

## **Concept for the development of spatial partnerships between contrasting regions**



A study concerning the organisation of  
spatial partnerships for interregional co-operation

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## **1. Introduction: goal and purpose of this concept**

The introduction of spatial partnerships between contrasting areas is one of the central goals of the Interreg Co-operation Project BALTIC+, which serves to support common strategies, spatial partnerships, measures for sustainable spatial development and the integration of regions around transnational corridors.

Following up the results of the Interreg II C-project “Baltic Bridge” the task of Work Package 1 “Common Strategies and Spatial Partnerships for Regional Development and Spatial Balance” is to focus on common strategies and action programmes for spatial development and possibilities for spatial partnerships between contrasting areas. This study is part of Work Package 1. Possibilities for the development of partnerships between populous areas and peripheral rural regions, as well as functional connections with regard to recreation, communication and service facilities will be demonstrated.

Spatial partnerships between agglomerations and distant rural areas should be set in motion through the use of citizen participation. The task of the study is the development of a practicable concept for the development of a spatial partnership between contrasting areas. This concept should then be used by local individuals and organisations as a manual for the inauguration of spatial partnerships. It should thus describe aims, activities and benefits of spatial partnerships. Secondly, this concept should define necessary activities by organisations local individuals and introduce a specific step-by-step programme. Therefor a working schedule to prepare spatial partnerships between contrasting/ complementing areas and a special method for co-operation in spatial partnerships has been elaborated.

In this study potential pairs of contrasting and in some functions also complementing areas within the BALTIC+ area are proposed for spatial partnerships, special emphasis has been given to contrasting urban and rural areas in the BALTIC+-area: Copenhagen – Skåne, Berlin – Usedom and Sczcezin – districts Uecker-Randow/ Uckermark. These pairs of regions have been discussed in the transnational working group during the first term of the project as potential partnership regions that could complement each other. In chapter 6 the study gives an explanation of how the three proposed contrasting relations have been identified.

In the first draft report about how to create spatial partnerships a typology with different types of best practice examples was presented at a working group meeting in Rostock in September 2003. The participants of the meeting got to know best practice examples, but emphasised the need of new and innovative subjects and a working schedule for creating spatial partnerships in pairs of at a time contrasting areas. Therefore, in the centre of this report stands a concept for the implementation of spatial partnerships in the BALTIC+ area.

In our opinion international spatial partnerships between mutually dependent complementary regions offer a previously unused, enormous potential for sustainable development. It is often very difficult, however, transforming an idea into reality and having it accepted. This is a new idea, and supporters and fans have yet to be convinced of its merits. In addition, spatial partnerships between complementing regions stretch the present scope of action and competence within the affected regions. This is, however, often the case with inter-regional co-operation projects. The concept discussed here is an attempt to make the actual introduction of spatial partnerships more vivid, specific, conceivable and desirable, and thus more probable. During the next steps on the way to the creation of successful spatial partnerships this concept will be enhanced and improved continually. In co-operation with protagonists of complementing regions a more distinguished concept will be developed. In order to do this we need comments, criticism and encouragement from our BALTIC+ partners. If this concept motivates you to make suggestions as to the introduction of spatial

partnerships then it has successfully fulfilled its purpose. By experiences in practice the concept will be refined and supplemented.

## **2. Approach**

In compiling a concept for the initiation of partnerships between complementary regions literature from different thematic areas was investigated. The following items were especially important:

- Studies done under the aegis of Interreg, Baltic Bridge, VASAB, etc.
- Regional documents, regional development schemes
- Literature of various participatory proceedings such as planning groups and future workshops
- Literature concerning co-operative processes and networks in national and transnational regions

In order to confirm the results the following people were interviewed:

- Interview with Professor Georg Kluczka, FU Berlin, Institute for Geographic Science, on the 5<sup>th</sup> of November, 2003
- Interview with Professors Stefan Krappweis and Roland Schröder, TU Berlin, Institute for City and Regional Planning, on the 28<sup>th</sup> of October, 2003
- Interview with Mr. Jürgen Polzehl, manager of WP 5 “City networks to cope with local challenges“, leader of the department “city development, economy, construction” in the municipality of Schwedt, on the 23<sup>rd</sup> of January, 2004
- Interview with Ms. Brigitte Rabe, manager of WP 3 “Challenges for tourism industry“, department for planning and business development, district Ostvorpommern, on the 29<sup>th</sup> of January, 2004
- Interview with Ms. Kerstin Rietz, manager of WP 2, Schweden, Länsstyrelsen i Skåne län, on the 21<sup>st</sup> of January, 2004
- Written commentary by Jürgen Stahl, Manager of WP 4 “Challenges for regional and local accessibility“ and member of WP 1 “ Common strategies and spatial partnerships for regional development and spatial balance”, Joint Spatial Development Department of Berlin and Brandenburg, Frankfurt/Oder on the 19<sup>th</sup> of January, 2004

The BALTIC+ Project is supported by those concerned partner regions in Sweden, Poland and Germany, as well as the Centre for Technology and Society (ZTG) at the Technical University of Berlin. The working group “Spatial Partnerships” is composed of representatives of the partner regions as well as members of the ZTG. This study was commissioned by the ZTG in co-ordination with other members of the working group. The “Spatial Partnerships” working group was actively involved in the preparation of this study. The study’s interim results were discussed at transnational meetings (11.09.2003 in Rostock, 1.12.2003 in Ystad) where additional suggestions for it’s continued development were made.

By courtesy of Mr. Zbigniew Paszkowski a photo from Szczecin could be used for the illustration of contrasting areas.

## **3. EU targets, structures and instruments**

The European Union exerts an important influence on spatial development through the use of concepts, commitments and support programmes in different political areas, e.g. the European Transport and Communication Infrastructure Policy, the Agricultural Policy (agrarian

subventions), structural support and funding, support instruments for non-EU states (Phare, Tacis, Meda) and funding to help with the adaptation to EU-law (e.g. in Poland).

Regional planning is not explicitly dealt with in the founding contract of the European Union (EGV 1997), which does, however contain sections connected with spatial development, such as transport, agriculture, economic and social coherence, environmental policy, social policy, the formation and extension of trans-European networks as well as certain measures in tourism (EGV 1997, Art.3). According to EU regulations, sustainable development must be promoted when European law is administered (Art 6).

According to the Article of Agreement of the European Union (EGV), the European Council has the possibility to enact measures in the regional planning sector, if proposed by the EU Commission (EGV 1997, Art 175 (2)). Beyond that, other conceptual, and particularly, financial instruments can be applied, which in practice play an important role. The co-ordination of regional planning policies and the specific allocation of funds have the aim of equally balancing development within different regions of the EU. In this process, economic, ecological and social aspects have to be considered in terms of sustainable development (cp. EK 1999, 13-20).

### **The European spatial development perspective (ESDP)**

The European Spatial Development Perspective was accepted by the Informal Council of European Ministers for Land Use Planning in Potsdam in 1999. The aim of the ESDP is to improve the co-ordination of EU activities which concern spatial development issues. As an instrument which is not legally binding, it constitutes a framework for better co-operation between different political bodies and their activities which affect spatial development (EK 1999, 11). ESDP topics concern conditions, tendencies and central issues of European spatial development as well as identifying ways in which EU-policies might influence spatial development. The ESDP identifies programmes and models for the integrated spatial development of the EU. One section is dedicated to the challenge caused by the expansion of the European Community and the possible consequences for a spatial development policy (EK 1999, 1-3).

Urban-rural partnerships are an explicit aim for the territory of the EU.<sup>1</sup> In the interregional and transnational perspective, the ESDP emphasises the exchange of experience and “learning from others”. Here, the objective is to evaluate and pass on experiences gained in co-operation between towns and countryside on specific projects or initiatives.

## **4. Criteria to identify and define contrasting and complementary areas**

### **4.1 Criteria to define contrasting areas**

Contrasting areas are areas which, because of their geographic and environmental circumstances, as well as their developmental, economic and social structure are different from each other.

Contrasts between regions within the BALTIC+ area exist for the most part due to the following characteristics:

- Scenic and geographic aspects
  - Quality of nature, landscape and architecture
  - Geographic location (e.g. near the sea)
  - Infrastructure
  - Population density

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<sup>1</sup> See [http://europa.eu.int/comm/regional\\_policy/sources/docoffic/official/reports/pdf/a19-35\\_en.pdf](http://europa.eu.int/comm/regional_policy/sources/docoffic/official/reports/pdf/a19-35_en.pdf), p. 7

- Socio-cultural aspects
  - Value system
  - Languages
- Administrative structure (urban / rural district)
  - city administration vs. several smaller town administrations and districts (This, however, differs between the countries, as Swedish municipalities covers both cities/towns and rural areas within the same administrative boundaries, governed by one common political and administrative body.)
- Economic aspects
  - Industry, business, trade, services, economic growth
  - Construction and real estate prices, buying power of the population

### *Scenic and Geographic Contrasts*

The concept of contrasting areas originally arose from the regional planning strategy for securing open space between developmental axes, and the landscape planning goal of the protection of unusual and/or beautiful cultural landscapes close to cities. In this context it is concerned with the preservation and utilisation of landscape and geographic contrasts. Natural areas and built-up areas differ from one another especially in the density of development and infrastructure as well as in the resulting environmental and spatial quality.

### *Socio-cultural Contrasts, Different Value Systems and different Languages*

Socio-cultural and value system differences between cities and rural areas can also be established. Life in the city is connected to a fast pace, and to such negative aspects as stress, noise and anonymity. At the same time urban living provides for a manifold cultural offering and the co-existence of a variety of life styles in a crowded environment. The dominant value system in the city is that of individualism. Rural living is associated with other aspects: quiet, a slower pace, everyone knows one another, and living close to nature and to the landscape. The rural value system is primarily community and relation-bound, it is characterised by feelings of being rooted in a particular place and by having continuous, life-long relationships. One major contrast between urban and rural life is the type of emotional connections and bonds people have with friends and neighbours. Another contrast is in the sense of community and in community participation.

In addition to communication problems occurring with transnational co-operation due to the use of different languages, socio-cultural differences, due to people having different social backgrounds, may also give rise to communication difficulties. Different behavioural patterns are to be expected, with regard to language codes or the degree of formality people use with one another. In addition, prejudice may play a role, in which city dwellers are characterised as being arrogant and demanding, and country dwellers are seen as provincial, awkward and slow, etc.

### *Different Administrative Structures*

For spatial partnerships as referred to here it is characteristic that the partners don't belong to the same country or to the same administrative unit. Legal problems may occur during international co-operation, and thus any such co-operative effort must be preceded by an international treaty. Normally the organisation of co-operative efforts and the participation of

different parties and administrative bodies (communities, districts, economic communities, etc.) is not hindered by legal barriers.<sup>2</sup>

It is important, however, that the interests of local politicians and administrators, and their power in terms of incentives and sanctions are bound to their particular legislative areas; that is to their voters and their territorial (legally defined) authority.

#### *Economic Aspects*

Contrasting areas are also characterised by varying economic circumstances. It should be anticipated that the partner's budgets will not be of the same quantity. Expenditures which may be considered "peanuts" for a large city could require smaller communities or districts to make significant changes in their spending priorities. Different size budgets and dissimilar negotiating positions have the risk that the relationships are conditional or that they will be brought to an end.

Beyond that contrasting areas are characterised by special capacities, e.g. products, attractions, living conditions, services, offerings and infrastructures.

#### **4.2 "Opposites attract!" or: what makes contrasting areas attractive to each other, how can they complement each other?**

What kind of issues could be part of the co-operation? What reasons are there for spatial partnerships between regions in the BAL TIC+ area? In order to find an answer the following questions must be settled:

- What makes the urban and rural regions attractive to one another?
- How can the regions complement each other?
- How can complementary regions strengthen their connection to one another?

The concept of spatial partnerships covers a broad spectrum of possible models of co-operation between two complementary regions. It could be a form of bilateral co-operation, or a network consisting of several participants. Spatial partnership activities may consist of concrete exchange programmes, limited project work or the setting up of long-term collaborative projects. It is conceivable that co-operation in a wide variety of subjects takes place (compare Chap. 6). In addition to this, the notion of spatial partnerships expresses the hope of mutual dependence upon one another, interaction and the networking of urban and rural areas. Beyond to the level of formal, contractual co-operation, the informal aspects of collaboration, i.e. the exchange of opinions and the development of common strategies, are of great importance.

*Restrictions* may occur due to political cost-benefit considerations among the participants, in which the co-operation is judged to be not worthwhile, or even politically risky. Such political cost-benefit estimates can be triggered by cognitive and normative bias, such as the fear of being monopolised, misconceptions and a lack of imagination concerning the mutual usefulness, timidity about time and personnel needs for meetings, financial commitments, etc. An asymmetrical distribution of interests can be a restriction to co-operative efforts. Accordingly it is important to find partnership subjects with a mutual interest of both complementing partners. Especially in urban areas it could be necessary to develop an awareness of the negative effects in terms of unused potential of an urban-rural co-operation.

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<sup>2</sup> For more information about legal forms of co-operation see Chap. 8.



Special capacities, products, services and regional attractions are important for complementary relationships between urban and rural communities, those that are in demand in the opposite partner region. Complementary supplementation can also be achieved by way of a different price that a particular product can be offered for in a partner region.

A spatial partnership is primarily based on mutuality (interdependence), in which the common problem solving process is more favourable for each partner than going it alone. It is especially worthwhile for each participant,

- when commonalities are identified and operationalised through goal formulation,
- when territorial common ground exists,
- when functional relationships are created or developed. This can be resource or result-oriented: there is a dependence upon common resources which must be commonly managed, or a dependence on the results of the other's participation. Functional interdependencies can, when taken advantage of, lead to common projects (e.g. infrastructural measures, publicity),
- when products or services created in one partner region are in demand in the opposite partner region,
- when value is increased through co-operation. Co-operation creates new options which are only possible at great expense if done alone. Among these are the exchange of experiences, image improvement, external status enhancement, the development of common cultural offerings, the qualification of participants and the development of *best practice* procedures for dealing with new assignments,
- when advantages over third parties are created. The representation of interests or goals is more effective upon association with others, e.g. for the environment, for international understanding or as an European alliance for influence on an EU-level,
- when strategic advantages are created from the co-operation, such as e.g. the promotion of co-operative efforts from higher positions. The primary purpose of co-operation in this case is the acquisition of financial aid, which is tied to this co-operative effort. This could be the initial reason for co-operation, especially when partners increasingly discover commonalities among themselves, even including fringe benefits (e.g. when leading figures in one area's economy receive privileged access to the other region),
- when issue-related common ground between functional participants is created, (merchants, service organisations or non-governmental organisations, such as environmental groups, churches, associations, etc.),
- when historic links exist,
- when the partnership functions as an institution. Institutionalisation means that in addition to market interaction, contractual and persuasive interaction will also be possible.

National decision-makers, e.g. public planning agencies or communities, have not previously had any possibilities to be actively involved in influencing developments or decisions in neighbouring countries (compare ESDP 1999: 44). Spatial partnership strategies for transnational co-operation should encourage regional and local decision-makers to mutually tackle regional problems.

*What kind of issues could be part of the co-operation? How can the regions complement each other?*

Complementary links exist between the complementary regions in the BALTIC+ area above all with regard to the following issues:

- economic promotion, Product marketing, Supply / Service and waste disposal
- tourism, rest and relaxation, second place of residence
- nature as an asset deserving protection, and the environment as having potential
- health and welfare
- education / research and leisure time
- art, culture, historic ties
- transportation, mobility and accessibility

The following goals could serve to motivate spatial partnerships into taking action, in cities as well as in rural areas:

- compensation for different levels of prosperity / regional balance
- development of rural areas and towns
- affecting changes in population
- increasing the attractiveness and quality of life within the region
- integration and cohesion in the region, the promotion of regional proximity
- overcoming of language barriers
- promotion of European unity and international co-operation
- adjusting the transportation and social infrastructures to cross-border standards
- improvements in the political areas of mobility / availability, education, cultural and leisure activities, agricultural functions

In order to strengthen the links to one another it is important to develop administrative structures for decision-making as well as the realisation (e.g. financing and management) of common projects and programmes. It is important to demonstrate possible synergetic effects of co-operation, and to integrate urban and rural regions, even if a greater distance from each other.

## **5. Theoretical background of spatial partnerships in the BALTIC+ area**

Institutional and individual spatial partnerships offer newly developed interregional co-operation schemes of great potential. The relationship between urban and rural areas has been challenged by the development of new patterns of regional governance. A complex field of interdependencies and networks binds urban and rural areas together (ESDP 19-34).

### **5.1 Definition, characteristics and criteria of spatial partnerships**

*Institutional spatial partnerships* could become a new regional planning tool in the development of co-operation between regions that belong to, and are dependent upon, one another. They are especially useful for the transnational regional partnerships referred in the Interreg Project, but also for regional partnerships within one country. For those partnerships there has previously been little in the way of concepts and strategies.

## **What distinguishes spatial partnerships from other kinds of co-operation, like networking, relationships et cetera?**

The following requirements are necessary for spatial partnerships in those contrasting and complementing regions referred to in the BALTIC+ Project:

- The partner regions should be different from one another. The differences should fit to each other, as stated in the maxim “opposites attract”. This is, for example, the case in the mutual attraction between urban and rural areas. These areas are in a true sense really different from each other in structure, function, population density et cetera. At the same time, they can complement each other regarding to different issues.
- A partnership between contrasting regions does not require dissolution, but moreover a utilisation and protection of these contrasts, i.e. a region’s potential and character.
- The partners, despite their dissimilarity, should complement one another, should broaden and support one another, and should also have a mutual interest in one another.
- The distances between partner regions can be greater than those between neighbouring regions (e.g. southern Sweden and Berlin).
- Within the framework of BALTIC+ the interest is in cross-border partnerships. But considering the problems with languages, it can sometimes be almost impossible to really engage local citizens in transnational partnerships. Then it would probably be easier to find pairs of complementing regions within each country and develop the concept from these, however the same with transnational regions is also possible and advisable. Comparing the different structures and institutional prerequisites between the countries then can be the transnational aspect.

*Individual spatial partnerships* describe an attitude in which people feel at home in more than one area and possibly cultivate several regional identities.

The starting point for previous investigations was that of the national spatial partnership, and had no transnational aspect. This study will examine the applicability of the spatial partnership on the transnational urban-rural level and determine the potential for such a model. Co-operation across national boundaries calls for the consideration of different requirements and conditions as is necessary with national spatial partnerships. These include:

- cultural
- linguistic
- legal
- economic and
- planning

differences that must be overcome.

## **5.2 Targets, possible effects and potentials of spatial partnerships**

The goals of spatial partnerships correspond to the general goals of regional development:

“The aim of spatial development policies is to work towards a balanced and sustainable development of the territory of the European Union” (ESDP 1999: intro). In the European Spatial Development Perspective, (ESDP) the ministers responsible for regional planning

emphasised the three fundamental goals of EU policy, which should be uniformly aspired to throughout the EU<sup>3</sup>:

- Economic and social cohesion
- The preservation and management of natural resources and cultural heritage
- Well-balanced competitive ability between regions

Within the framework of BALTIC+ spatial partnerships should also have these additional goals:

- Complementation of, and co-operation between, complementary regions
- Common economic development
- Promotion of regions which are dependent upon one another
- Transnational or national urban-rural co-operation

### *Dealing with dissimilarity*

Dissimilarities must be dealt with when urban and rural areas co-operate with one another. The imbalance between development in rural areas (often a serious decline in population, the migration of youth, the aging of the population, job reduction and/or an increase in unemployment, setting-aside schemes, etc.) and that in urban areas is on the rise. A great deal of energy is required in order to develop new perspectives for solving this problem. In urban areas it is necessary to develop an awareness of the effects negative development has on rural areas in terms of lost, or unused, potential. Traditions and life in rural areas should be able to be experienced and become more understandable.

This does not mean dissimilarities should be done away with, but rather that distinctions between complementary regions should be supplemented and mutually attractive differences preserved. The establishment of a spatial partnership serves as a “nucleus,” i.e. as the beginning of a co-operative relationship. The goal of spatial partnership model is to demonstrate, or create, special and useful connections between different regions.

Co-operation between contrasting areas is an attempt to concentrate regional forces, which act as a counter-balance against tendencies of globalisation and against conditions, which are mainly determined by sub regional influences. The differences between rural and urban space play an important role in this context; as well as the question of how these areas relate to each other.

### *Sustainable Development*

In the context of BALTIC+, spatial partnerships between contrasting regions have as an obligation the target of sustainable development. The idea of spatial partnerships is based on the observation that, on the way to achieving sustainable development there are serious identifiable deficits, particularly with regard to regional co-operation and target finding structures. Because of the limited scope of regions and underdeveloped transboundary structures of co-operation the model of sustainable development is frequently not translated into action (Gering 2001, 108-118). Serious deficits are found regarding the institutional

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<sup>3</sup> See also the Declaration of Wismar and VASAB 2010+, 2001.

dimension (regional communication, participation, co-operation), which is essential for the implementation of the model of sustainable regional development (ibid, 110). The creation and use of structures for the planning and implementation of sustainable development are still exceptions. The idea of a co-operation in partnerships between contrasting regions is intended to improve this deficit. The aim of this concept is to stimulate co-operation within adequate problem-oriented, institutionalised structures.

### *Long-Distance Co-operation*

A conception of spatial partnership projects between contrasting areas must differentiate between neighbouring areas and areas that are further apart. When distances become greater, the protagonists are usually not used to looking for adequate connections between urban and rural areas, which could be useful for integration and networking. When regional co-operation exceeds normal limits, a lack of common interests and adequate forms of organisation for sustainable and integrative interregional co-operation is often found. The concept of co-operation between urban and rural areas goes beyond that of the regional neighbourhood level, where rural and urban space is closely connected by every-day-life, concerning place of residence, work, supply and transport.

### **5.3 Spatial partnerships as an instrument of regional governance**

Regional governance indicates a form of self-government based on co-operation, which is primarily determined by a network of concerned people, but at the same time is part of an institutional environment, which must absorb and process the results of this co-operation. Regional governance, although not a defined form of self-control characterised by specific structural or process-oriented characteristics, nonetheless has minimum requirements, which must be met before it can actually be referred to as such. One of the requirements is that regional governance must be bound by rules and is above all characterised through the interplay of politics, administrative authority, economics and the “third sector” (intermediary function), in order that it may be distinguished from other forms of co-operation.

It is therefore improbable that examples of regional governance will arise in conjunction with transnational partnerships between areas a great distance from one another, and that they would thus enhance the status of sub national self-government. Such examples of self-government require a considerable degree of complexity in order to be economically feasible. They must (compare Benz 2001):

- organise closer connections between political and economic decision-makers,
- be closely involved with the institutionalised decision-making process in order to have influence upon them,
- possess conflict mediation skills,
- support regional learning processes with relation to limits and methods of control.

Even where large-scale intercommunal co-operation has been developed in order to define common structural development concepts (e.g. co-operation as part of the INTERREG programme) no new examples of governance have been created. What are created, however, are intensive networks between business organisations, which generally remain committed to a particular person and often have little effect on the participating organisations. If personnel changes are common (e.g. with Polish partners) such co-operational efforts are often disrupted. Models of governance are altered only when issues are dealt with on a long-term

basis, or when the co-operation takes on a life of its own, meaning that it develops from a network having a specific purpose into one not linked to any one particular course (compare Fürst/ Schubert 2001).

## **6. Suitable regions for spatial partnerships in the BALTIC+ area - different needs within agglomerations and rural areas**

The BALTIC+ area can be divided into rural and urban sub-regions. The goal is to identify contrasting regions, which have the potential to be complementing area partnerships. The creation of these sub-regions should serve to stimulate the demarcation of suitable complementing regions for co-operation in spatial partnerships. The definition of regional areas of action is, after all, the objective of delineating co-operating regions.

It should be mentioned, that in the BALTIC+ area historical ties, above all in the coastal region, exist within the east-west relationship. At the same time, there is an old connection between Berlin and the coastal region, especially Usedom and Wolin. In the German-Polish border area the historic ties have nearly been erased due to war and the exchange of populations. Within these areas people have very little contact or interest in one another. Between Berlin and southern Sweden there are hardly any historic links and co-operation between these two areas would most likely be on a market-oriented level.

It is important to identify various themes and issues within contrasting regions in which potential for co-operation between urban and rural areas in separate countries exists. *The themes and subjects proposed in the following do not pretend to be complete but should be seen as forming a basis for discussions in the citizen participation process.* Any co-operation should be linked with an existing endogenous potential, as this will ease further development in the future. The proposals were made by the work package leaders of WP 2-5 or by members of WP 1 and some of them were developed on the basis of regional documents and literature and can be seen as inspiration for discussions about spatial partnerships.

### **6.1 Berlin and the complementary region Usedom**

#### **6.1.1 The urban area of Berlin**

The metropolitan region of Berlin, including its urban sprawl, acts as a centre of gravity to the more distant development areas ("outer development area"). This fact is reflected by figures which show the development of population and commuter traffic in these areas. The spatial differences and the tension created by these differences between the capital city of Berlin and the predominantly rural federal state of Brandenburg are unique in Germany.

Berlin has 3.5 million inhabitants and a population density of about 4.000 inhabitants per km<sup>2</sup>. In the urban area of Berlin, an increase in population was observed until 1994, where upon numbers decreased until the year 2000. Since then, the population has remained stable. In the area immediately surrounding Berlin, population has been increasing steadily, while in the more distant outer development area population density has declined since 1990, due especially to the emigration of young people.

One of the Berliner's favourite holiday destinations is the Usedom peninsula. At present, however, the trend in the leisure and holiday industry is travel to contrasting areas further and further away. The desire for contrast has a great influence on the Berliner's leisure activities.<sup>4</sup>

### 6.1.2 Usedom

The island of Usedom on the Baltic Sea coast, with its traditional seaside resorts, is among the most important tourist areas in the 'Vacationland' Mecklenburg-Vorpommern. It has been the Berliner's traditional seaside holiday destination since the end of the 19<sup>th</sup> century. This relationship was so popular that Usedom was known as "Berlin's bathtub", "Berlin's suburb" or "Berlin's nursery". These titles enhanced the area in comparison to other destinations which were a similar distance from Berlin.

In addition to the typical seaside and coastal tourist landscape and the seaside resort flair, Usedom also has its hinterland ('Achterland'), which can be described as 'introverted' with its orientation towards the island's inner coastline. The small villages in the hinterland contrast considerably with the famous resort areas on the island's main coastline. Thus, two landscapes of greatly differing quality can be found next to each other. The opportunities due to the differences and enormous contrast, also between the German and the Polish parts of the island, have to date not been taken advantage of, touristically speaking.

The area Achterland cannot refer to an historically grown tourism tradition like the coastal area of Usedom and the tourism infrastructure is accordingly very limited. Nevertheless there are numerous 'calm' attractions, in particular nature and landscape objects as well as possibilities within the range of water tourism and cycling. In the context of the tourism model for Usedom a central problem field is a lack of co-operation between the highly developed tourism in the coastal area and the Achterland. The majority of the attractive offers concentrates on the coastal strip, while tourism offers and the demand are clearly less developed in the Achterland despite cultural and landscape potentials. But regarding the topic fields between coast and Achterland no competitive situation and/or topic doubling exists, but rather possibilities for completion and synergy. The Achterland and the coastal area have different development potentials and in each case an own tourism profile. In the sum both areas can complement each other, because the inclusion of all topic fields into the tourism offer leads to an attraction increase of both parts of Usedom.<sup>5</sup>

An important aspect of Usedom's current political situation is the problem of the island's division. Life on Usedom, as a result of the border between Germany and Poland since the end of the Second World War, has a unique central, historic and cultural meaning. The creation of the border in 1945 divided a natural system which had existed for hundreds of years. Co-operation between separate halves of the island suffers from the frequent change in administrative management on the Polish side, which hinders the creation of continuous relations.

A lack of preparation in the opening up of the border resulted in huge risks and fear in the region. Among the inhabitants the fear of problems with increasing traffic and the labour market is especially great, which could lead to a hostile environment for tourists. In the dominant economic sectors in Poland the following of the border being opened has been the loss of a market, and many workers, whether highly qualified or not, will seek to find something better in the West. It is assumed that in Poland it will result in a thinning out of labour market potential and in the West to greater competition, especially with respect to the

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<sup>4</sup> Dienel/ Knie 1999: 33-34.

<sup>5</sup> BC Berlin-Consult GmbH, Reppel+Lorenz Tourismusberatung 2001

tourism market, which could lead to an intensification of an already precarious job market situation. In light of the current political situation on Usedom, efforts for the compensation of regional disparity in affluence and the quality of life are needed in order to preserve social stability.

### **6.1.3 On the basis of what criteria Berlin and Usedom have been identified as potential spatial partners?**

Usedom represents a complementing contrast area for Berlin especially with regard to nature qualities, recreation and tourism. Conversely Berlin is for Usedom a metropolitan centre of attraction and commerce as well as source area of tourism. The geographical location differs a lot: Usedom as a peninsular in the Baltic sea offers a charming contrast to the continental location of the agglomeration. Especially the southern part of Usedom, the ‘Achterland’, builds a clear contrast to the loud, active and lively city because it is sparsely populated, calm and near to nature.

Contrasts that could be used for a complementing co-operation are beyond that different cultures and value systems. The ‘lifestyle’ of the city dweller conveys cosmopolitanism, individualism and tolerance, the lifestyle of the inhabitants of the island represents rather steadiness, community, being introverted and rooted in this particular place.

Furthermore there are big contrasts between Berlin and Usedom regarding to the population density, number of inhabitants, density of infrastructure, economic aspects (public household, trade and commerce, purchasing power etc.) as well as ecological aspects like air quality, noise, traffic and landscape elements. Also the architecture differs a lot.

Different languages are used in Berlin and the Polish part of Usedom. This can by all means be a barrier to co-operation, but also an attractiveness of the unknown as well as a stimulus to travel and to learn about the foreign country. A complementing factor can be the historic link between Berlin and the holiday goal Usedom in former times, when the island was called the “bathtub of Berlin”.

### **6.1.4 On what issues the proposed regions could work together?**

The following issues are preliminary proposals for complementary co-operation between Berlin and Usedom that have to be discussed and confirmed during the initial phase of the co-operation process. They are assigned to the work package contents of the BALTIC+ project, most of them to the subject area ‘tourism’.

- Challenges for a restructure of agriculture and forestry (WP 2)
  - *Distribution of regional products combined with tourism performances and travel information in the agglomeration and in the rural region (regional shops)*  
Regional shops and farmers' markets can be effective in stimulating economic activity, which leads to the revitalisation of urban neighbourhoods. At the same time, they provide a direct outlet for farmers, adding value to the rural economy and helping farmers resist the pressure to sell land for increased development. Communities can support farmers' markets in a variety of ways, ranging from providing appropriate sites and publicity to direct financial support. A regional shop in the city can be a ‘rural embassy’ in the urban area. In regional shops, a co-operation (co-op) of regional product and service providers sell their products within the agglomeration. They also make a contribution to the short-distance transport of local goods as well as increase publicity and convey the attractiveness of the rural region. A ‘regional store’ in an urban area could be supported by a county or an association. Financing can be secured by the shop’s profits and, if necessary, supplemented by grants.
- Challenges for tourism industry (WP 3)



The members of WP 3 “Challenges for tourism industry” will discuss possibilities for urban-rural partnerships. Also the manager of this work package will discuss the question with tourism organisations in Usedom and Greifswald. Up to now the WP 3 didn’t propose concrete activities. The following proposals concerning tourism were made by members of WP 1 or developed on the basis of regional documents.

- *Exchange program of gastronomy and tourism employees*  
the exchange and support of the tourist industry in the areas of product development, marketing, lobbying and the acquisition of funding; common measures for qualification and continuing education within the rural and urban tourism industry
- *Highlighting of complementary tourist activities*  
e.g. the marketing of holidays in the country with day trips to the city
- *Paratourism activities*  
The promotion of paratourism activities such as educational trips, continuing education, business travel, creation of attractive conference centres with rail connections, health and wellness-oriented travel can contribute to the development of tourism within a spatial partnership. This can also help to attract tourists during the off-season months and thus counteract socio-economic problems. Reciprocal visits of clubs, church and school groups, the creation of attractive conference centres with rail connections, and the promotion of senior citizen travel are all useful strategies for the promotion of tourism for specific target groups in a region.
- Challenges for regional and local accessibility (WP 4)
  - *Elaboration of an implementation strategy for transboundary cycle paths*  
A proposal of WP 4 is to elaborate an implementation strategy for the transboundary cycle paths that have been developed in MS 4.1.3 of the BAL TIC+ project. The cycle tracks connect rural and urban regions and enrich the tourism accessibility and attraction of the region.
- City networks to cope with local challenges (WP 5)
  - *Reciprocal visits of clubs, church and school groups or professional groups*  
An exchange programme between clubs or professional groups and the organisation of competitions, tours and musical events are activities, which already occur, however they seldom take place internationally. A transnational exchange of sports and music clubs from complementary areas could be used specifically to strengthen contacts between urban and rural dwellers and to increase an appreciation of one another.

### **6.1.5 What benefits could Berlin and Usedom gain from forming a spatial partnership?**

The following benefits could be gained by the two potential partners if they would engage in a spatial partnership:

- Reducing global long-distance travelling and ecological charges of leisure traffic
- Reducing prejudices between Poland and Germany as well as between urban and rural living
- Know how transfer of traffic solutions
- Sharpening city dwellers’ awareness of the natural environment’s complexity (both city and rural dwellers can profit by a raising know how about ecologically sensitive areas)
- Publicity, image, quality tourism and gastronomy of both urban and rural area can attract tourism, safeguard or add employment and create social stability

## **6.2 Szczecin and the complementary area Uecker-Randow/ Uckermark**

### **6.2.1 Agglomeration area Szczecin**

As the capital of Western Pommern, Szczecin was one of the most important cities near the Oder and Neiße rivers until the Second World War. Szczecin was the main city in a region which today is divided by the border between Germany and Poland (Gering, 2001). All other areas on both sides of the Oder River remained rural. As a consequence of decisions made by the Allied Forces at the Jalta and Potsdam conferences, the western border of Poland was moved westwards in 1945. Nowadays, the demarcation line runs to the west of Szczecin. The new boundary disrupted connections and bonds in the region which had developed over centuries.

In the post-war period, the population was almost completely evacuated by force – if they had not already left the area during the war. Their place was taken by Polish war refugees or by Polish people who had been forcibly evacuated from the areas in eastern Poland which had been annexed by the Soviet Union in 1939. Additional people came from central Poland, or were repatriated from abroad (forced labourers, emigrants) and later Ukrainian evacuees arrived. Thus, in the region east of the border people of very different origins had to form a new society in a country foreign to them. Even today, this situation has a considerable impact on life in the Polish regions close to the border.

As a growing city, Szczecin is an exception in the border region. The town has become the main centre of the region, the unemployment rate in Szczecin is far below the national average.

### **6.2.2 The Uckermark and Uecker-Randow districts**

The German districts nearest the border with Poland, and close to Szczecin are among the most rural, poorly structured and agrarian regions in the southern Baltic Sea area. The most important sources of employment are agriculture and forestry, along with the processing industry, crafts and trades, the foodstuffs industry and the service industry, which is especially involved with tourism.

The two districts Uecker-Randow and Uckermark are comprised largely of rural areas, which are characterised by small villages and a few areas with denser population. This region is also characterised by forests and agricultural areas as well as natural areas which are still relatively intact. The peripheral position and the general neglect of the border region have unquestionably been advantageous in terms of nature conservation, even though environmental problems do exist. All in all, environmental damage has been relatively minor because of the sparse population in this border region.

In addition to a large number of very small villages there are a few population centres. On one hand the aims of the region are the preservation of this “contrasting area” by protecting natural habitats of rare animals and plants, pursuing an environmentally-friendly agricultural policy and preserving the natural cultural landscape. On the other hand there is a need for increased marketing activities in this region.

Great pressure on the region to increase development endangers the survival of high-quality landscapes and areas of unspoiled nature, which should be protected by promoting sustainable regional development, the preservation of contrasting spaces and the attractiveness of local recreation areas. The prevention of uncontrolled development and the sustainable protection of open space are important local government aims.

In Brandenburg (Uckermark District) the model of “decentralised concentration” is being pursued. The main thrusts of this concept are the conservation of open space and the development of a polycentred state by increasing support for a number of small towns around

Berlin. It seems difficult, however, to implement this model. Because of the economic and geographic position of this region, problems of unemployment and population loss are also very grave.

### **6.2.3 The special “border character” of the area surrounding Szczecin**

An important characteristic of the border region and of the area around Szczecin is the lack of a common history that can create a basis for co-operation in other border regions. In addition, and to make matters worse, today’s border region is still characterised and traumatised by the devastating battles which took place along the last main line of defence around Berlin, during which large sections of the area’s cities were destroyed. The development of a regional self-administration as well as a regional identity has taken until today - two generations later.

Because of the changing political situation at the end of the eighties and on the basis of the German-Polish contracts, the relationship of the two countries and thus also the function of the border changed profoundly. In spite of its function as an outer border of the EU it became more permeable. The trans-national border transportation of passengers, goods and information increased considerably and many new relationships were established between people in the East and West. This change will continue in the years to come when the Republic of Poland has become a member of the European Union.

The peripheral regions which are affected by these changes face a great challenge influenced by international, national, regional and local processes and structures. These rural regions, which are often economically, socially and also ecologically unprivileged, will have to adjust their structures and targets in a way that proves compatible with those of the city. There is a lack of immediate local supply and education and employment are also problematic issues. The unemployment rate in the rural regions of the border area is almost twice as high as the national average.

Both countries are contrasting areas in themselves because of their historical, linguistic, cultural and administrative differences. Both are adjacent to the Oder and Neisse rivers but have nonetheless no historical connections. The future task will be to establish such connections and to develop common targets without eradicating national and regional diversity. Contrasting areas should instead cultivate and emphasise unusual features which are unique to a particular region.

The differences between Germany and Poland and a significant difference in income, spending power and living standards between eastern Germany, with its many problems, and western Poland, with its lack of infrastructure, makes this task more difficult. In addition, people in both countries fear the consequences of an open border.

In order to meet the EU’s entry conditions, the Republic of Poland must put serious structural changes in place. Because of the enormous economic differences in the border region between Germany and Poland, the conditions and consequences of Poland’s EU-membership will represent a crucial challenge for trans-national co-operation, e.g. with regard to the free choice of residence and job location as well as the unrestricted purchase of land. The difficulties in the border region are aggravated by the fact that the area is characterised by a particular historical experience and by the different social and cultural backgrounds of both nations, especially concerning the mentality, social habits, language and national constitution.

### **6.2.4 On the basis of what criteria Szczecin and the Uckermark and Uecker-Randow districts have been identified as potential spatial partners?**

Szczecin is for the rural region on the other side of the border a centre of commerce and attraction. There are contrasts regarding to infrastructure facilities, population density, number

of inhabitants, economic aspects like trade, commerce and purchasing power. Some complementing facets are based on the historic regional development as there are cultural aspects like art, history and language.

The Uckermark and Uecker-Randow districts represent a complementing contrast area for Szczecin especially because of ecological aspects like air quality, noise, traffic as well as scenic and geographic aspects like the quality of nature, landscape qualities, architecture and supply structures (water, energy, food, recreation areas). Regarding to the place of residence it can be interesting for both urban and rural dwellers to have a residence or place of employment in the respectively contrasting area. The fact that Szczecin has become the main centre of the region will soon affect not only the surrounding area within Poland, but will also have an effect on the rural areas Uecker-Randow and Uckermark districts on the other side of the German-Polish border.

In this case of proposed partnership co-operation different languages can be a barrier to common projects as well as in the case Berlin and the Polish part of Usedom. The boundary between Germany and Poland disrupted connections and bonds in the region which had developed over centuries, the consequence is a language barrier. Many Polish people already learned the German language, but Germans are not as motivated as the Polish to learn the neighbours language. The language contrast is one special task of this spatial partnership, it should be possible to initiate common projects and to learn to communicate with each other.

In the case of a Spatial Partnership between Szczecin and Uckermark/ Uecker-Randow,

- a functional relationship can be developed,
- the regional image and external status can be improved,
- common offerings can be developed,
- a qualification of participants can take place,
- issue-related common projects between functional participants can be created (e.g. merchants, service organisations or non-governmental organisations)
- and there are still existing historic links to which one can tie, even when they were destroyed for the biggest part.

### **6.2.5 On what issues the proposed regions could work together?**

The issues below are preliminary proposals for complementary co-operation between Szczecin and Uckermark/ Uecker-Randow that have to be confirmed during the initial phase of the co-operation process. They are assigned to the work package contents of the BALTIC+ project.

- Challenges for a restructure of agriculture and forestry (WP 2)
  - *Distribution of tourism performances combined with regional products and travel information in the agglomeration and in the rural region (regional shops)*  
Regional shops and farmers' markets can be effective in stimulating economic activity, which leads to the revitalisation of urban neighbourhoods. At the same time, they provide a direct outlet for farmers, adding value to the rural economy and helping farmers resist the pressure to sell land for increased development (cp. 6.1.4).
  - *Marketing of agricultural products and complementary gastronomy*  
A large and previously undeveloped potential for region cohesion, even if the areas in question are far apart, is the marketing of agricultural products. As a whole, possibilities for using agricultural products to increase regional marketing and identity

in the urban-rural relationship have hardly been taken advantage of.<sup>6</sup>  
This idea can be transferred to other urban-rural pairs.

- Challenges for tourism industry (WP 3)

The following proposals concerning tourism were made by members of WP 1 or developed on the basis of regional documents.

- *Highlighting of complementary cultural activities*  
e.g. a 'culture calendar' common to both urban and rural areas which deals with particular themes in the region; art exhibits with regional themes, with artists from the partner region; special offers from museums, e.g. 'Tracing Ancestors in Poland' etc.
- *Common promotion of gentle tourism activities*  
The spatial environmental potential in extremely sparsely populated regions of the BALTIC+ area is, on the one hand, something to be protected but, on the other, one of the most important marketable aspects. The development of gentle tourism which is close to nature can increase the attractiveness of rural areas to city dwellers without endangering the particularly sensitive areas.

- Challenges for regional and local accessibility (WP 4)

- *Commuter services*

- City networks to cope with local challenges (WP 5)

- *Comprehensive concept for the vocational education in the city and the rural region*  
A suggestion from WP 5<sup>7</sup> is to develop a concept for the vocational education integrating the extended educational institutions in the city and the rural region. The concept should tie up to the Bologna system with the graduations bachelor and masters. The existing educational institutions, universities, schools and the administrative mechanisms responsible for vocational education should be integrated in the process. The proposal was made for the cities of Szczecin and Greifswald and the districts Uckermark, Barnim and Uecker-Randow.
- *Activities for the preservation of common cultural traditions*  
e.g. the preservation of churches, works of art or historically important buildings, etc. In WP 5 similar activities already started.

### **6.2.6 What benefits could Szczecin and Uecker-Randow/ Uckermark gain from forming a spatial partnership?**

The following benefits could be gained by the two potential partners if they would engage in a spatial partnership:

- Mutual complementation with regard to the vocational education system, integrating the educational institutions in the city and the rural region on both sides of the borderline
- Overcoming language barriers and historical segregation

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<sup>6</sup> This activity has been emphasised by one member of the working group „Common strategies and spatial partnerships“ and the manager of work package 4 „Challenges for regional and local accessibility“. The approach has been discussed on 25./26. November 2003 in WP 2 „Challenges for a restructure of agriculture and forestry“.

<sup>7</sup> A similar proposal was made by one member of WP 1: co-operation between agglomeration and rural regions further apart to create offers of special educational institutions with residential schools. Reason are the overcrowded schools in the surroundings of Berlin.

- Reducing prejudices between Poland and Germany as well as between urban and rural living
- Preservation of common cultural heritage
- Know how transfer of traffic solutions
- Promotion of gentle tourism in the transnational region
- Adjusting the transportation and social infrastructures to cross-border standards

### **6.3 The Danish capital Copenhagen and the complementary areas in Skåne in southern Sweden**

In the following the agglomeration Copenhagen and the rural areas of Skåne are proposed as complementary partner regions, because this had been discussed in the working group of WP 1 during the last months. In the meantime the situation changed: Region Skåne has been approached by one of the municipalities in Skåne, Svalöv, which is interested to take active part in the further process of establishing spatial partnerships. Svalöv is situated about one hour from Malmö, and has already established a co-operation with the city of Malmö in the fields of business development, tourism and recreation - including transport and communication issues. The discussions in the working groups and the talks with representatives from potential partner regions will show between which particular regions a spatial partnership can be realised.

#### **6.3.1 The Copenhagen agglomeration area**

Copenhagen is situated at the Öresund on the islands of Seeland and Amager. The city itself has 477.000 inhabitants and the entire agglomeration area 1.36 million. Copenhagen is the capital of Denmark, the political centre of the constitutional monarchy and at the same time the country's biggest city. In population and economic power, Copenhagen is superior to all other Danish cities.

The Öresund region, linked by the Öresund-bridge between Copenhagen and Malmö, has 3.5 million inhabitants. It is the most important economic region in Scandinavia. A hallmark of this region is a very dynamic economy with fields of expertise in bio-technical research, medical technology and the pharmaceutical industry. It is therefore called "Medicon Valley". The region is furthermore characterised by high social and environmental standards.

The opening of the Öresund-bridge has been followed by many "mental bridge projects", which create relationships between inhabitants and build connections within the large metropolitan area. Two prominent examples of cross-border initiatives are Öresund University, a co-operative of 11 universities on both sides of the sound, and the Medicon Valley Academy, an organisation founded by universities, hospitals and industrial enterprises in order to improve and enlarge the existing networks in medical and pharmaceutical technology. A large number of other initiatives are aimed at co-operation between ports, research institutes; transportation systems, environmental and financial issues, employment services, media and tourism, etc.

The area surrounding the metropolitan region is characterised by sparsely populated rural regions and a valuable natural environment. In the future, tourism and the transportation of goods are expected to expand.

Denmark has a sizeable income difference between east and west and there is interest in compensating for this and in general concentrating on the regions in the country's western half.

### **6.3.2 The Skåne region**

Skåne is an area in southern Sweden with 1.1 million inhabitants, which live in 33 individual municipalities. The largest cities are Helsingborg, Lund, Kristianstad and Malmö. In recent years Skåne has exhibited a slight but continuous increase in population growth. Since 1985 the population has grown by approximately 10 %. The unemployment rate (5.5%) in Skåne is much lower than in the German or Polish parts of the BALTIC+ area.

Skåne is a well developed economic area with good infrastructural transportation links and a high level of economic and innovative potential, especially regarding contacts with universities and technical schools in Lund, Kristianstad and Malmö. The research potential in the Öresund region is considered to be the most important parameter for growth.

In addition to a well developed transportation infrastructure and great potential in the areas of science and research, Skåne has some of the most fertile land and best agricultural conditions in all of Sweden. The region is characterised by its well developed and productive agriculture. The foodstuffs industry, which is powerful and efficient, is a partner of both agriculture and the fishing industry. It is one of the regional economic mainstays. Synergistic effects of co-operation between the foodstuffs industry and tourism as well as the health industry are taken advantage of (the 'culinary heritage' project). The export of agricultural products has played a minor role in the past as the businesses involved are oriented toward the internal market (DPU 1999).

The Skåne Administrative District was delegated additional regional authority tasks as part of a pilot project. The 'Region Skåne' is a new regional organisation that has been operating on a trial basis since the 1<sup>st</sup> of January, 1999. The regional organisation, headed by an elected Regional Assembly, was given greater responsibilities than traditional county councils in Sweden usually have.

In former times Copenhagen and southern Sweden were both part of the Kingdom of Denmark, thus exists a historic relationship between the two regions. Today many Danes take advantage of the housing market on the Swedish side, where it costs less to buy a house or to rent. In 2002 30% of the population growth in Malmö consisted of Danish immigrants.

### **6.3.3 On the basis of what criteria Copenhagen and Skåne have been identified as potential spatial partners?**

The Öresund-bridge from Copenhagen to Malmö connects the urban area of Copenhagen with the Swedish region Skåne; together, they now form the biggest agglomeration in Scandinavia. The Öresund-bridge is considered a symbol of the new identity of the region, in which not only towns have been connected, but also borders overcome (Persson, 2003).

The rural areas of Skåne represent contrasting areas for Copenhagen especially with regard to nature qualities, living conditions, rents and prices for dwelling and tourism. This applies in particular to the south-east area of Skåne, which is much more characterised by rural elements than the western part, where larger cities like Helsingborg, Lund and Malmö are dominant. Conversely Copenhagen is for Skåne a metropolitan centre of attraction and commerce.

These contrasts can be the basis for complementary relations between the two regions. The south-eastern part of Skåne constitutes a complementing region to Copenhagen also because of the economic structure. Predominant in the rural area are the foodstuff industry and tourism, in Copenhagen rather medical and pharmaceutical industry. Furthermore there are complementing scenic and geographic aspects: both regions are very different from one

another with regard to population density, the quality of nature, landscape elements and traffic volume.

#### **6.3.4 On what issues the proposed regions could work together?**

The issues below are – as noted – examples and preliminary proposals for complementary co-operation between Copenhagen and Skåne that have to be confirmed during the initial phase of the co-operation process. They are assigned to the work package contents of the BALTIC+ project, further comments are given in chapter 7:

- Challenges for a restructure of agriculture and forestry (WP 2)
  - *Distribution of regional products combined with tourism performances and travel information in the agglomeration and in the rural region (regional shops)*  
Regional shops and farmers' markets can be effective in stimulating economic activity, which leads to the revitalisation of urban neighbourhoods. At the same time, they provide a direct outlet for farmers, adding value to the rural economy and helping farmers resist the pressure to sell land for increased development (cp. 6.1.4).
  - *Subscription boxes*  
Another example is the combination of „subscription boxes” (regularly deliveries of agricultural seasonal products to households) with information about regional attractions and tourism offers.<sup>8</sup> In Denmark this kind of urban-rural relationship became very popular, in the BALTIC+ area it is not very common until now. The mutual interest is obvious: ecological farm can create a solid selling market. Customers in the cities get ecological food regularly without individual traffic and have the opportunity to get to know the place of production.
  - *Marketing of agricultural products and complementary gastronomy*  
A large and previously undeveloped potential for region cohesion, even if the areas in question are far apart, is the marketing of agricultural products. As a whole, possibilities for using agricultural products to increase regional marketing and identity in the urban-rural relationship have hardly been taken advantage of.<sup>9</sup>  
This idea can be transferred to other urban-rural pairs. The idea of marketing regional products is tied to the tradition of rural regions serving as suppliers and providers for the city. Also a potential of increased marketing for Polish ecological food products in Berlin may exist.
  - *Health care connected with agricultural work*<sup>10</sup>
- Challenges for tourism industry (WP 3)
  - *Common promotion of gentle tourism activities*  
The spatial environmental potential in extremely sparsely populated regions of the BALTIC+ area is, on the one hand, something to be protected but, on the other, one of the most important marketable aspects. The development of gentle tourism which is close to nature can increase the attractiveness of rural areas to city dwellers without endangering the particularly sensitive areas.

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<sup>8</sup> Proposal of WP 2

<sup>9</sup> This activity has been emphasised by one member of the working group „Common strategies and spatial partnerships“ and the manager of work package 4 „Challenges for regional and local accessibility“. The approach has been discussed on 25./26. November 2003 in WP 2 „Challenges for a restructure of agriculture and forestry“.

<sup>10</sup> A project for rehabilitation connected with agricultural work in a garden is already implemented.



- Challenges for regional and local accessibility (WP 4)
  - *Ecological and sustainable traffic solutions*
  - *Commuter services*
- City networks to cope with local challenges (WP 5)
  - *Activities for the preservation of common cultural traditions*  
e.g. the preservation of churches, works of art or historically important buildings, etc.

### **6.3.5 What benefits could Copenhagen and Skåne gain from forming a spatial partnership?**

The following benefits could be gained by the two potential partners if they would engage in a spatial partnership:

- Mutual know how exchange of traffic solutions
- Mutual co-operation with regard to products or services created in one region that are in demand in the opposite region,
- Sharpening city dwellers' awareness of the natural environment's complexity (both city and rural dwellers can profit by a raising know how about ecologically sensitive areas)
- Publicity, image, quality tourism and gastronomy of both urban and rural area can attract tourism and add employment
- Compensation for different levels of prosperity / regional balance
- Increasing attractiveness and quality of life within the region
- Integration and cohesion in the region, promotion of regional proximity
- Improvements in the areas of mobility / availability, education, cultural and leisure activities, agricultural functions.

In all three cases of potential pairs of urban-rural partnerships there exists no symmetry in the partnership. In a co-operative effort between a rural area or – in the case of Usedom - an island and a large city solutions for the imbalance are necessary. It is also imperative that an environment of trust be created, without which the voluntary co-operation between a city and rural area cannot function. Trust can be established primarily by working on concrete projects, e.g. regional and infrastructure development. Also of importance are transparency and regular co-operation.<sup>11</sup>

In order to determine the likelihood of success of complementary area relationships in the regions of the BALTIC+ project area, the specific needs of each region must be first taken into account. The potential of various contrasting areas in the BALTIC+ area to join in spatial partnerships becomes apparent when the needs and potential of each region are compared to one another as in the following table which is based on the descriptions of the potential pairs of contrasting and complementing areas above:

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<sup>11</sup> Rohr 2000: 9-12 and Danielzyk 2000, Chapter 3

<b>Rural areas</b>	<b>Landkreise Uckermark and Uecker-Randow</b>	<b>Skåne</b>	<b>Usedom/ Baltic Sea Coast</b>
<b>Urban areas</b>			
<b>Szczecin</b>	<ul style="list-style-type: none"> <li>▪ Education</li> <li>▪ Accessibility/ Mobility</li> <li>▪ Art/Culture/History</li> <li>▪ Tourism</li> <li>▪ Marketing of regional products</li> </ul>	<ul style="list-style-type: none"> <li>▪ Mobility/Accessibility</li> <li>▪ Art/Culture/History</li> </ul>	<ul style="list-style-type: none"> <li>▪ Accessibility</li> <li>▪ Tourism</li> </ul>
<b>Copenhagen</b>	<ul style="list-style-type: none"> <li>▪ Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Product Marketing, Economic Promotion and Research</li> <li>▪ Accessibility/ Mobility</li> <li>▪ Art/Culture/History</li> <li>▪ Health care</li> </ul>	<ul style="list-style-type: none"> <li>▪ Tourism</li> <li>▪ Mobility/Accessibility</li> </ul>
<b>Berlin</b>	<ul style="list-style-type: none"> <li>▪ Agricultural Product Marketing</li> <li>▪ Tourism</li> <li>▪ Art/Culture/History</li> <li>▪ Health care</li> </ul>	<ul style="list-style-type: none"> <li>▪ Accessibility</li> <li>▪ Product Marketing</li> </ul>	<ul style="list-style-type: none"> <li>▪ Tourism</li> <li>▪ Accessibility</li> <li>▪ Product Marketing</li> </ul>

As the table indicates, those regions which are close to each other are predestined for spatial partnership activities. The transnational connections are especially emphasised among these short-distance relationships. An exception in this context is the connection between Berlin and Usedom/Baltic Sea Coast, which is based more on functional ties than on physical distance. The grey marked fields indicate special potential for co-operation between city and countryside, but in a national and not transnational scope.

## **7. Additional activities proposed for spatial partnerships**

In the future, transnational spatial partnership strategies could form a common basis for many operational cross-border projects in which networks could be created using the spatial partnership strategy. In the following areas possibilities for co-operation between complementary regions have been identified, in which two separate regions with partly different needs could complement and thus mutually support each other. The activities are general proposals, not related to any concrete pair of contrasting/ complementing regions and can inspire the discussions about what could be implemented in spatial partnerships. They are assigned to the work package contents of the BALTIC+ project:

- Challenges for a restructure of agriculture and forestry (WP 2)
- Challenges for tourism industry (WP 3)
- Challenges for regional and local accessibility (WP 4)
- City networks to cope with local challenges (WP 5)

### **7.1 Agriculture and forestry (WP 2)**

Spatial partnerships can integrate transnational agriculture and forestry co-operation in the areas of economic promotion and product marketing with the goal of creating, intensifying and networking economic relationships.

## **Company networks**

The promotion of company networks between small and medium-sized enterprises in towns and rural areas can contribute to regional economic development. In the BALTIC+ Region such collaborative efforts are very useful, especially in agricultural and forestry production, the wood and paper industries, processing and refining as well as the sale of products in urban areas.

## **Coupling renewable energy production with agricultural production**

In addition to the agricultural production farmers could start to produce renewable energy - the farmer as an energy landlord. The proposal was made by one member of WP 1.

## **7.2 Tourism industry (WP 3)**

Co-operation between urban and rural areas could contribute to the goal of developing a long-term, stable tourism industry in the region. Tourism is an important economic factor in the BALTIC+ Region, in which, especially in rural areas, much hope is placed.

Possible activities are, for example:

- The realisation of common thematic events
- The highlighting of complementary tourist activities (e.g. the marketing of holidays in the country with day trips to the city)
- Co-operation between vacation areas and urban population centres using the motto, “We are your destinations for a weekend or for an extended vacation”. Information in various forms of media for city dwellers as to tourist attractions in the rural partner region
- The further development of tourist activities in a rural area’s towns and cities (cultural offerings, inclement weather activities, improvements concerning information and availability)

## **The promotion of repeat visits**

An important way in which citizens of two regions actually express spatial partnership behaviour is in the making of repeated visits to the contrasting regions. The following possibilities are ways of promoting this:

- A bonus system for regular guests (e.g. special conditions for vacation apartments or hotels, bicycle rental, luggage service, public transportation, etc.): The goal is that visitors will be drawn into the local social network through repeated visits, and will gain a feeling of trust with and responsibility for the built and natural environment. In doing so the use of the public transportation system should be rewarded.
- Promotion of city-owned residence halls and hostels in the vacation area: The quantity of these regional ‘anchors’ has decreased in recent years. The shifting of authority back to the schools, however, does open up new possibilities. Hostels or other forms of group accommodation allow for a more even yearly distribution of tourists and help the next generation of city dwellers develop an appreciation of the spatial partnership.
- Promotion of ‘spatial partnership’ tourism:  
The most important motive for travel is the visiting of friends and acquaintances. Although friendships cannot be regulated, tourism with regards to spatial partnerships should aim at the encouragement of identification with a particular region. To this end, an

intensive exchange, family visits, communication, opportunities for personal encounters, commitment for a local area, an examination of an area's history, culture, architecture and gastronomy, and an awareness of nature and environmental problems, are all important.

### **Gentle tourism**

Gentle tourism, using the motto 'the way is the goal' could be used to support local trips and an examination of the BALTIC+ area. Especially important are offers involving non-vehicular travel and those which promote an area's regional features. The following ideas are conceivable:

- The conception of thematic pedestrian and bicycle trips between contrasting areas (e.g. a Berlin-Skåne hiking trail)
- All-inclusive vacation offers using public transportation and bicycles
- Tours to discover an area's special features and qualities
- Target group-oriented offers
- Excursions and discussions with regional experts
- Comprehensive information concerning the region (e.g. in the internet)
- Offers which promote the identification and communication, which promote the building of a relationship with a particular region
- Host training programmes which encourage improved personal care of visitors<sup>12</sup>
- Cultivation of the authentic regional identity (e.g. traditional festivals or rituals, gastronomy, architecture, design, arts and crafts, agriculture, etc.)

### **The networking of offers**

This proposal is based on the organisation of individual services in conjunction with spatial partnerships. The goal of a connecting up of offers is the spread of knowledge about nature and cultural landscapes, history and culture as well as mobility. Offers should take into account the following: infrastructure, mobility, accommodation, gastronomy, information, environmental education, museums and sightseeing. The revival of regional traditions and the development of appropriate offers at source area educational institutions, or at travel agents, may also be taken advantage of.<sup>13</sup>

### **Sponsorship of nature reserves**

Action within Spatial partnerships in the fields of landscape development and environmental protection require participants in urban areas to accept tourism responsibility for ecologically sensitive areas.

An urban-rural environmental exchange programme with the goal of sharpening city dwellers' awareness of the natural environment's complexity has great potential for development, i.e. in the sponsorship of nature reserves, a voluntary year of work in a nature reserve, or by developing contacts with an information centre at a national park or with a group of nature lovers. Large scale nature reserves, and to a certain extent forestry departments, are representatives of sustainable development and ecological interests in tourist areas. This type of protagonist often gives fresh impetus to the goal of promoting environmentally friendly vacations together with environmentally safe forms of mobility. There are a number of examples of this type of organisation being the initiator of, or at least taking part in, concepts

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<sup>12</sup> Already practised in Skåne.

<sup>13</sup> This idea is already pursued within WP 3 and 4: co-ordinated offers in the context of bicycle tourism.

for the educational exchange of local historical, cultural and ecological information with tourists, and of developing alternative mobility schemes - often in concert with the local population. Sponsorships for city dwellers which include regular contributions and visits could increase their 'mental accessibility' and feelings of responsibility for the areas they visit on weekends and/or on vacation.

### **A common marketing strategy**

Decisive for the initiation of spatial partnerships within the scope of the BALTIC+ project will be the question of whether the partners in the southern Baltic Sea Region and the BALTIC+ area feel they belong together. Solidarity between urban and rural areas is also dependent upon the consciousness of a common regional identity and a common differentiation from other regions.

A common marketing strategy can increase the name recognition of an entire region, win acceptance for transnational co-operation and create a regional image both internally and externally. Of importance is, e.g. the identification of outstanding and characteristic commonalities, a demonstration of the synergistic effects of working together as well as encouragement for firms or persons, which wish to actively contribute to the partnership.

### **7.3 Regional and local accessibility (WP 4)**

The mobility of people in the EU is characterised by tendencies of concentration and polarisation. Increasing competition within the transport markets could intensify this development. Spatial partnerships should attempt to insure that all areas within a region have adequate access to the transportation infrastructure in order to promote improved spatial cohesion. It is important to keep in mind the fact that increased possibilities for mobility usually lead to an increase in demand.<sup>14</sup>

The number of ferry connections (Sweden-Germany), the quantity and scheduling of rail connections, the opening of the border (Poland) are all factors, which have an important influence on the actual accessibility to a region. Mobility improvements (public transportation, rail and ship connections and bicycle and pedestrian paths) strengthen the infrastructural connections between complementary areas and can contribute to the maintenance of economic potential. There exists as well an important connection between rural life and accessibility.

The following elements belong to an improvement of infrastructural mobility:

- An improvement in public transportation
- Regular, direct, rapid, affordable and comfortable rail and ship connections
- Comprehensive information concerning transportation, round-the-clock information (a central information telephone number)
- Common regional setting of rates
- Networking the transportation carriers, attractive design of bus stations, harbours, etc.
- Co-ordinated marketing of existing public transportation possibilities

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<sup>14</sup> In this context the discussion about the planning in the federal traffic route plan can be interesting, in order to analyse whether it agrees with the planning of the regions.

- Adequate means of advertising for public transportation
- Door to door baggage service
- Flexible rental and service for bicycles
- Co-ordinated community, district and international recreational circulation planning, well-equipped pathway systems (foot, bicycle and horse paths, waterways, etc.)
- Decentralised information centres
- Training programmes for public transportation employees

### **Mutually organised travel chains**

Mutually organised travel chains between cities and recreation areas can improve information about rail travel possibilities, e.g. to nature reserves and their accessibility by train. The projects can promote existing train connections and special offers in combination with regional tourism offers using a common internet appearance and marketing strategy. The tourism organisers and environmental organisations should work together with the railway and regional associations to promote special regional events, tours or regional festivities.

### **Mobility contests**

Contests to determine the highest quality or best services can help promote innovative co-operative activities, for example, environmentally friendly transportation schemes between urban and rural areas. It is important to develop a proper rating system which allows for the comparison of transportation systems in different regions.

### **The citizen's bus as a transferable and innovative project**

The idea of using a 'citizen's bus' was first put into practice in Great Britain. The goal of this concept is to create a more affordable kind of local public transportation and to offer public transportation in regions where it was not previously available: in sparsely populated rural areas. Through the use of volunteer drivers there are no costs for personnel, which make up a large majority of the running costs in public transportation. Usually buses seating a maximum of eight passengers are used, which can be driven by someone with a class 3 driving licence. No further forms of licensing are thus required. Citizen's buses are a mode of transportation dependent on the honour system and are not intended as competition for normal public transportation systems. These buses could also be used in cross-border regions, running between complementary areas (MWMTV 1997<sup>15</sup>).

### **Car pools**

Empty passenger seating in most cars in urban and rural areas is usually not taken advantage of. Car pooling between complementary areas, e.g. between source areas and tourist vacation areas, could make use of this hitherto unused space. The goal is to reduce the dependence on one's own automobile by creating alternatives. In doing so, there could be advantages for individuals, the public at large and for the environment.

Experience from various pilot projects indicates that general advertising campaigns for car pooling are not effective, and that they should be focused instead on specific groups.<sup>16</sup> Car pooling should be offered by travel agents in their package deals and by companies organising lifts. The potential for car pooling is, however, somewhat limited as it is not easy to co-

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<sup>15</sup> see also <http://www.umwelt-verkehr.de/acrobat/buergerbus-allgemein.pdf> (04.11.03)

<sup>16</sup> also see <http://www.boku.ac.at/verkehr/icaro.htm> (25.09.03)

ordinate different people wishing to travel. Spontaneity and independence, especially in terms of leisure travel, are serious handicaps encountered when car pooling between complementary areas. In conclusion: the greater the number of interested potential participants, the better the chances of success will be.<sup>17</sup>

#### **7.4 City networks to cope with local challenges (WP 5)**

Many of the current challenges for regional co-operation and integration across national borders very much concern the local level. In many a case cities and municipalities carry out the concrete activities for planning and practical implementation. Therefore, it is important to highlight which role and which possibilities local authorities and other local actors have in spatial development in a transnational perspective and to promote integration across national borders. Goal of work package 5 is to develop these ideas and concretely test practical actions for planning and implementation.

Possible activities are, for example:

##### **School projects**

‘Action days’ in schools can help to increase the level of knowledge and understanding of a region’s cultural traditions. Such theme-oriented days and class trips to complementary areas can be useful for the conveyance of a region’s particular history as well as its strengths and weaknesses. Students will be motivated to examine a region’s future chances for development. The region can support such projects by organising ‘open house’ days for students and schools, or by offering projects for direct involvement in the area’s development. Students should learn that urban and rural areas are interdependent, and thus develop an awareness of the connections. Examples are the rural areas’ supplying of the city with energy, water and foodstuffs.

##### **Projects in kindergarten**

An examination of life in rural areas normally occurs even when children are in kindergarten. Information and activities pertaining to complementary rural areas can be drawn up and directed at kindergarten in the city.

Teachers and suppliers can mutually develop and optimise the respective activities by working together. The more an establishment of urban-rural co-operation between suppliers in the country and educational institutions in the city stems from common goals, the more effective it will be.

Both activities – school projects and projects in kindergarten - are important in the view of a working group member in WP1 (Common strategies and spatial partnerships) because the agricultural sector in the BALTIC+ area needs personal growth and should be more active in this regard. Maybe the “Grüne Woche” in Berlin (trade fair for agricultural products) can be used or an active co-operation between universities and national farmers unions can be established (proposal of WP 1 member).

##### **Adult education**

In order to spread information, offers should be made to urban adult education programmes concerning special features and opportunities in rural areas, e.g. Cistercian cloisters, ecologically-based agriculture and subsistence farming, the observation of animals and

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<sup>17</sup> In the 13th Century Rostock already had a type of ‘car pooling’ with the city of Riga because of an active trading relationship within the Hanseatic League. Today, although there is a town twinning between the two cities, car pooling is not, at least officially, available.

learning about alternative technologies such as biological sewage treatment, wind power generation or solar energy.<sup>18</sup>

### **Art, culture and history**

Diverse activities are conceivable in the areas of art and culture:

- Book projects, e.g. transnational spatial partnership biographies
- Art exhibits with regional themes, with artists from the partner region
- Special offers from museums, e.g. ‘Tracing Ancestors in Poland’<sup>19</sup>
- Activities for the preservation of common cultural traditions, e.g. the preservation of churches, works of art or historically important buildings, etc.<sup>20</sup>
- A ‘culture calendar’ common to both urban and rural areas which deals with particular themes in the region<sup>21</sup>

### **Presentation of co-operative efforts among spatial partnerships in the media**

In the *Berliner Tagesspiegel* (daily newspaper) news about Brandenburg is hidden on the last page of the local section and often consists of much advertising and/or obituaries. Greater ‘mental accessibility’ to rural areas for city dwellers requires more eye-opening information and a stronger interest on the part of the media to report on special features in rural areas. Issues of importance in the respective partner region could be discussed to a much greater extent in newspapers, radio, television, etc.

## **8. Working schedule to create spatial partnerships between complementing areas**

### **8.1 Features of the procedure**

#### **8.1.1 To whom the manual addresses?**

This manual would like to inspire representatives of city administrations, in particular city and regional planners as well as decision makers, political representatives and members of the BALTIC+ working groups, to initiate the procedure of a spatial partnership. The manual understands itself as a practical contribution to enrich methodically the challenging work on an urban-rural co-operation. But also citizens and economic actors should be involved. The formation of co-operation partners depends to a great extent on the field in which the partnership shall be initiated.

Depending upon the task and problem definition the following groups are addressed as initiators or contracting authorities of a spatial partnership project:

#### **City and regional planners**

Planners in the municipalities and districts with shrinking budgets and shortage of manpower are frequently under increasing compulsion to take action. The task range is extended apart from planning and conversion into praxis: planning as political decision making increasingly has to cope with communication and management tasks. The relation between city and rural

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<sup>18</sup> This idea was emphasised by one member of WP 1 „Common strategies and spatial partnerships“, the activity is up to date and should be pushed.

<sup>19</sup> Mr. Stahl, member of WP 1, could refer about a water mill as an example

<sup>20</sup> First activities regarding the preservation of common cultural traditions already started in WP 3 and 5: „open churches“ and „cultural heritage- historical buildings“.

<sup>21</sup> Existed in the context of the Baltic Bridge project as an event calendar.



area plays thereby an important role. In addition, the mediation between citizens and political decision makers is more and more relevant. The procedure can be for this group an important preparatory work and argumentation assistance.

### **Decision makers from politics and administration**

With the procedure that is described in this manual decision makers from politics and administration can develop step by step an urban-rural co-operation and decide on the issues conjointly. With this procedure political representatives can integrate the citizens of their municipalities actively into the work and gain their constructive co-operation. The participation of the citizens helps to avoid problems of acceptance for political decisions.

### **Citizens, associations, initiatives**

Interested active citizens or associations are actively involved by the procedure into the development of spatial partnerships. They can bring in their ideas and needs and thus take part in the decision making process.

### **Enterprises and organisations**

Enterprises and organisations, which want to achieve a better customer orientation in the urban-rural relation, should be included into the procedure if the co-operation subject requires their collaboration.

## **8.1.2 Which partners are necessary to engage in order to form the proposed partnerships?**

Different projects, issues and relationships between complementing partners can necessitate different structures and participants of co-operation. Material exchange processes and interactions on one hand and informal as well as institutionalised political co-operation and steering processes on the other hand can be distinguished.

Although there are similar problems in many regions and agglomeration areas, any kind of co-operation is related to the particular regional context, interests, needs, institutional conditions and personal engagement. Accordingly the co-operation structures and the formation of the engaged actors should be adapted to the particular regional circumstances.

At the beginning of the process representatives of the responsible city departments and representatives of the equivalent administrations in the rural area should decide, within which policy area and which issues co-operation projects are to be initiated.

It is dependent upon the goal and content of the respective urban-rural project, which concrete protagonists should be engaged in the progressing process. Accordingly the choice of the important representatives, experts and people who work in the related fields is part of the process. That can be private or entrepreneurial partners, public protagonists (e.g. tourism management), administrations (e.g. city districts, communities, rural districts) or non-government organisations (e.g. environmental organisations, railway association). Possible are dual relationships or co-operatives with multiple actors.

## **8.2 Preparation of the procedure**

Due to the high complexity of the procedure special attention should be given to the careful preparation of the particular phases.

### 8.2.1 Selection of the management

A moderator, organiser or the co-operation management should be in charge of, and stabilise, the process and ensure result-oriented work. Co-operation requires a transparent system of control and a clearly discernable structure in order to be successful. The activities must be goal-directed, the progress recognisable, and the connection to co-operation-relevant goals clearly visible (Baitsch et al 2001).

The executing organisation of the project has the important task to obtain application oriented and targeted results with a balanced meeting planning. The procedure must be transparent for the participants.

Possible agencies responsible for the project are associations, donations, private-economical enterprises or research establishments. A substantial condition for the working group of such a project are methodical-didactical authority as well as capacities for the accomplishment of the extensive meeting management.

### 8.2.2 Guide as handout and basis for discussions

An information handout about the spatial partnership theory should be produced as well as a working schedule to create spatial partnerships. This handout will inform the potential partners and regional / local representatives about the idea, targets and conditions of the concept.

## 8.3 Procedure in four phases

For the initiation and realisation of spatial partnerships between the above mentioned complementing areas a procedure involving four phases is proposed:

- *Initial phase*  
Development of the spatial partnership idea in which efforts to attract attention must be made. The various themes of spatial partnership co-operation are discussed with experts in a workshop-type of atmosphere.
- *Developmental phase*  
Using the authority of the citizens, a report is prepared by planning groups, in which concrete forms of co-operation are suggested.
- *Implementation Phase*  
Co-operation is activated, co-operative network structures begin to form. Management structures are also determined during this phase and concrete projects and measures are agreed upon and developed. It becomes apparent, whether the co-operation will continue on a long-term basis or not.
- *Institutional phase*  
A long-term stabilising of the network is aimed for if the co-operation proves to be successful.<sup>22</sup> Co-operation becomes more selective in terms of people and subjects.

It must be noted, that within the project Baltic Bridge and BALTIC+ some work already reached the third phase. There is the danger that individual partners loose their motivation because of the frame conditions (budgetary position, overwork). Within the process it will be necessary to motivate and to look for synergy with other projects.

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<sup>22</sup> It can occur that a continuation of the co-operative effort breaks down when participant's expectations are not fulfilled.

## **8.4 Initial Phase**

The following steps should be realised during the first initial phase:

### **8.4.1 Preliminary talk with representatives from the potential partner regions**

For the first preliminary talks the executing organisation should take into account the characteristics and potential interests of the suggested partner regions and talk to representatives from the relevant resorts and BALTIC+ work packages.

### **8.4.2 First Workshop with representatives from the BALTIC+ work packages 2-5**

In a first workshop with representatives from the BALTIC+ work packages 2-5 discuss the concept of spatial partnerships and the proposed subjects. They agree on a common direction in which to proceed.

### **8.4.3 'Future Workshop' with Experts**

At the core of the 'Future Workshop' method is the development of the social creativity necessary for problem solving. This assumes the workshop participants have the capacity for solving problems and developing ideas. It is also assumed that these same workshop participants will become experts in terms of the questions on the agenda during the course of the meeting (Jungk / Müllert 1994; Albers / Broux 1999). The term 'Future Workshop' is used in a great variety of ways: the spectrum ranges from learning workshops, problem-solving and idea-development workshops, prognosis workshops, strategy workshops to communication workshops.

The 'Future Workshop' method aims at generating ideas and solutions to a particular question. Therefore three central steps are necessary:

- Review phase  
The participants develop a critical analysis (inventory) as the result of a formulation of problems and questions
- Fantasy and utopia phase  
Positive general solutions based on desires, hopes and utopian dreams are developed.
- Implementation phase  
The first practical steps for the realisation of concepts developed during the critical analysis and fantasy and utopia phase are taken.

Within each particular phase, using various moderation and metaplan techniques, there is not only room for great flexibility in terms of linking different methods of working, but also support for fantasy and creative potential. Target of the workshop is the choice of complementary regions as well as tasks and action fields for partnership co-operation.

Experts from a variety of branches should take part in this workshop. These include regional and local individuals, associations, enterprises and social institutions.

The following aspects are of central importance during this Initial Phase:

- First of all a common consciousness of the problem at hand is formed. The requirements and benefits of co-operation are clearly outlined and incentives are given.<sup>23</sup>

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<sup>23</sup> Partnerships between complementary areas are very innovative ideas. Innovative strategies are usually seen as being risky because they often involve change, and many participants at first attempt to obstruct them (Knieling 2000, 106). This is a reason why the first impulse for innovative regional development seldom comes from the region itself, but instead from

- Mobilisation of networks and key persons: influential representatives from the co-operating regions should be engaged for the common effort. Representatives of the areas must agree on a common direction in which to proceed.
- Planners and decision makers in administrative positions should be included. Even though interests are not always congruent, the policy of spatial partnerships must be based on the participation of the relevant protagonists and institutions, in order to integrate different fields of action and to develop a common basic strategy. This can occur when everyone is brought together in a 'Future Workshop'.

## **8.5 Developmental phase**

The goal of the Developmental Phase is to transform concrete ideas and projects for co-operation, including specific activities for spatial partnerships, into a participatory process.

Citizen participation in the development of spatial partnerships appears to be indispensable for several reasons: experience gained in projects where participants from both urban and rural areas were involved indicates that ideas for co-operative projects should be developed together in a 'bottom-up' process, in which local populations take part in discussions and development.

A reason for difficulties is often the lack of mutual acceptance among rural and urban populations. Development-related aspirations are usually oriented more towards large cities as opposed to rural areas. The danger exists that innovation will not be perceived as an opportunity and that project development will be blocked, especially when the initiators are not from among one's peers, or if local inhabitants are not allowed to have ample input.

Understanding, the willingness to learn and openness towards others can be gained through an exchange of experience, allowing for a sound basis to be formed. Common questions concerning goals, the type, extent and appropriateness of spatial partnership developments must be answered in order to avoid a feeling of inequality.

### **8.5.1 Citizen participation as a method to establish spatial partnerships**

Planning cells and civic reports are instruments for increasing public participation in the planning and decision-making processes. A planning cell is a group of citizens selected as civic experts in a random process who are paid for a specific period of time, thus exempting them from daily jobs, and who, with the support of assistants, work on solutions for specific problems. Five characteristics are typical of planning cells:

- 20 - 25 persons, selected at random, work as civic experts for 4 -5 days on a concrete problem
- They are freed of daily obligations and paid for the work within the cell
- Experts and concerned organisations give them a variety of information
- Small groups in a continuously changing composition guarantee fair discussions
- Recommendations are summed up in a final civic report

The civic report is a summary of the results compiled in the planning cell. It contains a description of the problem, a description of the process, a quantitative analysis of the experts

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external and/or upper level sources. In order to put a new, innovative idea into action, regional co-operation usually receive an external impetus (Diller 2003, 4; Fürst / Kilper 1993, 14).

and a description of the selection process and the running of the cell, in order to make the process as transparent as possible for the reader. Upon completion the civic report is presented to those in charge of the participatory process, and then published.

The organisation of the planning cells, the preparation of the programme, the choice of advisors and the summing up of results are all controlled by a neutral and independent organiser. The individual advisors in the meetings are, however, allowed to openly represent their interests. It is important that the organiser be neutral and that he or she function as a moderator during controversial discussions between members of the planning cell.

The preparation, realisation and evaluation of planning cells occur in 3 phases (Dienel 1997) with the following steps:

### **8.5.2 Structural and organisational preparation of the planning cells**

The organiser of the planning cells has to provide for the following structural and organisational preparation:

- Random selection and invitation (multilingual) of civic experts (drawing lots in concert with the resident's registration office)
- Defining the purpose in more concrete terms
- Preparation of a programme: the purpose of developing spatial partnerships should be condensed into separate subject areas
- Selection and invitation of advisors
- Preparation of a conference schedule
- Information for participants concerning the proceedings

During this step the important subjects for the development of spatial partnerships are identified, selected and grouped in workable units. If possible, two experts or members of interest groups should be won over as advisors for each unit (representatives of groups, institutions, organisations, firms, etc.). The advisor's task is to provide background information on a particular subject for the citizens involved.

### **8.5.3 Implementation of the planning cells**

- The implementation phase occurs over a period of three to four full days in several cells simultaneously, with each cell having approximately 20 members. The subject and purpose of each group is identical.
- Each planning cell works on four separate working units per day. Each unit is worked on for 90 minutes. The participants receive information by way of diverse informational material, talks in the plenum and additional illustrative material, e.g. tours which are intended to help with specific issues
- The groups' purpose should be written down. After brief reports in the plenum, the civic experts have discussions in small groups. The groups have continuous personnel changes. They collect and judge suggestions and make decisions. These groups work independently, without moderation or supervision.
- Changes in personnel within the groups occur according to plan before the beginning of each new working unit. This is a way of avoiding opinion-leadership and prejudiced discussion structures, which could occur in unchanging groups.

- After each working unit a pause is taken, in which the possibility for informal discussion exists.
- Each planning cell is accompanied by a moderator and a conference assistant, and if needed, translators (German-Polish-Swedish). The team is supported by a catering service, and childcare is also possible.
- An exact programme is available to all participants, which outlines the structural and chronological course of events. The planning cells can decide, if the need arises, to deviate from the programme when working on individual units.

#### **8.5.4 Evaluating the results and preparing the civic report**

- Summarising and evaluating the results
- Condensing the results into a civic report, which is first reviewed by citizens and then by the organisers before being published. In addition to results obtained in the planning cells, the report contains structural and organisational suggestions as to further action for the realisation of spatial partnerships. Majority and consensus recommendations are clearly labelled as such.

The report with its ideas and recommendations should serve as a basis for the development of perspective guidelines for spatial partnerships and for the evolution of concrete projects and plans in which citizens can become involved.

#### **Costs involved with the process**

Planning cells and civic reports are a relatively expensive process. The costs are mainly associated with the method's personnel-intensive nature. Approximately 2/3 of the total cost is for expense allowances and the refunding of wages lost by the participants, and fees for the moderators, experts and translators. The additional costs (rent, material, catering) are slight in comparison.

#### **Advantages of the process**

Planning cells are useful in a variety of situations. Among these are innovation-oriented tasks and solutions within the scope of planning for the future. By intensely occupying the participants with the subject material, discussions and mutual stimulation, new and innovative ideas are created. The process results in the release of a high measure of local knowledge. Because of the pragmatic view, the different specialisation of the citizens, and the limited time, the results are of a practical nature and thus have a good chance of being put into action.

What is more, planning cells, because of their transparent and participatory nature, strengthen citizen's trust in the system and the establishment of democracy as a whole. People who normally have no contact with one another discuss issues. Participants of these processes rate the opportunity to be involved very positively, and have a better understanding of how political decisions are made.

### **8.6 Implementation phase**

During the Implementation Phase co-operation is put into action, co-operative networks are formed, management structures established and concrete projects and measures agreed upon and set in motion. It also becomes apparent in this phase whether co-operation will be long-lasting or not. The following steps are to be carried out during this phase:

### **8.6.1 Building co-operation teams**

For each spatial partnership a co-operation team should be built. The composition of the team depends on the issues that will be handled during the partnership work. Interest groups representing the subject areas must become involved. The teams agree on regularly meetings, for instance every three months.

The number of participants of each partnership team should not be too great, and in terms of the interests and willingness for engagement (time, personnel) not too heterogeneous.

### **8.6.2 Citizen committee**

Additionally a citizen committee with interested citizens can be established. It depends on the chosen subject whether a continuously working citizen committee should accompany the process.

### **8.6.3 Mutual agreement on common proceedings and official beginning**

The partnership teams should come to a mutual agreement about the complementary interests of their regions, about the goals they want to pursue and the tasks they want to assign and the common projects they want to accomplish.

The co-operation should have an official and highly visible beginning. Directors of the participating institutions should express their engagement and support in order to strengthen motivation and lend an air of legitimacy to the effort.

### **8.6.4 Developing an agenda and arranging for the budget**

A commonly developed working programme strengthens each participant's individual connection to the co-operative process. Each partnership team develops an agenda for instance for one year. The agenda and the activity program are central instruments for the partnership work and can be used as driving force. A discursive process (communication and the learning process) supports the integration of policies and the understanding of different interests and mutual dependencies, and opens a spatial perspective, which reaches beyond single communities or individual points of view.

In the partnership teams financial aspects concerning co-operation and co-operative projects must be dealt with. Common funds for any additional financial resources have proven to be successful. A common distinguishing figure of contrasting areas is their divergent economic situation. It should be expected that partners will have unequal budgets. The risk is then great that a dependent relationship will develop. It is therefore important to state economic questions very clearly at the beginning of a co-operative effort.

Kind and range of the activities depend in most cases on the available means as well as the commitment and the composition of the involved persons and on the need and the interests of the partner regions.

### **8.6.5 Working structure**

For the respective activities duties should be arranged and a schedule of responsibilities should be developed. The responsibility for the partnership can be regulated for example by a

partnership committee, a partnership association, special competence of the administration or can be transmitted to an other place.

## **8.7 Institutional phase**

During the Institutional Phase decisions are made as to whether the previous phase with its concrete projects can develop into long-term co-operation. Decisions concerning the organisation and institutionalisation of the spatial partnership must be made.

In a loosely connected co-operation or network ideas are developed and things begin to take shape, but when questions of efficient and cost-effective transactions are at stake, effective organisation is called for. Within contrasting areas there may exist competing interests as well as ones of a complementary nature. Competition can be reduced to a certain degree by the institutionalising of partnerships.

### **8.7.1 Legal agreement**

In order to stabilise the spatial partnership during this phase, an institutionalising of the co-operation through the use of a binding legal agreement may occur. When dealing with areas which cross international borders, 'softer' forms of a legal agreement (associations, communal working pools, etc.) are more realistic than 'harder' forms (corporations, federations, etc.).

During the Institutional Phase it will become apparent whether the co-operation leads to constructive and visible successes. If successful co-operation does occur a longer-term stabilising of the network through increased institutionalisation is striven for. Co-operation usually then becomes more selective relative to people and subjects. For this institutionalisation to occur, the following circumstances must be considered:

- When results are put into action, meaning an organisation responsible for its execution must be found, a more rigid institutionalising of project-oriented co-operation is wise. *Regionally-linked* co-operation, on the other hand, is more likely to be network-oriented or legally non-binding.
- Through institutionalisation a longer-term stabilisation of a regional network occurs. The usual legal form for co-operation between different administrative bodies is the 'administrative agreement', or the 'co-operation agreement'. These are voluntary and may, in addition to organisational regulations and principles of co-operation, contain regulations for financing a common office or common projects.
- Interfaces between relevant political areas should be institutionalised (department-spanning integration of policies).

### **8.7.2 Evaluation**

In the case of a continuous spatial partnership the process should be evaluated all two to three years. The following aspects should be considered:

- Goals and implementation
- Documentation of past activities
- Inclusion of new target groups
- Public relations



- Common development of new priorities in co-operation

The following aspects are of central importance during this Implementation Phase:

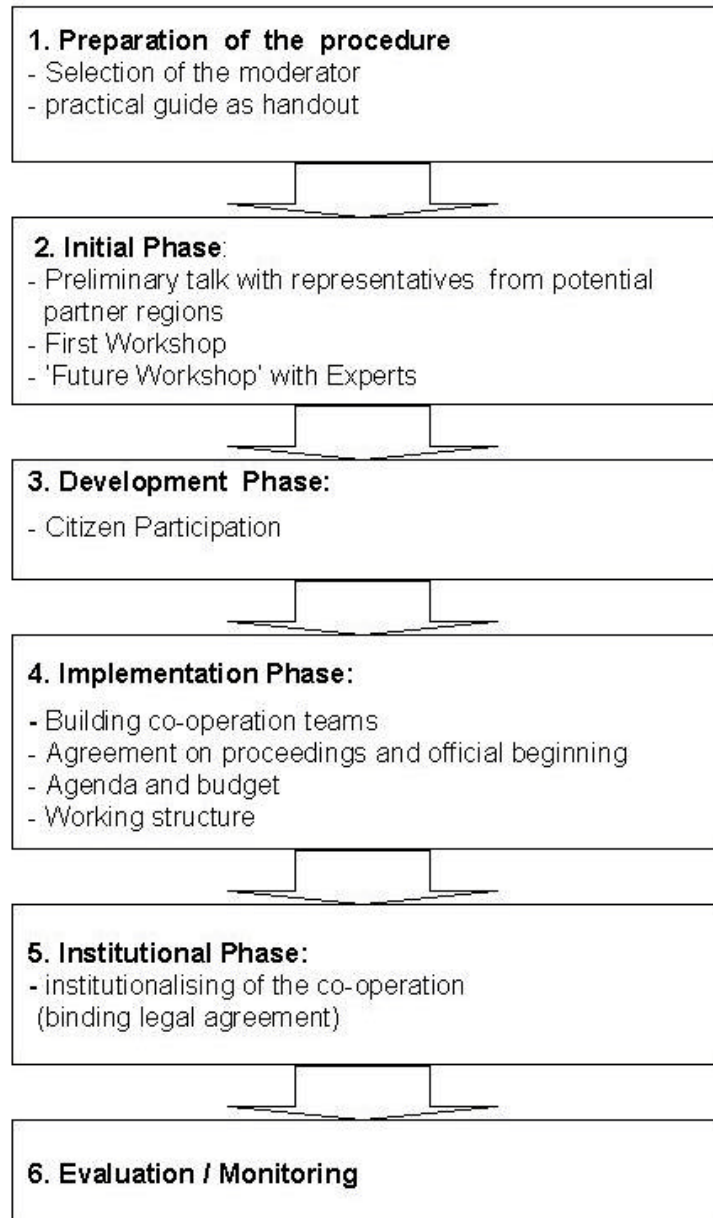
- A working atmosphere of mutual trust should be created. It is imperative for co-operation among contrasting areas that trust is developed. The partners must recognise each other as equals.
- Situations in which conflicts arise between the aim to pursue sustainable development and other interests of the concerned regions should be identified. Conditions for the accommodation of conflicting objectives should be identified (e.g. by developing different scenarios and alternatives for action, and considering their economic, ecologic, social and cultural consequences).
- The local and regional authorities involved must be seriously committed to co-operation. Participants must pursue an open information policy towards their original institutions, and demonstrate the co-operation's relevance and thus its acceptance.

### **8.8 Advantages of the procedure**

The procedure for the establishment of spatial partnerships described above promises use in many respects:

- experts and politicians work together as part of the transnational co-operation and the linking of urban and rural areas, they learn from one another, trust is developed from that which was previously foreign
- regional identity is created far beyond local borders, which will mean that future priorities will be made on a more regional scale
- the idea of the spatial partnership is conveyed to the participants
- the procedure offers new chances for communication between city and rural area
- the co-operation and mutual complementation of urban and rural area is promoted
- economic as well as social networks between urban and rural area are promoted.
- the participants can arrange the spatial partnership with own ideas and contents. Many interests can find entrance into the development of the co-operation
- different positions can come into the discussion and develop issue-oriented solutions
- the procedure of planning cells and civic reports offers large potentials for creative ideas, which are not used with conventional procedures. The participation of the citizens enriches the work of the spatial planning
- by participation in planning processes these become comprehensible and understandable for the citizens involved. The participation diminishes the disenchantment with politics, promotes the interest in political decision-making processes and helps with learning political competence
- planning becomes more transparent and more comprehensible in their complexity. Thereby, the confidence into the political-administrative system is increased.

## Working schedule for spatial partnerships



### 9. Summary: prerequisites for the success of spatial partnerships

In the BALTIC+ region, different spatial developments are to be observed; the partial regions at present undergo different spatial processes and should be regarded as very differentiated. However, common trends can be observed that prompt the development of innovative concepts: the increasing development discrepancies between regional capabilities and increasing economic merge cause changing geographical relations. In some partial regions the

financial capabilities of public institutions is decreasing, the population is shrinking rapidly while the average age is increasing and many infrastructural necessities are being neglected. In this context, the relations between cities and rural regions deserve increased attention: the target is a reconciliation of the discrepancies, mutual complementation and a concentration on the development of co-operating regions.

In the future, the development chances of regions will depend strongly on whether specialists from other areas can be recruited and whether the region as a whole is considered an attractive location by enterprises and individuals. In the course of globalisation, new interregional relationships have emerged and are continuing to develop. On the other hand, public planning is barely networked and still aligned to a sector policy. In view of the increasing geographical independence of many goods and services due to advances in telecommunications and new economic developments, the relevance of central municipalities is giving way the increasing relevance of central functional regions. Co-operation processes in city networks and regional development concepts are just as important as relations between cities and rural districts. Alternative concepts and tools are requested, which are aligned to an optimisation of infrastructural utilisation, resource efficiency and synergy - and also to a mutual complementation of city and rural area. For many tasks transboundary co-ordination and co-operation is necessary. And for many tasks it is relevant for both municipalities and for rural regions to include further partners.

Spatial partnerships imply a new way of thinking about planning. They are based on the regional planning postulate, which states that equal living conditions in urban and rural areas must be guaranteed. Although many networks of urban and rural areas have been created in Europe in the last few years, there are hardly any transnational networks between urban areas and regions. Relationships between cities and regions will gain in significance as globalisation becomes more important.

A partnership between contrasting areas is not a market-oriented strategy. Instead, it contains mutual offers for co-operation between participants of various policies. The concept contains a strategy that is aimed at sustainability, at continuous relationships between individuals on one hand and institutions on the other. Furthermore, it is an attempt to improve ecological, economic, social and cultural aspects. Spatial partnerships between regions are intended to improve mutual and repeated exchange.

The idea of contrasting areas implies the inequality between two or more regions. At the same time, the idea of a partnership between them symbolises a reciprocal give and take. A stable partnership requires a relatively well balanced 'exchange' relationship. An important prerequisite is therefore the identification of *common interests of contrasting/ complementing areas* as a major strategic lever.

A special characteristic of co-operation in the BALTIC+ area is the participation of eastern and western European countries. The differentiation of standards and needs is imperative when dealing with a partnership between these countries. It is important to remember that the BALTIC+ area lies within a "Europe of two different speeds," and to view this difference as an additional complementary factor.

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