to the metropolitan potentials and challenges within the Upper Rhine**

The metropolis of Strasbourg, with its 6 million inhabitants, is a core part of the Rhine Valley. Cooperation initiatives undertaken under the scheme will set out to bolster existing local cooperations and develop complementary strategic metropolitan partnerships, through both existing cooperation organisations and the partnership with Karlsruhe.

### **Orientation 3: working on the organisation and operation of the metropolis with regard to cross-border-related topics**

Strasbourg's location and its inhabitants' lifestyles make the cross-border dimension an absolute necessity, both with regard to the organisation of the metropolis and to the development of public policies and strategies, for which it is a central element.

### **Orientation 4: developing better mutual knowledge of the territories and enhancing exchanges as part of planning**

The variety and quality of the cooperation institutions are driving forces for achieving better mutual knowledge through enhanced exchanges. When metropolitan interests and practices are factored into the cooperation initiatives and operation, this will facilitate working in synergy to build genuine projects together.



## Ambition 2: building the foundations of a cross-border conurbation within a border-free living area

The cross-border nature of the conurbation is inherent to the daily life of a large number of its inhabitants. The aim is to improve management so that we are better equipped to overcome the needs and obstacles we run into and to become a pilot territory for European integration and cross-border cooperation.

### Orientation 5: facilitating daily operation

Building a cross-border living area with no “border effect” requires easy access to shared public services, such as:

- \* Simplified use of public transport;
- \* Access to health facilities and services;
- \* The development of economic synergies and integration into the job market;
- \* Access to cultural and sports facilities.

### Orientation 6: better sharing of the common environment

A cross-border territory requires mutual appreciation of its environment. This means:

- \* Encouraging the emergence of active mobilities and a joint approach to achieve a sustainable and decarbonised territory;
- \* Developing the use of renewable energies and energy byproducts by connecting energy networks;
- \* Jointly managing industrial hazards and pollution, including wider participation in the S3PI (Permanent Secretariat for the Prevention of Industrial Hazards and Pollution) mechanism.

### Orientation 7: communicating and encouraging inhabitant participation

Making the cross-border dimension inherent to this living area calls for communicating and bolstering existing citizen participation mechanisms and practices:

- \* Systematically communicating and encouraging inhabitant participation in both languages;
- \* Ensuring the perpetuation of citizen participation practices and opening up more to inhabitants and border residents of the living area.



*Mobility workshop co-organised by the Strasbourg-Ortenau Eurodistrict, the Eurometropolis of Strasbourg and ADEUS, 4 July 2019.*

## Priority actions to be implemented at the local cooperation level

### 1. Alignment of alternative and innovative mobility systems (C)

The emergence of new travel practices, such as car and bike sharing, the increase in the use of electric scooters and the popularity of digital applications requires these developments to be aligned on both sides of the Rhine.

### 2. Drawing up a cross-border cycle transport masterplan (C)

This plan would allow for the construction of a cycle track network to answer the needs of people frequenting the cross-border area, whether as tourists, commuters, school and university students and teachers or professionals.

### 3. Supporting an Offenburg/Appenweiler/Willstätt/Kehl/Strasbourg bike express lane (S)

Following a feasibility study for an Offenburg-Strasbourg bike express lane with a clear cross-border character, a co-signed letter of intent was sent to the Land of Baden-Württemberg in support of the scheme. The support of the Eurometropolis of Strasbourg is needed to give this project its cross-border purpose.

### 4. Energy networks cross-border interconnection opportunity(S)

The Strasbourg-Kehl functional conurbation has the opportunity to exploit the recovery of energy byproducts from the Rhine ports to heat surrounding neighbourhoods. The first products are in the development stage.

(S) : supporting an existing process

(C) : initiative or co-support

#### Eligibility criteria for priority actions:

- Added value for territory cross-border operation;
- Degree of influence on territory sustainability (environment, climate, energy, social and economic aspects);
- Robust project management, from feasibility to access to funding.



## Ambitions and orientations, priority actions

### 5. Support for the creation of a Franco-German vocational school(S)

Through its support for a vocational school offering degree courses recognised in France and in Germany, the Eurometropolis of Strasbourg will provide an additional facility for Franco-German higher-education degree courses and will help close the gap between the number of vocational and university courses.

### 6. Method for resolving locally-based issues (C)

This method will considerably help in managing, transmitting, lobbying the appropriate bodies and setting up solutions to fringe effects such as the use of certain facilities, related to the border.



The Kehl-Bahnhof tram station

## Ambition 3: consider the Upper Rhine as a metropolitan territory

The Upper Rhine has a wealth production capacity comparable to that of a country like Denmark. Metropolitan Strasbourg will see its influence and development enhanced through stronger economic and operational ties with the Upper Rhine. Closer ties have been established with Karlsruhe in order to test out and step up cooperation actions in the northern Rhine area.

### **Orientation 8: boosting the economic dynamism of the Upper Rhine**

The specific features of the conurbations within the Upper Rhine can contribute to driving the region's economic dynamism, through implementing innovation and economic synergies.

### **Orientation 9: encouraging the development of a sustainable cross-border regional mobility**

Reinforcing the embodiment of the Upper Rhine as a cross-border metropolitan area, requires the implementation of a sustainable regional mobility, with a special emphasis on higher education and apprenticeships, the business world and access to culture.

### **Orientation 10: encouraging the implementation of new border crossings**

Daily border flows for vehicles of all kinds and for passenger and freight trains are on a continuous upward trend. A number of infrastructures will have to be upgraded and others built from scratch, especially to accommodate active transportation modes.





## Ambitions et orientations, actions prioritaires



Water games on the Kehl side of the Deux Rives gardens.

### **Orientation 11: standing together to face the challenges of energy and climate transition**

The Upper Rhine is suffering from severe weather events and facing the same energy transition challenges on either side of the river.

A coordinated approach by the conurbations will help consider concrete ways of allowing for these issues in urban planning.

### **Orientation 12: protecting and enhancing proximity to the Rhine as a driver for a common identity**

The image of the Rhine as river between national territories is something that needs to be worked on, with 2 main themes:

- ✳ Protecting and enhancing the Rhine as a link between countries, by preserving and developing ecological corridors;
- ✳ Considering the Rhine as a driver for networking regional-scale cultural events.

## Priority initiatives to be implemented as part of regional cooperation

### 7. Organising a political meeting on regional cross-border mobilities (C)

The Eurometropolis of Strasbourg will share the results of the 2019 Grenelle mobilities forum. Cooperation with German mobility stakeholders will lead to an exchange of views and needs, for inclusion within a joint cross-border approach.

### 8. Strasbourg-Karlsruhe cooperation on a number of themes (C)

The process involves consolidating and embedding new cooperation practices between the two local authorities. The 3-prong approach would comprise sharing knowledge and thus enhancing the visibility and networking of the interested parties, stepping up lobbying and undertaking concrete joint projects

### 9. Contributing to building further economic and innovation synergies within the Upper Rhine (C)

Economic development is an important factor in overstepping national borders. The aim is to identify what economic synergies need to be set up to help the metropolis and its partners within the Upper Rhine to leverage their cross-border location.

### 10. Mutual recognition of environmental badges in cross-border conurbations (C)

In keeping with its partners, the Eurometropolis of Strasbourg wishes to find a solution for mutual recognition of the various environmental badges relating to air quality, in line with European directives.

(S) : supporting an existing process

(C) : initiative or co-support



*Closing plenary of the cross-border conference with Strasbourg and Karlsruhe and their Eurodistricts, 27 February 2019, in Strasbourg*



## Ambition 4: underpinning the metropolis of Strasbourg's European role and European accessibility

Strasbourg's role as European capital means that long-distance accessibility, the city's involvement in European technical and political networks, macro-regional partnerships and cooperations are strategic to bolstering the metropolis' international standing.

### Orientation 13: underpinning the special position of the metropolis of Strasbourg in Europe, and particularly within the context of Franco-German cooperation

Strasbourg's specific European role and its position within Franco-German cooperation must be a concrete part of the cross-border metropolis. Awareness of this special role must be heightened both with regard to the city's population and to its visitors.

Orientation 14: enhancing integration in European corridors and nodes

The metropolis will work with its partners to strengthen the European economic and political position by defending:

- ✧ The enhancement of high-speed connections to Intercontinental airports;
- ✧ The realisation of planned European corridors, especially to eastern and southern Europe;
- ✧ The development of interconnections within the metropolis to reinforce its role as an urban node in the TEN-T Trans-European Transport Network.



*The European district in Strasbourg.*



### **Orientation 15: better inclusion in European technical and political networks**

The influence of the metropolis of Strasbourg also comes down to strong presence in Paris, Berlin, Stuttgart and Brussels to assert its European and cross-border role, with the support of the French and German representations (Maison Europe Grand Est).

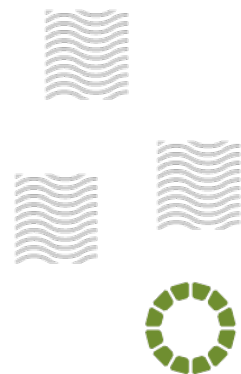
The conurbation will see its visibility increased by its inclusion in city networks and European labellisation programmes. The metropolis will also be able to continue to develop its experiences of cross-border practices with regard to mobilities, social and economic cohesion, education and jobs, for instance...

### **Orientation 16: pushing for the international visibility of the Upper Rhine**

The Upper Rhine, in addition to its European role, is key to helping the metropolis gain in international visibility, thereby benefiting its businesses and universities within a trinational area with a population of 6 million.

### **Orientation 17: adopting a macro-regional vision, such as an artificial intelligence valley, in order to move into selected innovation-led economic sectors**

The metropolis will also be able to act as a driving force for initiating larger-scale networking processes, such as the European Artificial Intelligence Valley, developed by the Région Grand Est.



## Priority actions to be implemented at a macro-regional cooperation level

### 11. A cross-border working group on European transport corridors (C)

Working groups coordinating monitoring and lobbying for the European corridors are due to be set up, including one between Strasbourg and Karlsruhe.

### 12. Integration within the Artificial Intelligence Valley project (S)

Eurometropolis of Strasbourg support for the Artificial Intelligence Valley scheme alongside its cross-border partners, will help develop its specific features and consolidate its European position in the area.

(S) : supporting an existing process

(C) : initiative or co-support

#### The scheme coordinators wish to express their thanks to all the contributors:

✱ **Participants in the partner assembly, under the chairmanship of Mr. Robert HERRMANN, President of the Eurometropolis of Strasbourg:**

Eurometropolis of Strasbourg, Eurometropolis Development Council, Préfecture of the Région Grand Est, Région Grand Est, Département du Bas-Rhin, Département du Haut-Rhin, Banque des territoires, the Town of Kehl, Strasbourg-Ortenau Eurodistrict, Regio PAMINA Eurodistrict, the City of Karlsruhe, the Town of Landau, Conference of the Upper Rhine, EUCOR, SCOTERS, Regionalverband Mittlerer Oberrhein, Kreis Ortenau, CCI Alsace Eurometropolis, spokesman for the economy section of the TMR, the science section of the TMR, Regio Basiliensis, the Town of Haguenau.

✱ **Participants in the technical group, under the chairmanship of Mr. Michael SCHMIDT, Eurometropolis councillor:**

Préfecture of the région, Grand Est, Région Grand Est, Département du Bas-Rhin, Banque des territoires, Town of Kehl, Strasbourg-Ortenau Eurodistrict.

✱ **People and institutions who met with the coordinators:**

Région Grand Est, Département du Bas-Rhin, City and Eurometropolis technicians and elected officials, Municipality of Erstein, elected officials of Nord Alsace, SCOTERS, SPL Deux Rives, Maison de l'emploi, Port of Strasbourg, the Town of Offenburg, the Town of Kehl, the City of Karlsruhe, the City of Freiburg-im-Brigau, Regionalverband Südlicher Oberrhein, Regionalverband Mittlerer Oberrhein, Regierungspräsidium Freiburg, Regierungspräsidium Karlsruhe, Ortenaukreis, Regio Basiliensis (north-western Swiss Cantons), Land of Sarre, The German Federal Office for Building and Regional Planning (BBSR), the Kehl vocational school, Strasbourg-Ortenau Eurodistrict, Regio PAMINA Eurodistrict, EUCOR, Euro-Institut, TMR science section, TMR economy section (CCI Alsace Eurometropolis).

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et d'Urbanisme  
de l'Agglomération  
Strasbourgeoise

Editor: Anne Pons, General Manager of ADEUS  
ADEUS project team: Hélène BERNARD and David MARX  
(project managers), Sinje STARCK, Janine RUF, Amandine MEYER  
and Alexandra CHAMROUX  
Eurometropolis coordinator: Jean-Baptiste SCHIBER  
COM team: Jean PEYRONY and Jean RUBIO

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