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**Competence Analysis:  
National Minorities as a *Standortfaktor* in the  
German-Danish Border Region**

**“Working with each other, for each  
other”**

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This report was written by the European Academy Bozen/Bolzano (EURAC), Institute for Minority Rights (IMR) and Institute for Regional Development and Location Management (IRDELM) in collaboration with the European Institute of Public Administration (EIPA), Antenna Barcelona on behalf of the *Landtag* Schleswig-Holstein.

Project leader: Dr. Tove Malloy (IMR)

Project members: Mag. Alice Engl M.E.S. (IMR), Dr. Alexander Heichlinger (EIPA), Veronika Hopfgartner (IMR), Prof. Dr. Harald Pechlaner (IRDELM), Dr. Eva Teglas (IRDELM), Mag. Karina Zabielska LL.M. (IMR).

Collaborators: Dr. Gabriel N. Toggenburg (IMR), Dr. Günther Rautz (IMR), Mag. Verena Wisthaler (IMR).

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# EXECUTIVE SUMMARY

**The four national minorities in the German-Danish border region, the Danish minority, the North Frisians, the German *Volksgruppe* and the Roma/Sinti represent both quantifiable and qualitative competencies and capacities that may be seen as hard and soft *Standortfaktors* in regional development perspective.**

The infrastructure of minority institutions, the availability of credit facilities and external (kin-state) funding as well as minority services in sectors such as agriculture, education, social care and media may be considered hard *Standortfaktors*. Less quantifiable values, such as human, cultural and social capital, self-administration of minority institutions, cultural activities and events as well as networking and innovation competencies especially in cross-border co-operation (CBC) are competencies that may be considered soft *Standortfaktors*. To this category belong also qualities and competencies that are very difficult to substantiate objectively, such as openness, inter-cultural understanding and willingness to work for reconciliation.

**One competency that may be considered a combined hard and soft *Standortfaktor* is bilingualism/multilingualism.**

This competency is quantifiable both in terms of number of persons who are bilingual and in the sense that the high school diplomas from minority schools are recognized on both sides of the border. It also represents a qualitative value that contributes to the enrichment of the cultural landscape of the German-Danish border region. These objective and subjective values contribute to the overall picture of the competencies of the national minorities in the German-Danish border region.

**This rich variety of minority competencies notwithstanding, ongoing economic development strategies for the German-Danish border region show little awareness that minorities live in their midst.**

Minorities are basically „invisible“ in the border region’s attempts to build strategies for economic development. Neither a Monitor Group Study produced in 2004, nor a Region Sønderjylland-Schleswig strategy for border region business development from 2005 refers to minorities. Furthermore, a Final Report of a German-Danish Working Group for the improvement of cross-border labour mobility published in 2006 does not refer to the value of minorities in this process. Minorities have recently been invited to participate with representatives in the Sønderjylland-Schleswig Commission for Territorial co-operation (INTERREG) 2007-2013. But in other development fora, such as the Danish Regional Growth Forum (Region Syddanmark) or the Schleswig-Holstein “New Horizons in the North” (IHK Flensburg) they only participate as observers or not at all.

**This report contends that the competencies and capacities of the national minorities in the German-Danish border region strengthen the overall attractiveness of the border region in the following sectors:**

**In the political sector,** the members of the two minority parties, Sydslesvisk Vælgerforening (SSV) and Slesvigske Parti (SP) as well as the agenda setting elite members of the main minority organizations, Sydslesvisk Forening (SSF), Frische Råd (FR) Section Nord and Bund Deutscher Nordschleswiger (BDN) evidence strong political skills in each of their constituencies. Having transformed their political discourses over the years from addressing a narrow range of minority rights issues to include the full spectrum of regional politics, the minority parties have become fully participatory members of politics. With a combined 146 years of party experience of which 91 in local and national parliaments, the two minority parties currently represent 56,217 of the voters in the border region. In 2006, the two representatives of SSV delivered 199 speeches in the Schleswig-Holstein *Landtag* alone. In 2005, the SP turned a much feared election for new regional bodies into a success. The Roma/Sinti have no

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representation in politics but leading members of the Verband deutscher Sinti und Roma e. V. Landesverband Schleswig-Holstein operate through skilled diplomacy at the personal level.

**In the cultural sector,** minorities are visible through large contributions both in terms of competencies based on social capital as well as in terms of infrastructure contributing to the overall economy. Activities in this sector contribute to the multicultural fabric of the border region in terms of theatre, concerts, festivals, museums, youth and sports clubs, public information and libraries, media and religious services. Organizations such as the cultural committees of the SSF and the associations of FR in Schleswig-Holstein as well as BDN's Kulturausschuss in Denmark are the main actors contributing to this visibility. It is estimated that some 2.700-3.000 events per year attract between 70.000 to 100.000 visitors with an additional up to 30.000 visiting the minority museums. Quantifiable evidence was also found in terms of youth participation, media and public information as well as library and archive services.

**In the area of education,** the number of institutions as well as the self-administration of these represent some of the strongest competencies of the minorities both in terms of human and social capital but also in terms of infrastructure. 146 private school institutions under the umbrellas of *Dansk Skoleforening i Sydslesvig* and *Deutsche Schul- und Sprachverein für Nordschleswig* (DSSV) teach a total of close to 10,000 children in the two national languages, and the Danish school in Risum-Lindholm teaches in three languages. The total value of these institutions represents more than EUR 83 million shared jointly but not equally between national and kin-state contributions. The Roma/Sinti do not operate their own schools but have pioneered a teaching assistants programme that employs Romany speaking teachers with success in three schools in Kiel.

**In the social services sector,** minority competencies are particularly strong in terms of social capital since much of the work in this sector is voluntary. The Danish minority and the German *Volksgruppe* operate a combined number of 72 institutions providing services to the elderly, the needy and the sick. These institutions represent a value of EUR 7.6 million annually. In addition both minorities help the most needy members with financing for housing. The Danish minority, the German *Volksgruppe* and the North Frisians organize numerous events for the elderly on a voluntary basis. The Roma/Sinti have pioneered social housing projects for their needy members.

**In the economic sector,** minorities were found actively involved and competent in agriculture and the environment, the energy sector, the printed media and national heritage tourism. The three large minorities, the German *Volksgruppe*, the Danish minority and the North Frisians have long and strong traditions in agriculture. Combined the two agricultural service organizations, *Landwirtschaftlicher Hauptverein für Nordschleswig* (LHN) and *Falleslandboforeningen for Sydslesvig* represent 905 members or farms owners in the border region. The minorities not only provide advisory service to their farmers, they also secure credit opportunities. In addition, the farmers of the German *Volksgruppe* have been pioneers in organic farming and alternative energy, such as bio-energy, whereas the Danish minority is now home to a new environmental movement following the global initiative of "think global, act local". In the media sector, the minority newspapers, *Flensburg Avis* and *Der Nordschleswiger* represent a combined 200 years of experience in minority media participation and agenda setting. In national heritage tourism the minority competencies are represented in the self-management and funding of museums, such as Danevirke Museum (Schleswig-Holstein), Deutsche Museum and Deutsche Schulmuseum (Denmark) as well as the many museums operated by the North Frisians (Nordfriesland). In the general tourism sector the national minority kitchens and the existence of minority cultures in the region are seen as positive values.

A survey of CBC projects furthermore showed that the competencies of minorities also included border networking in all these sectors except the social services sector. Drawing on their bilingual skills and kin-state networks the minorities have become very active in CBC since the border became a Schengen border. An early reluctance to participate in CBC has given way to a virtual production of CBC projects especially in the cultural sector where classical music events, children's theatre, film and music festivals, library and museum co-operation, religious services, youth and media co-operation dominate. The two minority parties also engage in CBC as do the minority schools and the agricultural services organizations. Today, it is not an over estimation to argue that the minorities have become "midwives" for CBC between Denmark and Schleswig-Holstein on a number of occasions, especially in the health and transport sectors.

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**At the international level,** all the minorities of the border region possess strong social capital in terms of participation in civil society organizations, such as the Federal Union of European Nationalities (FUEN), the European Bureau for Lesser-Used Languages (EBLUL), and Young European Nationalities (YEN). At the political level The German Volksgruppe has also shown skills in pioneering peace making between other minority groups in Europe as representatives of Denmark under the auspices of the Organization for the Security and Co-operation in Europe (OSCE). The North Frisians have pioneered networking across the North Sea in the forum for North Sea Co-operation. For these reasons, it is not mistaken to speak of the minorities as “Ambassadors” with strong international goodwill.

The minorities in the border region therefore represent positive contributions to society in terms of

- Assets (social and human/cultural capital, CBC innovation, international goodwill and bilingualism/multilingualism),
- Actions (bridge builders, “midwives”, “ambassadors”, net workers, volunteers, mediators, and facilitators), and
- Attitudes (openness, inter-cultural understanding, reconciliation)

**The official inter-cultural dialogue** has intensified in the border region especially at the elite level and in the area of politics. In spite of the interruptions of the dialogue between the national states especially during the conflicts of the 20th century, the willingness to keep the inter-cultural dialogue alive survived at the local level. This is seen in the developments of the profiles of the collective identities of the minorities during the second half of the 20th century. Whereas in Schleswig-Holstein minority politics have moved from opposition to engagement (Danish minority) or even from exclusion to co-operation (Roma/Sinti) as well as from freedom to language activism (North Frisians), in Denmark the dual loyalty of the German *Volksgruppe* has been the guiding principle of minority politics. After 1989 and the adoption of major international conventions, such as the Framework Convention for the Protection of National Minorities, the willingness on the part of the majorities also improved, and political instruments for dialogue have developed further into a virtual web of institutions and committees. There are today sixteen official institutions or functions in Germany and Denmark combined where the minorities and the majority meet.

**The informal inter-cultural dialogue** has also intensified and again mainly at the elite level. Consultations between the minority parties and mainstream political parties take place on both sides of the border. Events to seek historic reconciliation, such as the annual Oeversoe March, activities to increase bilingualism and multilingualism in the public space, such as Sprachenland Nordfriesland, as well as the co-operation to seek UNESCO protection for the Haddeby and Danewerk areas are examples. At the social level, the inter-cultural dialogue is notable in the recognition that minority members receive for the voluntary work in the social and business sectors. Most notable is, however, the non-elite inter-cultural dialogue that takes place within the identities of the young minority members. Hybrid identities are increasingly the norm among the young generations of the minorities.

Overall inter-cultural dialogue remains an elite phenomenon. This report suggests that there is currently a momentum of inter-cultural dialogue which is an opportunity to seek greater promotion with the majorities in the border region. This momentum could benefit the economic strategies if the general public is made aware of the dialogue through public media discussions, joint marketing about inter-cultural dialogue, broadening of the institutions that participate in the dialogue, improving and creating new electronic media web portals as well as producing joint teaching material for the schools in the border region. Inter-culturalism should be promoted as an opportunity for the region not a barrier.

The only sector that does not evidence improved inter-cultural dialogue, even at the elite level, is the economic sector. Although we have shown that in the area of CBC the minorities are active in the dialogue with kin-state authorities, the economic sector has no tradition of emphasizing minorities as relevant for economic development and growth. The negligence of minority competencies in the economic strategies of the border region seems paradoxical given that the minorities contribute to society in many sectors and may be considered representatives of both hard and soft Standortfaktors. This report suggests that minority institutions should be included in all

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economic development strategies, ongoing and in the future, not only because of their competencies but also because they show innovation. The Growth Forum of Region Syddanmark and the “New Horizons in the North” initiative of the Schleswig-Holstein government should include the minorities on an equal basis, not only as observers. Minorities should be invited to participate in heritage and cultural tourism development. The cultural expertise of the minorities in terms of inter-cultural understanding (“culture experts” and “culture Ambassadors”) should be taken into consideration in the efforts to improve the labour mobility across the border. The same competencies should be seen as valuable for the Territorial Co-operation (INTERREG) initiatives. There exists a good scheme of minority consultation bodies and other participation measures at the political level which could be copied by the economic sector.

**The Education and Knowledge Cluster(s) in the border region should be developed further to include minority knowledge.** This report suggests that although there is awareness in the region of minority competencies, there have been limited attempts to include these in the development of the CBC cluster on Education and Knowledge. In addition to the competencies of the minorities, there is a plethora of institutions with specific minority knowledge and know-how in the region. Our survey of these identified eight groups of institutions, or a total of 51 institutions and functions (not including minority schools and public schools involved in CBC) that in their daily work address minority issues in terms of teaching, research and training, dissemination, capacity building, inter-cultural dialogue promotion and civil society participation. These represent a minority sector in its own right which is not anywhere visible in the border region’s strategies for development. This report suggests that the region should capitalize on the capacity of this sector by letting it contribute to the Education and Knowledge CBC Cluster.

**The minority knowledge and know-how sector should therefore be consolidated to meet the challenges and demands of market participation.** Heretofore co-operation in this sector has been anaemic and reluctant even though a vision was framed ten years ago. This report suggests that the umbrella organization, DialogForum-Norden (DFN) should consider consolidation of this sector with a view to make the sector more visible both in the border region and internationally. This can be done through formalized networks or a virtual “minority cluster”. This report offers the frame for a “minority cluster”. There should be an action plan and co-ordinated fund raising for this venture. The sector could become the provider of teaching and training in capacity and institution building, inter-cultural understanding and peace building as well as in bilingual and multilingual approaches to minority politics. This rich knowledge could be transferred to other people in the border region as well as to members of minorities in a wider Europe.

**Minority politics should therefore be internationalized.** The opportunity to include the minority sector in economic development strategies would require a further internationalization of the minority sector. Schleswig-Holstein, Region Syddanmark and Region Sønderjylland-Schleswig should take the lead in bringing the news to the Europeans that in the German-Danish border region there is a rich minority knowledge capacity. The DFN should provide these political actors with the knowledge needed to promote the minority sector.

**At the same time, the border region strategy for economic development would require culturalization.** The public discourse should connect inter-culturalism and economic development to attract innovative people who seek tolerant multicultural societies. Here the momentum reached in the inter-cultural dialogue should be seen as an opportunity to expand into the economic sector. Slogans should be developed that evidence the true cultural multiplicity of the region. A bilingual/multilingual policy for public spaces should be considered. Political actors should promote minority competencies as an inner resource both locally and internationally.

# Part I

# INTRODUCTION

The goal of this report is to support the efforts of the Schleswig-Holstein *Landtag* in formulating its contribution to defining a development strategy for the German-Danish border region. A study was commissioned by the Schleswig-Holstein *Landtag* in the autumn of 2006 and carried out in 2007 by the European Academy, Bozen/Bolzano in cooperation with the European Centre for the Regions in Barcelona, an antenna office of the European Institute for Public Administration, Maastricht. The results of this study are provided in this report.

The purpose of the study was to ascertain whether the competencies of the national minorities in the German-Danish border region should be included as a factor in the elaboration of border region development strategy. Specific outputs were to support certain strategic goals delineated by the Schleswig-Holstein *Landtag*. These include:

- Enhancing the knowledge among the majority population of the competencies of national minorities and their linguistic, cultural, and economic added value to regional development;
- Incorporating the competencies of national minorities into the existing strategy studies towards a joint strategy;
- Ensuring a strengthening of the knowledge about national minority rights among the general public;
- Defining a framework for national minority politics at the regional, national, and European levels with a view toward designing an action plan for national minority stakeholder cooperation in the border region.

The Terms of Reference emphasized that the study should focus on two particular areas of national minority competence in the region: (1) national minority stakeholder cooperation, and (2) the historical and cultural ties derived from the former Duchy of Schleswig.

The need for a study of this type should be viewed within the context of the wave of “new” regionalism that has swept through Europe since the late 1980s. This is a development at the regional level which is modernizing and forward-looking, as opposed to the older tradition of provincialism that resisted change and defended traditions. Territories are being redefined and reconstituted with a broader view than that of the traditional nation-state outlook. Pressures from above and below are forcing regions to reassess their function. A functional pressure imposed by changing international markets and European integration is redefining the role of the regions as well as the socioeconomic space of regions.

A number of initiatives on both sides of the German-Danish border region have addressed the need to define a new development strategy for the region. These include the 2004 comprehensive cluster study by the Monitor Group highlighting the differences in clustering trends on both sides of the border and suggesting the elaboration of a joint cluster strategy for the border region. Subsequently, in 2005 the Region Sønderjylland-Schleswig drew up a cross-border business strategy which identified four specific areas of action, competency, knowledge, and leisure and cooperation. Parallel to the cross-border business strategy elaboration, a study examining problems of cross-border labor commuting and the possibilities of increasing labor mobility across the border was produced in joint cooperation between the two governments. Finally, in 2006 a German-Danish business forum was launched in Schleswig-Holstein. However, in spite of several public announcements by prominent politicians that the future success of the region’s development is closely linked to the competencies of national minorities in the border region, the existing strategies do not include national minorities as participants or contributors. This report offers brief analyses of how the national minority competencies might contribute to some of these strategies.

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Hence, the rationale for this study is based upon the assumption that national minority competencies constitute *Standortfaktors* in the region. Since no previous research has addressed national minority competencies in terms of *Standortfaktors*, a working definition adapted from traditional economic theory on location management was adopted to guide the research of the present study:

*Standortfaktors* are national minority competencies found within political, economic, cultural, educational, and social sectors that are quantifiable or may be described qualitatively and which could act as determinants for authorities, businesses, organizations, and individuals when deciding future strategies for the border region.

*Standortfaktors* may be described as *hard* or *soft* dependent on the nature of the competence. Hard factors can include institutions, services, and infrastructure. Soft factors are human and social capital, intercultural tolerance, intercultural cooperation, cultural activities, etc. The accumulated value of the different *Standortfaktors* in negative or positive terms will determine the course of the action of a strategy to be decided. In the case of this study, the accumulated value of national minorities as *Standortfaktor* will indicate whether the national minorities constitute an added value to society in general and to the border region strategy in particular.

A competence analysis aims at establishing the degree of competencies held by a given person, group, or entity. "Competencies" are understood to be capabilities and capacity. In this study, competencies of the national minorities are analyzed in terms of collective action, such as:

- Social and political involvement
- Social activities
- Social and human capital
- Self-administration
- Intercultural dialogue
- Innovation

Given that the Terms of Reference also requires an analysis of stakeholder cooperation in the region, this is analyzed in terms of:

- Public administration
- University programming
- Research institutions
- Formal education
- Border region NGOs
- Specialized institutions
- National minority media
- International networks

The study therefore set out to answer the following key questions:

1. Which competencies do the national minorities have?
2. Which hard and soft *Standortfaktors* do the national minorities represent?
3. Which other national minority competencies and capacities are available in the region?
4. How can these competencies and capacities be used?
5. How can they support the development strategy of the border region?

The national minorities surveyed in this study are

- The Danish national minority in Schleswig-Holstein (approx. 50.000)
- The North Frisian national minority in Schleswig-Holstein (approx. 50.000)
- The Roma/Sinti in Schleswig-Holstein (approx. 5.000)
- The German *Volksgruppe* in Southern Denmark (approx. 15-20.000)

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The Roma/Sinti in Denmark are not part of this study, as the group is concentrated in the area of Helsingør north of Copenhagen. Finally, none of the immigrant communities in the border region are included, as this was not required by the Terms of Reference.

The report begins by briefly describing the culture and identity of the border region (Part II). Two major sections then present the key analyses of the report (Part III and IV), followed by recommendations (Part V).

The *Standortfaktor* analysis presented in Part III in six chapters deals with the contribution of competencies that the national minorities provide to the greater society (Chapter 1) and the special contribution to cross-border cooperation (Chapter 2) as well as their relevance to heritage tourism in the region (Chapter 3). Next, the *Standortfaktor* is assessed in terms of intercultural dialogue in the border region. This includes a brief discussion of minority identities. (Chapter 4). Since intercultural dialogue presupposes at least two interlocutors, the efforts of the public authorities are next described in order to provide the full picture (Chapter 5). The analysis of the *Standortfaktors* is rounded out by a discussion of the informal efforts at intercultural dialogue expressed by both sides (Chapter 6). Finally, in a conclusion, the national minority competencies are offered in terms of hard and soft *Standortfaktors*.

Stakeholder cooperation and its relation to regional development strategies are presented in Part IV in four chapters. First of all, in order to place the potential national minority stakeholder cooperation model within the broader perspective of the border region development strategies, the political frameworks for border cooperation are discussed (Chapter 7), followed by an analysis of the relation between national minority participation and the ongoing development strategies for economic growth (Chapter 8). Next, an analysis is provided of the extent of competence and capacity with regard to institutions addressing national minority issues available in the border region (Chapter 9) with a view toward discussing potential cooperation models. Since clustering is a major tool in European regional development and the German-Danish border region is pursuing this approach, an analysis of a potential “national minority know-how cluster” is then provided (Chapter 10). In conclusion, the overall potentials for stakeholder cooperation are summarized.

Part V provides the recommendations for future national minority competence cooperation and national minority politics in the border region. These recommendations are formulated on the basis of the empirical research in the border region, a number of reports delineating the local, national, transnational, and European cooperation strategies for the border region in near-term and mid-term perspectives as well as the strategies drawn up in the border region in the early years of the twenty-first century.

A detailed description of the methodology is found in Appendix A.

The target group of this study includes politicians and public servants at the local, regional and national levels. Part III may be of specific interest to researchers interested in minority issues. Part IV is addressed to local decision makers and actors.

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## **Part II**                      **CULTURE AND IDENTITY IN THE GERMAN-DANISH BORDER REGION**

The region under examination in this study coincides largely with the former Duchy of Slesvig which covered the area from the Eider River in today's Schleswig-Holstein to the Kongeåen River in today's Region Syddanmark region. Since the twelfth century, the duchy was under the rule of either the German or Danish states, with the latter predominating. A double plebiscite in 1920 which offered the people of the Duchy the opportunity to decide to which national state they wished to belong resulted in a permanent division, putting an end to the political entity of the duchy and setting off the splintering of the common bicultural identity. The events and conflicts of the twentieth century scarred the relationship between the two nation-states almost irreconcilably, and the rebuilding after 1945 of a cooperative relationship and a common regional identity has been a slow and difficult process. European Union (EU) integration, Schengen co-operation, and other external factors such as globalization and the new regionalization of the European space has helped speed up the reconciliation process in the border region. Today, the emerging border region of a new "European Schleswig" is searching for a marketable identity that can serve it for the twenty-first century.

The German-Danish border region which is the object of this study constitutes the following districts in Germany and Denmark:

- Stadt Flensburg (DE) (Flensburg)
- Kreis Schleswig-Flensburg (DE) (Slesvig-Flensburg)
- Kreis Nordfriesland (DE) (Nordfrisland Nordfraschlönj)
- Kreis Rendsburg-Eckernförde north of the river Eider (DE) (Rendsborg-Egernførde)
- Haderslev Commune (DK) (Hadersleben)
- Åbenrå Commune (DK) (Apenrade)
- Tønder Commune (DK) (Tondern)
- Sønderborg Commune (DK) (Sonderburg)

Close to one million people live in this border region which covers roughly 10,300 sq. km. Approximately 12.5% of the border region population belong to the four national minorities covered in this report. The highest concentration of national minorities is found in Stadt Flensburg (21%) and Kreis Nordfriesland (30%). In the four Danish communes, where the German *Volksgruppe* lives, the concentration is between 5% and 8%, whereas in Kreis Rendsburg-Eckernförde, where many Roma/Sinti live, the concentration is 1.5%. No exact numbers exist since the censuses do not collect data on ethnic origin in Denmark and Germany.

In spite of these numbers, it is often unknown to many that the German-Danish border region is culturally one of the most diverse border regions in Europe. In total, including the four national minorities, at least eleven different population groups are identified in the border region (Klatt, 2006). These include:

1. Danes
2. Germans
3. Border region Danes (Sønderjydere)
4. Border region Germans (Schleswig-Holstein)
5. Core Danish national minority

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6. Core German *Volksgruppe*
  7. Extended Danish national minority (Danes moving to the region from Denmark and new local members)
  8. Extended German *Volksgruppe* (Germans moving to the region from German and new local members)
  9. North Frisians
  10. Roma/Sinti
  11. Immigrants

The category of immigrants may again be subdivided into numerous nationalities. In 2005, at least thirty-one nationalities were registered in Schleswig-Holstein alone. In addition, the region is home to at least seven different languages or dialects:

1. German
2. Danish
3. South Schleswig Danish (spoken by members of the Danish national minority)
4. Sønderjysk/synnejysk (spoken by members of the German *Volksgruppe* and by Danes)
5. Frisian and its dialects
6. Platt German
7. Romany

In spite of this variety of cultures and languages in the border region, it is seldom described as multicultural or multilingual. At most, there is a general recognition that it is a bicultural region with two national cultures centering on a national border. But more often the regions on either side of the border are depicted as monolingual. The public discourse in most of the local media is clearly monolingual. The profile of the border region is therefore linked to those aspects of national borders that have dominated Europe in the twentieth century: separation of sovereignties and separation of cultures. Interculturalism remains largely an ethos of the political elites. Consequently, in the minds of the majority populations in the border region, the identity of the region is usually seen as the meeting place first of all between two national states, and next between Europe and the North, or Continental Europe and Scandinavia.

The prevailing religion of the border region is Lutheranism, but the region is also home to many Muslim immigrants. The values fostered through the school education in both Schleswig-Holstein and Denmark are primarily Protestant ethics, such as tolerance and restraint. Although the region may be described at a stage of historic reconciliation after the large conflicts of the twentieth century, the overall awareness in the general public of this is low. Reconciliation is still the domain of the political elites and more recently the national minorities. Given the history of the border region, it has a long experience with intercultural dialogue which has intensified considerably in recent years after the opening of the border and the elimination of border controls.

However, the national sentiments on both sides of the border remain strong, and they are far from disappearing. Although relations among the two nation-states have reached a civilized level of neutral politics and a spirit of co-operation, national sentiments still run high within the local communities on both sides of the border. Members of national minorities experience this at times when they participate in the public debate and local politics. Nevertheless, the region may be classified as one of the most accommodating regions for national minorities in Europe. It represents an increasingly sophisticated web of national minority participation tools.

Socially, the border region is experiencing demographic patterns similar to many border regions in Europe. The population is aging, and the youth often find a greater variety of opportunities outside the region. The problem of how to retain the youth is a challenge for both the general population and the national minorities. The need to revitalize the region and promote a more progressive and innovative profile to the world is thus a mutual desire to all active members of society. Mobilization of social networks and movements to make the region more competitive and innovative are taking place within the elite groups of society. In order to not end up as a retirement community, the actors and players of the border region are becoming more focused upon defining new frameworks for development.

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The political identity of the border region is a mixture of progressives and conservatives with a growing number of people who prefer to see the region paying stronger attention to the environment. The region is home to a number of areas in need of environmental protection, such as the Wadding Sea and its bird life. Alternative wind energy is also becoming a large part of the local economy, thus placing the region in the group of European regions which are more innovative and progressive. At the same time, the border region also represents a number of traditional sectors, such as agriculture, light industry, border trade, shipyards, transport, cruises, and cultural tourism as well as a growing service industry.

Internationally, the region is not as yet a strong player. Schleswig-Holstein is still burdened with a depressed economy as a result of German unification. While the Region Syddanmark – the new administrative entity of Southern Denmark established as of January 1, 2007 – is considerably more prosperous economically, it is only beginning the long trek towards regionalization.

A joint regional identity clearly does not exist in the German-Danish border region. Some have argued for a joint Schleswiger identity based upon the intercultural ethos of the old Duchy of Slesvig. Most scholars have rejected the feasibility of this as simply nonexistent due to the conflicts of the twentieth century (Klatt, 2006). Aside from its history and its national border, the region has not developed a joint identity that could be viewed as supportive in attracting newcomers, visitors, and investors. The region is faced with the paradox that it needs a new identity but it is not as yet ready to capitalize on its intercultural origin.

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## Part III

# NATIONAL MINORITIES AS A STANDORTFAKTOR

The culture and identity of the border region is closely related to the history that the four national minorities in the region have created through their collective actions as cultural groups and the competencies that they bring to society. Collective action requires the presence of strong social and human capital among the members of national minorities. These are the soft *Standortfaktors* that this study will identify. Collective action also results in hard *Standortfaktors*, such as institutional infrastructure and services offered to both members of the national minorities and the greater public. The relevance of these to the border region is analyzed in Part IV. A full description of the national minority institutions is found in the 2007 report on minority affairs in Schleswig-Holstein (Bericht der Landesregierung: Minderheiten und Volksgruppenpolitik in der 16. Legislaturperiode (2005 – 2010. Minderheitenbericht 2007)

This chapter presents the analysis of the national minority competencies found in the border region in terms of their relevance as soft and hard *Standortfaktors* that constitute both contributions to society and to the intercultural dialogue that takes place in the region. The following areas are discussed:

- National minority competencies
- The influence of national minority cross-border co-operation (CBC) and transnational co-operation on the development of the border region
- Tourism and national minority heritage
- The variety of national minority identities in relation to society
- The relevance of the institutional framework for dialogue
- The intercultural dialogue in action

The conclusion offers an overview of national minorities as soft and hard *Standortfaktors* in the border region.

### A. The Contribution to Society

In order to identify national minority competencies as *Standortfaktors*, the following areas of society were examined with regard to national minority collective action:

- Political participation
- Cultural life
- Education sector
- Social services sector
- Economic sector

National minority competencies in terms of capabilities are evidenced in the degree that members of national minorities contribute to society in daily life and in interaction with the majority. As national minority competencies are put to work in national minority institutions and organizations, national minorities contribute to the greater society with a number of skills that cannot be supplied by members of the majority. This is because the cultural differences between national minority and majority life require certain cultural skills to effectively run and operate national minority institutions. These may not be available in the majority populations because action based on cultural structure is usually innate. National minority competencies are thus closely linked to

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the institutions that national minorities establish. In this study, national minority competencies are evaluated mostly on the basis of institutional capabilities, or the collective action of national minorities, rather than the individual capabilities of each member. It is assumed that national minority institutions and organizations are necessary for the social cohesion of society.

The national minorities in the border region have established a significant institutional presence in all major sectors of society. Their organizations were found in all the areas surveyed. Each national minority has furthermore created a corporate frame that deals with the overall sociopolitical approach of the national minority communities. Different models have been adopted. The Danish national minority in Germany has chosen a rather loose and broad structure that allows for significant independence among institutions, whereas the German national minority in Denmark has a more unified approach albeit with responsibilities divided among several organizations. The North Frisians are also represented by a single organization, while the Roma/Sinti community usually is represented by individual leading members. For a further description, see Bericht der Landesregierung: Minderheiten und Volksgruppenpolitik in der 16. Legislaturperiode (2005 – 2010. Minderheitenbericht 2007. In the next section, findings are presented in each area surveyed for *Standortfaktors*.

## 1. National Minority Competencies

Social capital is the survival tool of any national minority. This is true for the national minorities in the border region, as well. Social capital refers to the collective value of social networks and the inclinations that arise from these networks to do things for each other (Bourdieu, 1972; Putnam, 2000). Social capital is thus a key component to building and maintaining democracy. A low level of social capital leads to an excessively rigid and unresponsive political system. Formal public institutions require social capital in order to function properly. The social capital of national minorities is thus considered a soft *Standortfaktor* in this study.

There is no consensus on how to measure social capital. The level or amount of social capital present in a given relationship can usually be sensed intuitively, but measuring it quantitatively has proven to be complicated. It is thus a subjective and mostly qualitative assessment.

Since preserving one's culture and identity is a daily challenge that the individual members of national minorities face in the border region, social networking is essential. However, if social networking consists of only working within the national minority or if it stops at the border, then it does not benefit the society at large. In the German-Danish border region, this is not the case. The social capital of national minority members also reaches beyond the national minority group and into society as follows:

First of all, the extent of the organizational activities based on voluntary participation within the national minorities is high. While it is not possible to establish if the individual participation is higher than that of the average population, the findings of this study established intensive participation especially at the youth level in sports and at the level of elder members who are not working. But members of working age also take part in the national minorities' common activities, albeit at a lower rate. The active members of the national minorities who are not paid in their positions but work on a voluntary basis in cultural committees and elder care are a particularly remarkable example of social capital. The city of Flensburg and its mayor have honored a number of national minority members with medals for their good work. Similarly, the Minister President of Schleswig-Holstein has recognized the work of the leader of the Roma/Sinti by awarding him the Schleswig-Holstein medal.

Secondly, social capital is evidenced in the increased co-operation across the border as well as in international networking. Across the border, the Danish national minority in Schleswig and the German

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national minority in Denmark have found common strategies for cultural, social, and political aims. The well known common motto of the national minorities, “We no longer work against each other but with each other and for each other” is clearly a sign that the national minorities accumulate social capital upon which they can draw in future activities. For the purpose of conflict mitigation, this type of social capital is a contribution not only to peace but also to social cohesion. Internationally, the Danish national minority and the German national minority as well as the North Frisians and the Roma/Sinti are actively involved in the pan-European organization, the Federal Union of European Nationalities (FUEN), which is based in Flensburg.

The North Frisians are likewise good at networking across international borders with their kin in the Netherlands, as well as other national minority language groups in the United Kingdom. As such, the North Frisians have acted as “midwives” for the Schleswig-Holstein government in the North Sea co-operation. Similarly, the German national minority has been asked by the Danish government to act as “ambassadors” or mediators in the early 1990s when the Organization of Security and Co-operation in Europe (OSCE) promoted efforts to bring the new democracies together to discuss democratic approaches to national minority governance in these countries.

The Roma/Sinti are international “networkers”, given the need to keep in touch with their kin throughout Europe. Although the Roma/Sinti in Schleswig-Holstein are stationary, they maintain close relations with the many European Roma/Sinti communities and their pan-European organizations.

### **1.1 Political Participation**

The social capital of the three large national minorities in the border region – the Danish national minority, the German *Volksgruppe*, and the North Frisians – is evidenced by their high level of participation in regional and local politics and, when relevant, in debates about national and international issues. The Roma/Sinti community has developed a strong direct political relationship with the Schleswig-Holstein government through personal contacts.

Given the favorable conditions for national minority parties in Schleswig-Holstein due to the exemption from the 5% threshold, the Danish-Frisian political party, the *Sydslevisk Vælgerforening* (SSV) has been able to remain active in the *Landtag* since 1958. Today, the party is the third largest party in Schleswig-Holstein in terms of membership. In general, the SSV is considered an important contributor to the political debate and decision-making process in Schleswig-Holstein. It is greatly appreciated for its opinions, for its hard work in spite of its size, and for its objectivity in many cases. Although experts have argued that its allegiance to Denmark and the Nordic model is a weakness, it nevertheless seems that the general public considers this Scandinavian touch to be an asset. And indeed this special connection to the Scandinavian world has been to the advantage of the *Landtag* in Kiel whenever members of the SSV have acted as intermediaries to the Danish government and parliament.

The Bund Deutscher Nordschleswiger (BDN) represents the interests of the German *Volksgruppe* in Denmark and Germany as well as at the European level. At the local level the *Slesvigske Parti* (SP) represents the German *Volksgruppe*. The SP is under the auspices of the BDN. Since 1979, the German *Volksgruppe* has not been represented in the Danish parliament. Instead a Sekretariat was established in Copenhagen in 1983 to undertake the contacts to the parliament and the Danish government and administration.

The SP is successful at the local and regional levels, and particularly in connection with the restructuring of the Danish regions in 2005/06, the SP showed a strength not initially expected. This was due in large part to an innovation of ideas implemented in the election campaign and the fact that the individual members of the party attracted majority votes.

Both parties now follow a regional profile and approach to politics as opposed to the approach related to national minority issues followed in the early years of party existence. On issues such as the economic development and promotion of the region, the environment, energy, and transportation, the national minority parties are every bit as involved as they are in cultural and educational issues and often as much as mainstream parties. Ideologically, both parties are unaffiliated. This gives the parties a comparative advantage in national politics. The parties are considered important contributors to the public political debates and they are occasionally heard at the national level in connection with national election campaigns or as commentators on specific issues. The party elites have also been called upon by their national governments to act as intermediaries and “ambassadors” in international affairs. Finally, they act as kin-state intermediaries between the governments of Schleswig-Holstein and Denmark.

Both parties have seen a generational shift recently with young members taking over the helm from skilled and seasoned members who steered the parties through the first years of tension after World War II. The new generation is also skilled and is not only clearly oriented towards Europe and intercultural integration, but is also very environmentally conscientious.

Both parties maintain public information offices and websites and publish press releases and newsletters in both the national minority and national languages.

Table 1 - Competencies of the two minority parties

	SSV - Frisian minority		SP
Years of operation since establishment	59 (1948)		87 (1920)
Years in local/national parliament	49 (1958)		42 (1920-1947, 1953-1964, 1973, 1975)
Membership	4.000		15.000
Votes received in last election	51.920		Local elections (4.297)
Seats in local/national parliament	1	1 (by SSV)	None
Seats in local government	157	Ca. 100-150 (estimated) by all parties	5
Number of speeches given in local/national parliament	199 (2006)		Not available
National parliamentary representation offices	Yes (in co-operation with other minorities)		Yes
Bilingual public information	Yes (Danish-German)	No	No

Sources: [www.schleswigsche-partei.dk](http://www.schleswigsche-partei.dk), [www.ssw.de](http://www.ssw.de), Minderheitensekretariat

## 1.2 Cultural Contribution

Cultural activities are a strong element of national minority membership. They provide the framework in which social capital may be accumulated. National minority contributions to the cultural sector include:

- Theater
- Concerts
- Annual festivals
- Museums
- Youth activities
- Sports
- Public information
- Libraries
- Media
- Religious activities

Most activities are open to the general public with or without membership, and many events are offered on a commercial basis. However, whereas many events and activities can be shared with members of the

majority, there are of course activities that would require attendees to be bilingual. However, events such as jazz and classical concerts are frequently visited by members of the majorities. As these are organized by members of the national minorities, and often on a voluntary basis, they constitute a strong contribution to the general society. The array of cultural activities organized by the national minorities in any given year is summarized in Table 2.

Table 2 – Cultural minority activities per year

Organized by	Symphony concerts and ballet	Theatre performances	Children's theatre	Jazz concerts	Festivals including annual gathering	Total events	Total visitors	Annual budget in EUR
SSF	11	19	50	6	5	2.700	70.000	4,7 mill
BDN	Yes	Yes	Yes	Not available	Not available	Not available	Not available	Not available
North Frisians	No	Yes	2	No	5	7	2000	242,900

Sources: [www.syfo.de](http://www.syfo.de), [www.bdn.dk](http://www.bdn.dk), Flensburg Avis, [www.nf-verein.de](http://www.nf-verein.de)

### 1.2.1 Theater, Concerts, and Annual Festivals

All four national minorities are active in providing opportunities for cultural activities to their members. The *Sydslevisk Forening* (SSF) of the Danish national minority and the *Kulturausschuss* of the German national minority's *Bund Deutscher Nordschleswiger* (BDN) are the most active in large events and permanent activities, such as symphony concerts, popular jazz events, and annual festivals. This is due to the availability of funds from kin-state sources for these two national minorities. These events are expensive to launch but quite visible to the majority. As such, they contribute both to the celebration of the multiculturalism of the border region society as well as to the local economy.

The various North Frisian cultural organizations operate with far fewer funds, but they nonetheless organize events and activities that are relevant for the celebration of the North Frisian culture. The voluntary nature of the celebration of North Frisian culture is thus very high. The *Nordfrische Feriin* organizes cultural projects for young Frisians as well as numerous special focus days, such as information days, multicultural days, school theater days, children days, regional folkdance summits, and museum days. Some of the Frisian events are increasingly also becoming celebrated by the majority, as is the case with the *Bi-ikebrennen* (large bonfires on the beach on the Feast of St. Peter in February) and the folkdance groups that perform for tourists in the summer. For some time now, North Frisian culture and architecture have attracted tourists to the region, and in particular the hospitality of the North Frisian is contributing to this economic development.

The Roma/Sinti are perhaps the most musical among the national minorities in that they continue to celebrate their traditional music, the so-called "Sinti-jazz". The strong emphasis on teaching the young members of the Roma/Sinti community Sinti-jazz either as guitar players or on the violin is clearly a contribution to society both in terms of preserving what may well be the best guitar tradition in Europe (from the French musician Django Reinhardt) and in terms of celebrating multiculturalism. The majority population does not usually attend Roma/Sinti gatherings.

### 1.2.2 Libraries, Archives, and Museums

The three large national minorities furthermore provide an invaluable cultural service to society in that they maintain libraries and archives. The *Dansk Centralbibliotek for Sydslesvig*, the *Verbandes Deutscher Büchereien Nordschleswig*, and the *Nordfriisk Instituut* all function as the intellectual depositories of the border region's history and cultures. As these institutions undertake research within their own cultures and the border region history, they offer unique contributions to the general society in terms of cataloging

guing local history. Research that is carried out by these institutions could not easily be done by members of the majority, especially not in the case of the North Frisian culture where language abilities are vital to the success of the efforts. The North Frisians furthermore contribute to the protection of the Frisian architecture in Schleswig-Holstein through the work of the *Interessengemeinschaft Baupflege Nordfriesland e. V. (IGB)*. The IGB offers free and informal consultation to anybody interested in building or restoration. They arrange visits to exemplarily restored houses and establish contacts. They announce their meetings in the public newspapers.

Table 3 – Cultural preservation by minorities

	Library holdings	Special archives	Users/year	Loans/year	Annual budget in EUR
Dansk Centralbibliotek for Sydslesvig	650.000	1.080	16.500	650.000	3 million
Deutscher Büchereien	230.000		8.000	350.000	1,8 million
Nordfriisk Instituut	15.000 volumes + ca. 15.000 issues of newspapers, documents and maps	70.000 articles in a collection of newspaper clippings	Not available	Not available	Less than 1000 € for books, personal only by projects.

Sources: [www.buecherei.dk](http://www.buecherei.dk), [nordfriiskinstituut.dk](http://nordfriiskinstituut.dk), [dcbib.dk](http://dcbib.dk), Sydslesvigsk Forening

The three large national minorities also safeguard the preservation of local history and culture through the maintenance of their museums. Each national minority operates museums cataloguing national minority as well as regional history, providing the majority with the opportunity to celebrate multiculturalism in the border region. While some of these museums are partially funded by national funds and kin-state funding, others are entirely funded by the national minorities themselves either through kin-state funding or private donations. Common to all the museums is that they are operated by members of the national minorities either as salaried personnel or as volunteers.

Table 4 – Museums owned and operated by minorities

	Visitors/year	Annual budget in EUR
Danevirke Museum	20.000	Not available
Christian Lassens Mindemuseum	1.500	Not available
Das Deutsche Museum	8.000	16.700 (incomes)
Das Deutsche Schulmuseum	2.000	13.500 (incomes)
Nordfriesischer Verein		income from entrance fees and bounties
Friesenmuseum Niebüll	7000	
Heimatomuseum Sylt	8500	
Alstfriesisches Haus, Sylt	8500	
Groß-Steingrab „Denhoog“, Sylt	not counted	
Dorfgeschichtlicher Wanderweg	2000	
Dagebüll/Fahretoft		
Lützenhaus, Dagebüll/Fahretoft	2000	
Heimatomuseum, Nordstrand	500	
Historische Trachtensammlung, Drelsorf	200	
Anderen-Hüs, Risum-Lindholm	2000	

Sources: [www.nordschleswiger.dk](http://www.nordschleswiger.dk), [www.syfo.de](http://www.syfo.de), [www.nf-verein.de](http://www.nf-verein.de)

### 1.2.3 Youth, Sports, and Religion

The largest cultural contribution to society is found in the many youth and sports institutions which all the four national minorities have established. The accumulation of social capital begins early in life

and is one of the factors that are often highlighted as a general issue in the socialization of youth in the twenty-first century. The opportunity to participate and the ability to create social capital are essential for the social health and education of good citizens and are vital for successful socialization. In this respect, this study has found that the youths are probably the most active members of the national minorities.

Organizations such as *Sydslesvigs danske Ungdomsforeninger* (SdU) and *Deutscher Jugendverband Nord-schleswig* (DJN) have been operating since World War I. Their clubs and organizations represent the largest membership numbers among national minority institutions, and they are self-administrating. Lastly, they also represent kin-state subsidies, thus alleviating a burden from the national budgets. A more recent youth organization is the North Frisian *Rökefloose* (flock of ravens).

Table 5 – Minority youth in numbers

	Number of clubs	Membership	Annual budget in EUR
SdU	69	12.000	7.5 million
DJN	24	2.500	1.3 million
Rökefloose	1	55	Less than 1.000 €
Nordfriesischer Verein e.V.	4	110	0

Sources: [www.bdn.dk](http://www.bdn.dk), [www.sdu.de](http://www.sdu.de), [www.nf-verein.de](http://www.nf-verein.de)

Other cultural activities that also benefit the majority and contribute to society include films, festivals and large sporting events including unique events such as the Flensburg national minority marathon, *Ringrider* festivals, and cricket matches. In addition, a new trend among the national minorities is the opening of cultural cafés which are also open to the general public. The churches of the national minorities are of course also open to the public. Both the Danish national minority and the German national minority maintain their own churches, a considerable service to society that is also funded by kin-state governments. The churches also organize the scout movements in the border region.

#### 1.2.4 Media and Public Information

Finally, the three large national minorities and their organizations are well represented in the area of public information and the print media. The flow of information about the activities of the national minorities toward the majority and in several languages is constant.

Table 6 – Minority public information

	Website/ Language	Newsletter/ Language	Press releases/ language	Press releases/ Year	Annual report/ language
Danish minority	Danish	Danish	Danish/German	1063 (2006)	Danish
German Volksgruppe	German/ Danish/English	German	German/Danish	120 releases in 21 news- letters (2006) + additio- nal 50 press releases	German
Friisk Foriining	Frisian/ German/Danish/ English	Frisian	German/Frisian	Not available	Frisian
Nordfriesischer Verein e.V.	Frisian and German	None	German, Frisian,	40/2007	German
Roma/Sinti	German	None	None	None	None

Sources: [www.bdn.dk](http://www.bdn.dk), [www.syfo.de](http://www.syfo.de), [www.friiske.de](http://www.friiske.de), [www.nf-verein.de](http://www.nf-verein.de)

The national minorities participate in the public debate through their two daily national minority newspapers, *Der Nordschleswiger* and the *Flensburg Avis*. Although the two newspapers have initially been established as the voice of the national minorities, they now also take part in the shaping of public opini-

on in specific regional issues. The newspapers are also read outside the border region and in the capitals of Germany and Denmark. The North Frisians publish a newspaper, *Nordfriesland*, and a monthly page in the newspapers of the Schleswig-Holstein Newspaper Publishing House (SHZ).

In the spoken public media, the national minorities and reference to their cultures are not very well seen and heard. This is largely due to the unsatisfactory conditions set by the national media and thus the national governments. Only a few minutes are offered in national minority languages on the public radio. This has been noted by several human rights organizations. The national minorities must therefore resort to private or Internet tools. Radio stations, such as Radio Moin and Nordfriisk Radio, have been established, but there are no television programs except for short films produced ad hoc by the national minorities themselves for the Offener Kanal. The establishment of a bilingual television station in the border region would clearly alleviate this deficit.

Table 7 – Private minority media

	Flensburg Avis	Der Nordschleswiger	Nordfriesland	German Volksgruppe Radio News via Radio Moin	Nordfriisk Radio
Languages	Danish/German	German	German	German	Frisian
Founded	1868	1948	1965	2002	1999/2005
Circulation/members	5-6.000	3000	2000	3 times a day news in German (5 minutes in total) and once a month 'Veranstaltungskalendar' in Danish	60
Frequency	6 days/week	6 days/week	4 exemplars/year		3 hours/5 days
Readers/listeners	20.000	Not available	Ca. 5000	70.000 a week	Ca. 10

Sources: [www.midas-press.org](http://www.midas-press.org), [www.nordfriiskinstituut.de](http://www.nordfriiskinstituut.de), [www.flensburg-avis.de](http://www.flensburg-avis.de)

The hard and soft *Standortfaktors* found in the cultural sector may be summarized as follows:

Table: 8 – *Standortfaktors* in culture

Hard	Soft
Infrastructure of cultural institutions	High number of public cultural performances relative to the sizes of the national minorities
Funding allocated from non-national (external) sources	High degree of voluntary services
Public information services	Self-administration of cultural institutions
Written and spoken media	High degree of participation of youth
	Services of libraries and archives
	Services of national and cultural heritage museums
	Religious services

### 1.3 Educational sector

National minority education is the most important tool in helping the individual member of a national minority to accumulate human capital, or the skills and knowledge needed to function in society. But more important for national minority competencies is that education provides a framework for cultural capital. Cultural capital is also a form of knowledge (Bourdieu, 1972). It is usually transmitted from parents to children through attitudes and knowledge. However, the reproductive role of educational institutions also contributes to a young person's accumulation of cultural capital. Human and cultural capital is thus a soft Standortfaktor and the educational institutions are hard Standortfaktors.

As with social capital, the measuring of cultural capital is not easy. Where human capital may be measured by the level of education and literacy a national minority possesses, cultural capital usually indicates the success or failure of children and youth in the education system.

National minority schools in the border region date back to 1920 in Schleswig-Holstein and 1945 in Denmark. They are private, but they are approved and also partially funded by national authorities. National minority schools are seen as an instrument in the maintenance and the furthering of the national minority culture and identity while also preparing the pupils for life in the national culture. This means that the curriculum is taught in national minority and majority languages in parallel and as mother tongues. In one private national minority school taking both Danish and North Frisian pupils, the Risum-Lindholm School – which teaches in North Frisian, German, and Danish – has been parallel since 1961. As such, it is the only national minority school in the border region practicing multiculturalism. The segment of Roma/Sinti children that manage to go to school usually attend German public schools and do not receive teaching in Romany, as this is considered a family affair. Only one project in Kiel has managed to retain the teaching of Romany.

National minority languages are also taught in the public school systems in the border region. In Schleswig-Holstein, a number of public schools offer a few hours of Frisian per week. Danish is offered in a number of public schools in Schleswig-Holstein even though this is not mandated by law. A hearty public debate has recently emerged as a result of one school in the Flensburg area announcing that it would seek to add Danish as a second language to the curriculum.

Given the rural location of some national minority members, the national minority schools are often smaller in size and have fewer pupils per class than the average public schools. This is particularly pronounced in the schools teaching Danish and Frisian on the west coast of Schleswig-Holstein. The average cost per national minority pupil is by its very nature higher than the average cost per national pupil in the public school system. One reason for this is the parallel education in the two mother languages and the need to recruit teachers from the kin-state. There is, however, no extra burden to the national or local government of accepting the promotion of the national minority cultures. The difference between the national subsidies, which in Schleswig-Holstein are calculated on the basis of the average cost per pupil in the public school system, and the total cost per national minority pupil are covered by kin-state funds. This is not the ideal situation according to international normative standards on national minority rights, but it is nonetheless a fact.

Due to the lower numbers of pupils per class the quality of teaching is usually higher than in schools with large classes. The teacher's attention to the individual pupil can expand the concern for the progress and well-being of the pupil. This may draw the attention of majority parents to the national minority school system, and although in the German-Danish border region there are no figures readily available for the number of majority pupils attending national minority schools, it is known from other border regions in Europe that national minority schools attract pupils from majority populations.

Table 9 – Minority pupils and teachers

	Danish/Frisian minority schools in Schleswig-Holstein	German minority schools in Denmark	Schleswig-Holstein public school system	Danish public school system
Average pupils per class	16,7 (2002/2003)	12,3 (2005/2006)	22,8 (2002/2003)	20
Average pupils per teacher	9,3 (2002/2003)	7,8 (2002/2003)	14,4 (2002/2003)	Elementary: 11,3 (2005/2006), High school: 19,8 (2005/2006)

Sources: [www.statistik-sh.de](http://www.statistik-sh.de), [www.dst.dk](http://www.dst.dk)

All national minority educational institutions in the border region are self-administered by the national minorities, meaning that they do not require input from the majority administration. This does not mean, however, that they take jobs away from the majority, since national minority educational institutions usually employ more personnel per pupil due to the need to ensure availability in all relevant geographic areas. As such, national minority educational institutions add jobs to the general labor market. They also offer evening classes on a continuous basis in numerous subjects and in their own languages. The North Frisian organization *Harfsthuuchschölj* offers courses over a period of five days, usually in October, where interested people can participate in various activities like computer workshops, story writing, craft activities, history workshops, etc., all held in the Frisian language.

Table 10 – Private minority educational institutions

	Danish minority in Schleswig-Holstein	German Volksgruppe in Southern Denmark	North Frisians in Schleswig-Holstein
Schools	48	15	1
High schools	2	1	None
Kindergartens	57	24	<i>Ad hoc teaching</i>
After-school day centres	20	11	<i>Ad hoc teaching</i>
Continuing education schools	1	1	None
Youth hostels	1	3	None
Folk high schools	1		None
Camp grounds	2	1	None
Children's summer camps	1	1	1
Evening courses	470	Yes (numbers not available)	Yes

Sources: DSSV-Jahresbericht 2006, Sydslesvigs Årbog 2006, Friisk Forining

The external funding from kin-states of educational institutions is a further contribution to society. Kin-state contributions are supplied in the case of both the German national minority in Denmark and the Danish national minority in Schleswig-Holstein. The *Dansk Skoleforening i Sydslesvig* and the *Deutsche Schul- und Sprachverein für Nordschleswig* (DSSV) also receive donations and charge fees. The North Frisians and the Roma/Sinti do not have kin-state support, but the North Frisians do benefit from support from the Danish state through the *Dansk Skoleforening i Sydslesvig*.

Significant with regard to the external funding received from kin-states is that it is lobbied for and negotiated directly between the national minorities and their respective kin-state. This means that the national minorities are carrying out a public administration service that would otherwise have to be conducted by the local and national administrations. The scale of external funding is outlined in Table 12.

Table 11 – Funding of minority education in EUR

	Kin-state funding (2006)	National funding	Fees/own funds	gifts
Dansk Skoleforening i Sydslesvig (includes teaching in Frisian)	38.4 million	26 million	6%	Not disclosed
DSSV	3,5 million	9,3 million (danish) + 4,2 million (communal)	13% (2,6 million) (own funds)	-
Classes in Frisian within the public school system in Schleswig-Holstein	none	210.000	None	none

Sources: DSSV und Dansk Skoleforening, Minderheitenbericht der Landesregierung (2003).

The national minority students who leave the national minority school system with a high school diploma are usually multilingual in that they are bilingual in their two mother tongues as well as conversant in a least one other international language. The human capital that the young members of national minorities represent is therefore substantial.

In addition, the young national minority members are able to use their high school diploma in both Germany and Denmark. This is due to the special arrangements negotiated by the two school organizations with national states and kin-states. The young people thus represent a strong value to the border region as it seeks to develop its strategy for the future. They are:

- Bilingual
- Multilingual
- Intercultural
- Employable on both sides of the border
- Knowledgeable about at least two national cultures

The problem of keeping the young members of national minorities in the region after high school is a major concern in the border region. This problem is known to many national minorities across Europe. Because the institutions of higher education may be unable to offer certain disciplines, such as law, public administration, and political science, the youth often relocate to the kin-state institutions for a full scale of educational offers. Although some members of the national minorities return after completing their education, a large number does not come back, mainly due to the lack of jobs in the region.

Studying in one's native language is also a reason put forth for the exodus of youth, although this argument does not seem plausible in the relatively small geographical area of the border region. It is feasible to live on one side of the border and study on the other side, and the two universities nearest the border, the University of Southern Denmark and Flensburg University, do operate joint programs in a few areas of study. Both Flensburg University and the Christian Albrecht University in Kiel offers teacher training programs in the Frisian language. The problem, though, is that the universities do not offer enough programs in the traditional disciplines. This is not only of concern to the national minorities, however, but also to the general society. The impact on competencies is troublesome across the board.

The national minorities' contribution to society in the education sector was found both in terms of soft and hard *Standortfaktors*:

Table 12 – *Standortfaktors* in education

Hard	Soft
Infrastructure of educational institutions	Self-administration of educational institutions
High number of schools compared to the student body	Good quality of teaching due to the small size classes
Additional jobs in the labor market	Degree of multilingual skills of the pupils
Funding allocated from non-national (external) sources	Generation of human capital applicable for both sides of the border
National minority youth in possession of diploma recognized in both nation-states	

#### 1.4 Social Services Sector

The need for providing social services to members of national minorities by both members of national minorities and kin-state organizations was first identified in 1945, when living conditions after the war were difficult on both sides of the border but especially so in Northern Germany. This was also the period when many of the border region NGOs were established because attention to kin-state national minori-

ties was intensified in both Denmark and Germany. However, social services to members of the German national minority were not fully established in Southern Denmark until 1978.

Today, the Danish national minority and the German national minority operate sophisticated social service centers offering services mainly to the elderly members of the national minorities but also offering counseling, medical care, and maternity advice. *Dansk Sundhedstjeneste for Sydslesvig* and *Sozialdienst Nordschleswig* offer services to the members of the Danish national minority and the German national minority, respectively. Since, 2004, the Friisk Foriining has organized coffee afternoons and excursions for elder groups. Due to the strong self-organization of the national minorities, there is no longer the same need for the border region NGOs to fill that space.

Table 13 – Minority social service institutions

	Dansk Sundhedstjeneste for Sydslesvig	Sozialdienst Nordschleswig	Frisian minority	Roma/Sinti
Retirement communities	52	None	None	None
Retirement homes	1	None	None	None
Sanatorium for children	1	None	None	None
Hospices	1	None	None	None
Others	-	17 local associations (local activities, home Quickborn, family-consulting)	None	Advisory office in Kiel; Housing project; School project (Integration of Sinti children via the so called mediators; youth projects (music classes, homework-assistance, excursions)
Annual budget EUR	6.7 million	890.000	None	Not available
Kin-state funding	49%	74%	None	None
National state funding	10%	19%	None	Not available
Fees and insurances	41%	7%	None	Not available

Sources: Sozialdienst Nordschleswig, Minderheitenbericht der Landesregierung 2003, BDN (Jahresrechnung 2006).

The greatest social needs of the Roma/Sinti are in the area of education. At the behest of three Roma/Sinti women who wanted to bring about change, a mediator program has been implemented in three schools in Kiel since 1995. The so-called “mediator model” employs Romany-speaking teacher’s assistants who are usually national minority members themselves. The program aims at improving the societal participation of Roma/Sinti children in the area of education. Results show that the program has been successful in numerous ways. The fact that it was pioneered and suggested by members of the Roma/Sinti community shows that even under difficult conditions, national minorities in Schleswig-Holstein can contribute to society with social capital.

Other social services provided by the national minorities include the long-standing tradition among the Danish national minority to organize working class members in the *Sønderjysk Arbejderforening (SAF)* which, among other activities, has been instrumental in supporting victims of the Nazi regime in getting compensation. The sociological composition of the Danish national minority has been primarily a labour and wage earner one with a smaller group consisting of functionaries and business owners. The Danish national minority also administers the *I.C. Møller Foundation* which donates small grants to the needy and the sick. Similarly, the German national minority supports needy members through the *Deutsche Selbsthilfe Nordschleswig* which offers small loans as well as co-financing to young families with children wishing to buy or build a home.

Humanitarian help is likewise a large part of the social services rendered by national minorities to their members. This is a completely voluntary sector which aims at retired members of the national minorities. Activities are organized in clubs and include excursions, lectures, arts and crafts, dancing, gymnastics, and games. The voluntary work of individuals organizing these events has been recognized by the majority on several occasions with the awarding of medals for their good service.

Table 14 – Standortfaktors in social services

Hard	Soft
Infrastructure of care institutions	Voluntary and humanitarian contribution
Additional jobs in the labor market	Self-administration of social services institutions
Funding allocated from non-national (external, kin-state) sources	Extra care for needy Roma/Sinti children
Credit and funding offered the needy	

## 1.5 Economic Sector

Estimating the competence of a national minority culture in terms of economic factors is a daunting task. We all contribute as citizens and residents. We pay our taxes, we support the economy as consumers, and we contribute to the GDP as producers. This is the same whether we are members of the majority or a national minority. Many of the national minority contributions that we have established are in fact also economic contributions, such as performing arts, festivals, museums, libraries, sports and youth clubs, media, and extra jobs in education. Every time an event or a festival takes place, the use of the services of the general society are of course drawn upon. This means jobs of the majority population are also involved. Moreover, it is estimated that the Danish national minority “creates” approximately 1,800 jobs in Schleswig-Holstein and the German national minority represents 350 jobs in their region. To this should be added the funds flowing from both kin-states (approx. EUR 55 million from Denmark and 9 million from Germany). How these contributions are transformed into direct measurable indicators is beyond the scope of this study. Moreover, a survey of individual members of the national minorities was not possible. Instead, the manner in which the national minorities have put their human, social, and cultural capital to use is seen as a contribution to the economic sector.

In addition, there are a number of organizations that contribute more directly to the economy. These are identified as institutions where national minorities create economic activity, not only as members of the general society, but also as representatives of a certain cultural need for economic activity. In the border region, national minorities are contributing to the economy this way in:

- Agriculture
- The financial sector
- The environment
- Energy
- The print media
- National heritage tourism

### 1.5.1 Agriculture

Due to the high percentage of the members of the German national minority who are active in the agricultural sector, agriculture has been both an economic and a political issue to the German national minority. The agricultural sector has been one of Denmark’s strongest sectors for several centuries and also the sector that produced the strongest social capital. With modernization of the agricultural sector in the second half of the twentieth century, the social capital has eroded somewhat due to monopolization. In this process, the German national minority has, however, remained strong on social capital through the

agricultural self-organization it developed in the region of North Schleswig. This strong self-organization is evidenced in the pioneering position that the national minority has taken in the transition to organic farming in Denmark. Today, 15% of Danish organic farming is found in the region of North Schleswig.

The *Landwirtschaftlicher Hauptverein für Nordschleswig* (LHN - the Main Agricultural Association for North Schleswig) is an example of social capital. The LHN is one of the smallest agricultural associations in Denmark, but nonetheless one of the pioneering ones. It offers advice to farmers and is an important participant in ensuring and developing a well-functioning agricultural sector in Southern Denmark. Its strategy aims at securing the cultural identity of farmers and the farming sector as well as the maintenance of memberships and the dynamic and modern structure of the association. This asset has therefore benefited the national minority in its aim to establish itself since 1920 and especially as a modern national minority after 1945. This social capital generation of the German national minority has also benefited the greater society, since members of the LHN are elected to high positions in regional agricultural councils. Most important is its contribution to Danish farming in general and organic farming in particular.

In Schleswig-Holstein, both the Danish national minority and the North Frisians have a long tradition in farming. The history of Danish national minority agricultural co-operation goes back 141 years in Schleswig and is thus a product of both the Prussian politics in the region and the emerging movement of cooperative farming in Denmark. As agriculture was a major occupation at the time in this part of Europe, it was natural to cooperate on issues of farming, financing, and information. It was thus in this period that the credit union in support of farmers and the newspaper were established in Schleswig.

*Fælleslandboforeningen for Sydslesvig* is a fully functioning support organization for the Danish national minority farmers in Schleswig-Holstein. It provides advisory services on animal husbandry, cultivation, machinery, and buildings, and it provides a cultural guide function to visiting interest groups. In spite of its fairly small size, *Fælleslandboforeningen for Sydslesvig's* members have received prizes for their star productions. In 2001, the best Hereford livestock in Schleswig-Holstein was stock from a Danish national minority farm.

Table 15– Minority agriculture

	Fælleslandboforeningen for Sydslesvig	Landwirtschaftlicher Hauptverein für Nordschleswig
Membership	255	650 (members and customers)
Employees	3	38
Annual budget in EUR	300.000	2.4 million

Sources: [www.lhn.dk](http://www.lhn.dk), BDN (Jahresrechnung), [www.syfo.de](http://www.syfo.de)

### 1.5.2 Finances

Just as the need of the national minorities for obtaining credit was important in the social sector, so it is in the agricultural sector. Both the Danish national minority in Schleswig-Holstein and the German national minority in Denmark have longstanding traditions of providing credit loans to their own farmers. The Danish minority has its own bank, the *Union Bank*. In Europe, only large national minorities such as the South Tyroleans and Catalans have their own banks. The fact that the national minorities in the border region have credit unions shows how serious the establishment of permanent and viable economic life was to the national minorities. These were not transient visitors seeking to reap the richness of the soil and then flee. Clearly, the farming traditions in all three of the large national minorities were a factor both in creating permanency in the region and stability in the local society. They were there to stay.

*Slevigs Kreditforening eG* services both Danish national minority farmers and North Frisians. To obtain loans, one has to prove membership in one of these national minorities. However, the banking side of *Sle-*

vigs Kreditforening eG, the *Union Bank*, is open to normal business with the majority. The Danish national minority first established a credit facility during the years immediately following the annexation of the Duchy of Slesvig by Prussia. The need to financially support farmers was paramount. Loans can only be had for purposes in South Schleswig. In North Schleswig, the *Kredit-Garantie-Ausschuss des BDN* services the farmers from the German national minority with loans for various purposes. Both credit unions offer favorable conditions and low interest rates for loans.

Table 16 – Minority credit facilities

	Slevigs Kreditforening eG	BDN Wohnungsbauausschuss	Frisian minority / Roma/Sinti
Members	1.600	-	None
Maximum size of loan in EUR	120.000	up to 10% of the purchase/construction price	None
Interest rate	5.25% (2005)	2% (2007)	None
Average loan period	11 years	25 years	None
Total loan amount in EUR	3 million (2005)	430.000 (2007)	None

Sources: Sydslesvisk Årbog 2005, BDN, Friisk Forining

Finally, the Danish national minority has established a trade association, the *Dansk Erhvervsforening i Sydslesvig*, which represents Danish commercial interests by being the link to the majority society through the activities of its members. It has therefore also become actively involved in the local debate about the development of the border region and a new regional profile.

### 1.5.3 Environment and Energy

In the environmental sector, we see the three national minorities from their most modern side. The environment is of interest to many people living in the border region due to the proximity of both the western coast and the eastern coast. Both bodies of water are of concern in terms of environmental protection. But the air and nature are also of great concern. The contribution of the three large national minorities is considerable in the area of environmental protection.

First of all, the German national minority's farmers have taken the lead in the quest for developing alternative energy in the border region. Of course, the border region is one of the leading wind energy regions. But the German national minority is actively promoting bio-energy, and the head of the LHN is now a principal figure in a new bio-energy park established close to the border in Tønder.

Secondly, the North Frisians are involved on a continuous basis in the protection of the coastline of North Friesland as well as in the establishment of the Wadden Sea Euro-region. The aim of this Euro-region is the protection of the biodiversity in the wading waters off the western coast. Most recently, the SSV has supported an application by the Schleswig-Holstein government to UNESCO for protection of a "Schleswig-Holstein Wadding See" national park. In addition, the North Frisian member of the political party SSV, Lars Harms, has emerged as a tireless speaker and defender in the Schleswig-Holstein Landtag of the environment in Schleswig-Holstein. Other political active members of the North Frisians are also involved in bio-energy development in Schleswig-Holstein, and many North Frisians work in the large wind energy sector in the border region.

Thirdly, young members of the Danish national minority have recently initiated a "think globally, act locally" initiative within the national minority which seeks to mobilize individual members of the national minority to become more environmentally conscientious. The "think globally, act locally" movement is active world-wide at the grassroots level. The so-called "Glokale Sydslevigere" have established an association called "Handle/forvandle" and are seeking to involve members directly through meetings and events. In addition, it has challenged the corporate body of the Danish national minority, the *Sydslesviske Forening*

(SSF), to adopt green budgeting in all its administrations. This is a voluntary initiative that is seldom seen in rural areas such as border regions.

#### 1.5.4 Print Media

The contribution that the national minority print media provide to society is through the two newspapers *Flensburg Avis* and *Der Nordschleswiger*. Both are private companies with the requirements related thereto. As such, they offer job opportunities in the region. But more importantly, the two newspapers contribute to the opinion-making and the intercultural dialogue in the greater society through their editorials and debate pages. Arguably, the two newspapers are the most visible institutions of the national minorities in the region. This adds to the multicultural picture of the border region, and as long as the journalistic quality is high and politically sensitive, it also promotes and furthers intercultural tolerance and respect.

Table 17– Minority printed media in the economy

	Flensburg Avis	Der Nordschleswiger	Frisians and Roma/Sinti
Number of employees	Ca. 100 (of which 26 editorial collaborators)	32 (of which 18 journalists)	None

Sources: Flensburg Avis, Der Nordschleswiger,

#### 1.5.5 National Heritage Tourism

Finally, the museums run and operated by the national minorities are clearly a contribution to the economy in the sense that they enrich the range of attractions that the border region can offer tourists. Since the tourist sector is seen as a major growth sector in the region, the contribution is of great significance. However, for a further examination of tourism and national minority heritage in terms of the impact on tourism of national minority cultures, see Chapter 3 below.

It should be noted at this point, however that much of the work done by national minorities in the museums is voluntary. In North Friesland, this is the case with many of the small cultural heritage and archeological sites on the west coast and on the coastal islands. Of importance here is also the effort to have the entire Dannewirke area declared a UNESCO protected site. The process is apparently lengthy and complicated, but it appears that the Danish national minority is cooperating intensely through the implementation of its networks in Denmark, as well. The networking of the national minorities with their kin-state authorities is therefore a factor that also benefits the greater society.

Table 18 – Standortfaktors in the economic sector

Hard	Soft
Infrastructure of institutions	Innovation in agriculture and the environment
Credit facilities	Special services offered in agriculture
	Self-administration of services institutions
	Political engagement in agriculture and the environment
	Opinion making through the printed media

## 2. National minority Cross-Border and Transnational co-operation

Cross-border co-operation (CBC) is one of the areas that the European Union has promoted as a tool for increasing the territorial cohesion among the member states of the Union. As a result, border regions

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have become the object of economic development within the EU. The consequence has been that border regions have begun to draw up joint strategies rather than traditional national strategies for peripheral areas. This study is a direct outcome of such a strategy.

Local synergies based on complex networks of public-private linkages are extremely important in shaping strategies, and national minorities can become the intermediaries in this process. Especially in regions where several national minority cultures and diverse values cohabit, the mobilizing of local energies requires institutional set-up. The Danish national minority, the German national minority, and the North Frisians have contributed to this process with their own networks. Helped by the opening of the border when Denmark joined the Schengen Agreement in 2001, national minority CBC activities have been established in most of the sectors of society surveyed for this study with regard to national minority institutions. The national minorities have acted as “midwives” for new ideas and approaches on several occasions and certainly as “bridge builders” in the recent past. The Roma/Sinti do not participate in CBC but are active in transnational co-operation.

However, it has been noted by observers in the border region that the willingness to act as intermediaries is a fairly recent phenomenon. The establishment of a Euro-region in the German-Danish border region caused considerable concern – especially in the Danish national minority in Schleswig-Holstein, as it feared, among other things, that institutionalizing border co-operation could result in non-democratic institutions. The German national minority, on the other hand, was supportive from the very beginning, and the North Frisians remained neutral. Today, that is history. The Region Sønderjylland-Schleswig is a fact and is increasingly becoming a best practice example for Europe. (For a discussion of the institutional co-operation in the border region, see Part IV). This is of course mainly due to the acceptance by the majority and in particular among local politicians that such an entity is necessary. The potential *Standortfaktor* of the national minorities in the development of CBC is thus not as founders but as “bridge builders” and sometimes as “midwives” of subsequent action, roles which they have now completely taken on.

This chapter provides the analysis of the contribution that the national minorities make to society through their participation in CBC and transnational co-operation at the European level. Since national minorities cooperate with both their kin-culture and with the other national minorities across the border, national minority CBC is analyzed both in terms of the intracultural (kin-cultural) and the intercultural (national minority) factors.

## **2.1 Political co-operation**

Both the Danish national minority and the German national minority have been involved in the Region Sønderjylland-Schleswig since its establishment in 1997 and have participated as observers or in their capacity as municipal representatives. With the restructuring of the Region in 2007, the two national minorities have become directly included as representatives in the Assembly of the Region and it is under discussion to include them in certain committees (fall 2007).

In 2004, the national minorities in the border region established a new co-operation forum, the DialogueForumNorden (DFN) together with the Schleswig-Holstein Commissioner of the Minister-President for National minority Affairs and Culture, a number of organizations working with national minority issues as well as politicians. The aim of the DFN is to strengthen the impact of issues related to national minorities within the fields of information, coordination, and co-operation without limiting the sovereignty of the members.

In 2005, the two national minority parties *Sydslavisk Vælgerforening* (SSV) and *Slesvigske Parti* (SP) officially entered into CBC relations. In their statement, the two parties noted that:

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We want tangible results for the citizens of the border region: the cultural and psychological barriers which are still present on both sides of the border must be overcome. Thus it is important that the citizens of the border region see concrete results in the cross-border co-operation.

In March 2006, the two parties held a conference addressing the strengths of the border region and how to use these in areas such as the labor market, culture and education, health, and commerce.

Both national minority parties work for the continued breaking down of barriers at all levels, including within the minds of the people. Towards this end, they promote national minority language learning, and they work on fostering a regional identity based upon intercultural relations and border region co-operation.

Given the strong relationship between the Danish government, including the royal family, and the Danish national minority, the *Sydsvigsk Forening* (SSF) cooperates extensively across the border at the political level. While co-operation in other areas is usually project-related, the political co-operation is functional and issue-related. This may include border region issues but often also involves general political functions, such as the relations to the Danish Consul General in Flensburg, practical issues related to royal visits and visits of political dignitaries, official or unofficial, as well as problems arising from the political relations between Denmark and Germany. The representation office in the Danish parliament is a major player in many of these functions. In 2006, the SSF acted as intermediary between German television providers and the Danish government when the German providers announced cuts in the allotment of channels to the programs of the Danish broadcasting company, *Danmarks Radio*.

Similarly, the German national minority acts as intermediary between Schleswig-Holstein and the Danish authorities. Functions and issues that are not addressed directly between Copenhagen and Berlin because they are local matters are often mediated via the German national minority in Åbenrå. Here, as well, the German national minority's contact office to the Danish parliament is highly active. The German national minority is also involved when official visits from Germany take place.

Finally, joint preparations for the celebrations of the fiftieth anniversary of the Bonn-Copenhagen Declarations in 2005 were in fact possible due to the year-long informal co-operation that the national minorities across the border had followed.

As a result of the fiftieth anniversary celebrations, a joint German-Danish commission was established to analyze the problems surrounding commuting across the border for work. Numerous administrative hurdles exist for individuals who wish to take work on the other side of the border. Given the high unemployment in Schleswig-Holstein in comparison with the economic boom in Denmark, many jobs are available and open to Germans living in Schleswig-Holstein. Danish employers have indicated that they would like to see more Germans commuting for work across the border. Members of the national minorities participated in this joint commission in 2006.

## **2.2 Cultural co-operation**

National minority CBC in the area of culture has emerged as a very strong tradition in the border region. The field includes CBC on

- Classical music
- Children's theater
- Film and music festivals
- Annual National Minority Day meetings
- Library and museum co-operation
- Religious services

- Leisure attractions
- Youth co-operation
- Media and public information

### 2.2.1 *Classical Music and Theater*

*Sydslesvigsk Forening* (SSF) has a long history of close co-operation with the Sønderborg Symphony orchestra. The chairperson of the SSF's Committee on Theater and Classical Music participates in meetings of the Symphony and is represented both on its Board and in its Coordination Council. Moreover, in connection with the reform of the counties in Denmark, the newly established Region Syddanmark has prepared a new plan for cultural enjoyment. The chairperson of the SSF's Committee on Theater and Classical Music also participated in this effort, and as a result, a chapter on culture and music in South Schleswig has been introduced and recommendations made to improve the networking across the border on music and theater.

Other cross-border initiatives are in the works within the SSF's Committee on Theater and Classical Music. It is expected that the Committee will enter into co-operation with Sønderjydsk Teaterforening, a sister organization north of the border. Finally, the opera festival in preparation for 2009 has been named "Opera on the Border".

In co-operation with the Schleswig-Holstein Landestheater (State Theater) and Symphony Orchestra, the BDN *Kulturausschuss* offers a subscription to the *Flensburg Landestheater*. For the 2006-07 season, there were 235 subscribers (256 for the 2005-06 season) from the local chapters of the BDN for a total of six theatrical productions in Flensburg. Non-members of BDN are also able to buy subscriptions, although at a correspondingly higher price.

Co-operation is also cultivated in the arena of music and concerts (for example, joint concerts with the Flensburg String Quartet). In addition, the German *Volksgruppe* is present at various events in Germany (in 2006, these events were Schleswig-Holstein Day, the third running of the national minority marathon (YOU!!!MM) in Flensburg, and German Unity Day in Kiel). By participating in these events, the German group has the opportunity to become known on the other side of the border and to make new contacts.

The third German-Danish Children's Theater Festival, which took place in February 2006, gave performances in venues both north and south of the border, earning good reviews in the world of children theater around the world. The theater festival featured twenty-five productions by well-known German, Danish, and Norwegian theater companies. A fourth festival is being planned for 2008.

### 2.2.2 *Film and Music Festivals*

The first folkBALTICA festival took place in 2005 and attracted 2,200 listeners. It is funded by Nordisk Kulturfond and arranged by Nordpool in collaboration with the SSF, Sydslesvigs Danske Ungdomsforeninger, and the information office of the Nordic Council in Flensburg. This is a festival representing Nordic music with attendance from both national minority and majority members.

Also in 2005, the first annual National Minority Film Festival took place in 2005 in conjunction with the annual National Minority Marathon. This is a new co-operation between the Danish national minority and the German national minority. It is supported financially by the SSF, the BDN, the FUEN, the Region Sønderjylland-Schleswig, and the National Minority Marathon (private enterprise). The Festival organizes screenings on both sides of the border of relevant films about national minority groups. In connection with the Film Festival, the annual National Minority Marathon – YOU!!!MM – is now held every September in Flensburg.

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The North Frisians also organizes film festivals with international attendance. The second annual National Minority Film Festival was organized in 2006 by *Friisk Foriining*. This event has now become an international festival with participants from many of the small European national minorities that do not have a kin-state. The 2006 festival took place in Husum in Nordfriesland and included, among others, films and music in the Scots-Gaelic, Frisian, Romansch, and Ladin languages.

### 2.2.3 Annual National Minority Days

The annual celebration meetings which both the Danish national minority (Årsmøderne) and the German national minority (Deutscher Tag) organize bring together prominent politicians from both Denmark and Germany. These celebrations usually receive high visibility in the local media. In 2007, the motto for the Danish National Minority Day was “Hen over Grænser” (across borders), while the German national minority met under the motto “Minderheit als Mehrwert” (national minority as added value). Numerous subjects are discussed and raised by the prominent speakers. In 2007, the co-operation across the border received specific attention, not least in light of the new regional structure implemented in Denmark as of January 2007.

### 2.2.4 Libraries, Archives, and Museums

The national minority museums are increasingly also cooperating across the border. With funding of EUR 200,000 from the federal government and the government of Schleswig-Holstein, the Danevirke Museum became the leading partner in the restoration and conservation work on the Valdemar Wall in 2006. The work on the almost thousand year-old wall begun by the Danish King Valdemar in 1170 is part of the strategy to become a UNESCO world heritage site and is a joint German-Danish effort. This is a collaborative effort between the Schleswig-Holstein government and the Danish National Museum. But more importantly, next to the Archaeological Park, Danish and German engineering teams have worked together side by side for some years now to reconstruct a part of the redoubt built by the Danish troops during the battle of 1864, the so-called *Skanse 14*. In addition to bringing the teams together for a joint cause every year, the Danevirke Museum was also the site where the two current heads of state of Denmark and Germany met for the first time in 2004.

A project intended to raise awareness in the general public of national minorities on both sides of the border was initiated in 2007. The German Museum of North Schleswig, the German School Museum, and the Danevirke Museum began a joint project on “National Minority Life”. Some other research organizations from the border regions are participating as well. The project is divided into two parts: the collection of artifacts related to national minorities and the regional history of North Schleswig, and the so-called “Memory Workshop”.

At the level of academic research co-operation, several initiatives are ongoing. Since 1993, the Archive/Historical Research Center has been organizing “Schleswig Conversations: German-Danish Encounters” along with the German Cultural Society of Flensburg, earlier known as the Institute for Regional Research and Information in the German Border Region. The project’s offerings include lectures and discussions on historical and current themes dealing with the special situation of the German-Danish border region and the former Duchy of Slesvig. Events take place alternately in North Schleswig and Schleswig-Holstein and serve to deepen the historical dimension of the regional community of Sønderjylland/Schleswig.

In addition, a German-Danish library forum has been in place since the end of the 1990s. On the German side, the library forum includes the Schleswig-Holstein Central Library, the Central University Library of the University of Flensburg, the Flensburg Municipal Library, and the Library of the European Centre for National Minority Issues and Central Danish Library of Slesvig. Participants on the Danish

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side are the community libraries in Apenrade/Åbenrå, Hadersleben/Haderslev, Sonderburg/Sønderborg, and Tønder/Tønder; the Syddansk University Library, and the German Central Library of Apenrade. The forum is financed by Interreg funds and meets approximately four times per year. The forum's emphases include information exchanges, networking, planning, and joint projects, including a Cross-Border Library Day to give library personnel the opportunity to get to know one another and participate in a knowledge exchange. The Library Forum has also spearheaded the founding of a joint Internet portal.

With the aid of funds from the State Culture Association, the Nordfriisk Instituut, the Danish Library Administration, and the EU INTERREG III A Program, the Nordfriisk Instituut and the Sønderjyisk State Library have developed the bilingual Internet portal "Grenzlandportal" [Border Region Portal]. The Grenzlandportal is a trans-border civic information system for the fields of education and science, management and infrastructure, culture and leisure activities, tourism and commerce, and history.

### 2.2.5 Media and Public Information

Border region newspapers such as *Flensborg Avis*, the Schleswig-Holstein news press *sh:z*, and *Der Nord-schleswiger* have agreed, beginning in 2008, to present the Schleswig-Holstein and Southern Denmark region journalistically, and therefore provide communication without borders. Every week, all three newspapers will publish a special page on the political, economic, cultural, and social aspects of the border region. In addition, they will publish a fifty-two part series on cultural diversity in the border region, dining, architecture, and the academic community. The intent of this series is to contribute to cross-border understanding as well as providing insights into the economic, cultural, and tourism diversity of the region.

### 2.2.6 Youth

The youth organizations are very active across the border. In connection with the annual sports festival of the Danish sports associations in 2006, the SdU collaborated with the German national minority in Denmark and the Danish *Grænseforeningen* to include a section on national minorities. Bringing together young people from twelve European national minorities, the SdU continued the success from the "Cultures in Dialogue" program the previous year.

Cultures in Dialogue took place on both sides of the border in the summer of 2005. Bringing together 160 young people for two weeks – members of national minorities as well as majorities – this international event aimed at getting the young people to discuss each other's situations and draw up a final resolution to be forwarded to the EU. The program was a collaboration between the SSF, the BDN, the North Frisian youth organization and the Danish *Grænseforeningen*.

Another series of programs that is worth mentioning is "Youth in the Border Region", which has been sponsoring a trilateral (German-Danish-Polish) cultural work camp every summer since 2002. Young people from the border region work together in artistic workshops (sculpture, graphics, theater, and writing workshops) with the goal of "bridging distances, meeting strangers, bringing together the border region." In 2006, project initiators released a documentary of the meetings from 2002 to 2005 entitled "Frontier Runners: National and Artistic Border Crossings." The German-Danish boarding school in Tinglev, supported by the Adult Education Association for North Schleswig (VHV), further enhances the program's offerings.

Together with *Deutscher Jugendverband Nordschleswig* (the youth organization of the German national minority in Denmark), the local Danish sports association and the Flensburg football association, the SdU organized and participated in "Football without Borders" in 2005 in commemoration of the Bonn-Copenhagen Declarations. Similarly, 1,100 pupils from sixth grade both north and south of the border met in 2005 to compete in a large sports event in Husum, Schleswig-Holstein.

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*Deutscher Jugendverband Nordschleswig* is also very active with other youth organizations in Schleswig-Holstein. Sister organizations of the *Deutscher Jugendverband* include *Landesjugendring Schleswig-Holstein* and *Landessportverband Schleswig-Holstein/Sportjugend Schleswig-Holstein*. Joint German-Danish programs are also worthy of mention, such as the German-Danish Sportfest, which took place for the fifth time in 2006, when 908 participants competed in sports and dancing in 44 mixed groups of Germans and Danes.

The route of the border is a thematic bike path that introduces bikers to the German-Danish border region, leading them past cultural and historical experience stations and regional sights both natural and cultural. The description of the border route in the biking guide places special emphasis on the unique life to be found on the border, which is particularly shaped by the three national minorities and five different languages. This biking guide was developed with funds from, among others, the INTERREG III A.

### **2.2.7 Ecclesiastical co-operation**

Finally, co-operation across the border is also taking place within the church. In June 2006, *Dansk Kirke i Sydslesvig* (DKS) together with the German church in Denmark held a church convention for the first time, or “Church without Borders”. The day included one communal service in the border town of Bov. In addition, a convention of Danish and German national minority vicars was held in 2006 in Løgumkloster north of the border. This will be repeated once a year in the future.

## **2.3 Co-operation in the Area of Education**

Numerous CBC projects exist in the area of education in the border region. Most of these are not, however, initiated by the national minorities. But given that the aim of these projects is primarily intercultural exchange, the national minorities have of course been natural partners.

With regard to CBC in the area of schools and education, various school partnerships between schools on both sides of the border merit primary mention. Partnerships between Danish national minority schools in Germany and schools in Denmark as well as German national minority schools in Denmark with schools in Germany play a central role here. However, schools of ethnic majorities participate in cross-border partnerships as well.

In addition, other joint events and project days are organized for students from Germany and Denmark, as well, including sports days such as the Regional Cup, or the SpoReg (sports in the region) initiative, whose aim is to promote cross-border activities between schools and sport organizations throughout the region. Each year, the Region Sønderjylland-Schleswig funds a school sports day (German-Danish School Sports Day) at sites on alternating sides of the border. In addition, a German-Danish youth forum takes place every year which is organized by various schools from Germany and Denmark (majority and national minority schools) along with the regional office for the Region Sønderjylland-Schleswig. The youth forum brings students together for several days, during which they participate in various workshops. Two classes from different schools work quite closely with one another during the run-up in order to be able to introduce each other at the youth forum. In 2006, eight classes participated in this forum, four from Germany and four from Denmark, including classes from one German national minority school and one Danish national minority school.

Three important projects that saw direct participation of the national minorities were implemented in 2005. Firstly, three high schools – the German Gymnasium in Apenrade, Denmark, and the Duborg Gymnasium and Louisenlund in Germany – collaborated on a project seeking the traces of history in the old Duchy of Slesvig. The project was initiated by the *Landtag* and supported by the SSF and the BDN. It was initiated before the celebrations of the fiftieth anniversary of the Bonn-Copenhagen Declarations

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and produced a beautiful book delineating various historical traces, sites, and events in the history of the Duchy of Schleswig as seen through the lens of the young participants.

Secondly, an initiative sponsored by the Region Sønderjylland-Schleswig conducted Language Awareness Days on both sides of the border. Thus, the *Dansk Skoleforening i Sydslesvig* participated in the “Danish Language Day” in South Schleswig with the aim of drawing attention to Danish as a second language in the region. A number of students from Flensburg University and the Teachers’ College in Haderslev taught Danish in German schools for a day. The German pupils were also informed about the availability of Danish libraries in the region.

Thirdly, the North Frisians were active in the INTERREG III A project *Europaklasse Tønder-Niebull*. This joint German-Danish Programme was arranged from 2003 to 2006 by the Friedrich-Paulsen Schule Niebull (Germany) and the Gymnasium Tønder (Denmark) and partially financed by funds from INTERREG III A. The twenty-eight students who participated in this class (fourteen per school) were instructed half of the time by German teachers and half of the time by Danish teachers. Alternate semesters were held in Tønder and Niebull. Classes were taught in German, Danish, and English. At the end, the students received a diploma recognized on both sides of the border.

Beginning in 2007, the project was continued with independent financing (that is, without the INTERREG funds). Its organizational model will undergo only a minimum of change – the program will again include fourteen German students and fourteen Danish students and classes will still be taught in German, Danish, and English. In the future, however, only one class (biology) will still be taught in English. In addition, the site of instruction will not change by the semester, but rather by the year. The first and third year of instruction will take place in Tønder and the second year will take place in Niebull. Instruction in the new Europe class will begin in August 2007.

Finally, an initiative by the Danish *Grænseforeningen* has established so-called “student ambassadors” at the Danish Duborg Gymnasium in Flensburg. The students who are elected ambassadors travel to Denmark to inform Danish youth about the national minorities in Schleswig-Holstein. This has proven a successful initiative as the knowledge among the younger Danish generations is not great with regard to the border region. As such, it may also contribute to the improvement of the intercultural dialogue between the majorities.

The low level of national minority-initiated projects in the area of education should probably be seen in the light of the high degree of activity that exists between the public education systems of the two national states. This activity is discussed further in Chapter 6 in terms of intercultural dialogue.

## **2.4 Economic co-operation**

The contribution of the national minorities to cross-border trade and business relations has been difficult to measure. The trade organizations discussed in the previous chapter of course co-operate with their counter parts on the other side of the border. Germany has for many years been Denmark’s most important trading partner. There is therefore a natural bridge function that the national minorities can perform.

It is clear that the attention of commercial enterprises on both sides of the border is tuned to the activities and methods used by kin-state enterprises. In that sense, the national minority organizations in the economic sector can be the first to pick up new trends and ideas. Through their CBC networks, they are also in the position to spot opportunities that might otherwise not be identified. Thus, the German *Volksgruppe* in Denmark has been the “midwife” of important economic CBC projects, including the utilization of German emergency helicopters on both sides of the border, the establishment of ambulance services across the border, and the initiation of an express bus line from Flensburg to Husum. The latest initiative discussed in the previous chapter is the bio-energy park in Tønder. Finally, the national minority has also suggested the CBC hospital near the border.

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In the area of farming CBC, the German *Volksgruppe* is also visible. The organic farmers from the *Landwirtschaftlicher Hauptverein für Nordschleswig* (LHN) of the German national minority have for a number of years been engaging with farmers in Schleswig-Holstein to energize this approach south of the border. Organic farming represents 6% of farming in Denmark as opposed to only 3% in Schleswig-Holstein. This is in spite of the fact that the consumers in Schleswig-Holstein are now more willing to buy organic products.

Similarly, the Danish national minority organization *Fælleslandboforeningen for Sydslesvig* facilitates visits by German agricultural associations and politicians to North Schleswig. This is contributing to the improved understanding about farming across the border.

In the field of agriculture, a German-Danish co-operation in the marketing of regional organic products (grains, organic beer, baby food, and vegetables) is going strong between the Vermarktungsgesellschaft Biozentrum and Bioland Schleswig-Holstein.

## **2.5 European co-operation**

As we have noted, the networking competencies of the national minorities do not stop at the border. All four national minorities in the border region are internationally involved at the European level. They are all members of the Federal Union of European Nationalities (FUEN). The German *Volksgruppe* is a founding member of the FUEN and remains very active in its governing bodies and activities. Through the FUEN and the good connections that the national minority keeps with many of the other German *Volksgruppen* around Europe, the German *Volksgruppe* in Denmark holds a very high international profile. *Nordfrische Feriin* is active in the FUEN together with the East Frisians in Saterland and Niedersachsen, and both the Danish national minority and the Roma/Sinti participate permanently. The FUEN secretariat is housed on the Danish national minority's premises in Flensburg, and the Vice President is from the Danish national minority while the newly elected President is a member of the German *Volksgruppe*.

As members of the FUEN, the national minorities maintain direct contacts with the European Parliament and the Inter-group for Traditional National Minorities. Recently, the FUEN has established a permanent Contact Forum with the Inter-group. The FUEN furthermore maintains working relations with the major international organizations in Europe, including the Council of Europe and the OSCE.

As members of the FUEN, the national minorities also cooperate on study visits in the border region. An example has been the study visits organized in co-operation with the two national minority newspapers for national minority and majority journalists who are members of the European Association of Daily Newspapers in Minority and Regional Languages (MIDAS). Study visits bring numerous members of other national minorities to the region to learn about the organizational and institutional structure of national minorities there.

The national minorities are also members of the national committees of the European Bureau for Lesser-Used Languages (EBLUL). This is a democratically governed NGO promoting languages and linguistic diversity. Unlike the FUEN, activities of the EBLUL are not political but purely cultural. It is based upon a network of national committees in most EU member states. It plays a preeminent role in information generation, sharing, and networking in the field of language promotion at the European and international levels. The EBLUL develops its activities based upon an annual program approved by the European Commission, and it receives an annual grant as a European body active in the field of culture, namely, for disseminating information on Community action in the field of languages and for representing and informing lesser-used language communities on EU policies and funding programs which are appropriate to their languages. A member of the Danish national minority currently sits on the board of EBLUL. The North Frisians have been particularly active in this committee, due to their concern to preserve and expand the use of the Frisian language.

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In addition, the German national minority's BDN often hosts dignitaries from all over the world. Every year several foreign ambassadors visit the *Nordschleswiger Haus* in Apenrade, and foreign political delegations on working trips also stop by the General Secretariat to learn about national minority issues in Denmark and the border region. This is remarkable, since most national minorities that receive foreign dignitaries are normally of international interest due to their situation as partners in a current conflict.

As such, the German *Volksgruppe* was at the forefront of initiating intercultural dialogue among Central and Eastern European countries which are the home of numerous national minorities. In 1995, under the guidance of the Secretariat in Copenhagen, the German *Volksgruppe* chaired a trilateral seminar meeting between parliamentarians from Romania, Slovakia, and Hungary in which the parliamentarians met for the first time. Danish parliamentarians and the Danish national minority in Schleswig-Holstein also in the meeting participated. The seminar was considered a success, and a follow-up seminar was organized in 1999 in which the same countries participated.

Both the Danish national minority and the German *Volksgruppe* are also internationally active at the youth level in the organization Young European Nationalities (YEN). The Danish national minority is represented by the *Sydslesvigske dansk Ungdom* (SdU), while *Die Jungen Spitzen* represent the German *Volksgruppe*.

### 2.5.1 North Sea co-operation

At the level of North Sea co-operation, the North Frisians have been highly active in acting as “midwives”. A political roundtable was held at Leck in 2006 with North Sea co-operation as the main item on the agenda. The three Frisian groups pride themselves on being the pioneers of this international co-operation across the North Sea, which has turned into a considerable political agenda. For Schleswig-Holstein, the involvement of the North Frisians in the North Sea co-operation is strategically important, and the *Frasche Rädj*, Section North has discussed various options for further collaboration in the field of culture, education, and environmental protection with the political parties in the *Landtag*. With the assistance of the SSV and its North Frisian member, Lars Harms, there is now an initiative in the *Landtag* to make Schleswig-Holstein the leader in the North Sea co-operation and to seek closer CBC across borders to the north, south, east, and west.

Other projects in which the North Frisians are involved include the Euro-region Wadden Sea, which consists of a number of the islands off the west coast of Northwest Europe with the exception of Sylt. We have already noted that the aim of this Euro-region is the preservation of the biodiversity in the wading waters off the coast, and the North Frisians have participated in an INTERREG III B project, LANCE-WADPLAN-Integrated Landscape and Cultural Heritage Management and Development Plan for the Wadden Sea Region. This project aims to devise development and action plans for the region.

Furthermore, there is a general desire among politically active North Frisians to form a Euro-region with their cousins in the Netherlands. *Frasche Rädj*, Section North is very active in the co-operation with the other two sections of the *Frasche Rädj*, Sections East and West. Together they meet in the Inter-Frisian Council (IFR) every three years. The three Frisian groups have been meeting since 1925, and in 1930 at their meeting in Husum, the *Frasche Rädj* was founded. In 1955, it adopted the so-called “Frisian Manifest” which was renewed in 2006 with an Inter-Frisian Declaration. *Frasche Rädj* was renamed in 1998 to the IFR. In 2006, the meeting was organized by Section North and held in Leck in Schleswig-Holstein. The theme of the 2006 meeting was “Open Doors” (Ääme dööre) in order to emphasize the dynamic character that national minority work in the regions has taken on in the late the twentieth and early twenty-first centuries.

The North Frisian *Volksgruppe* also employs a cultural consultant attached to the *Friisk Foriining*. The consultant organizes visits for the young members to other linguistic minorities in Europe. In 2004, they

visited friends in Cornwall. The *Friisk Forining* also organizes language visits for all of its members. Visits have been paid both to the Sorbs and to Cornwall. These visits are usually financially supported by the federal Ministry of Culture in Berlin. Finally, the North Frisians also maintain contacts to folkdancers in countries throughout Europe.

The *Nordfriisk Instituut* is also active world wide with its academic agenda. It participates in scientific co-operation and events in many parts of the world. It also advised the European Commission on issues of national minority languages and Community financing. Together with experts on the Frisian language and on language instruction, the Institute held discussions with the Commission in 2006 and introduced some of its innovative projects and undertakings.

### 2.5.2 Baltic Sea Region co-operation

At the level of Baltic Sea co-operation, an important contribution has been the observer status obtained by the FUEN at the Baltic Sea Parliamentary Conference (BSPC). Numerous times the president of the FUEN as well as the members of the SSV have drawn the attention to the importance of the minorities in the Baltic Sea Region co-operation. The minorities have also contributed to the establishment of the parliamentary forum of the southern part of the Baltic Sea (PSO) in which parliamentary committees co-operate. The Danish national minority has participated indirectly in the *Ars Baltica* through the implementation of the *folkBALTICA* project mentioned above.

The contribution to CBC and transnational co-operation of the national minorities is summarized in terms of hard and soft *Standortfaktors* in Table 20.

Table 19 – *Standortfaktors* of national minority CBC and transnational co-operation

Hard	Soft	
	Intra-cultural	Intercultural
Leisure infrastructure (Grenzrute)	"Midwives" (infrastructure projects)	"Bridge builders" (political parties, other political functions, fiftieth anniversary of Bonn-Copenhagen Declarations, joint commission on commuting)
Media co-operation (newspapers, Grenzlandportal)	Political functions (official visits, fiftieth anniversary of Bonn-Copenhagen Declarations)	International goodwill as "ambassadors"
FUEN infrastructure	Ecclesiastical co-operation	Cultural events and activities (concerts, theater, festivals)
Bio-energy park	Organic farming co-operation	Scientific furthering of regional history (museum and library co-operation)
	Bio-energy co-operation	Educational co-operation (Europa-klasse)
	Intra-Frisian co-operation	Youth activities
	"Student Ambassadors"	Religious co-operation
		FUEN, YEN, MIDAS, and EBLUL participation
		"Midwives" (North Sea co-operation)
		International scientific co-operation

## 3. Tourism and National Minority Heritage

The region between Germany and Denmark has long been a popular tourist destination. Tourists select this region because of its proximity to the Baltic Sea and the North Sea as well as for other scenic and climate considerations. Other possible reasons for a visit include the unusual history of the border region and the special situation of its people. An empirical study by the Frisian Seminar at the University of Flensburg of graduating students in North Friesland showed that young people consider Frisian culture to be a connection with the cultural landscape and an important part of their identity. "For a long time, the most important source of income in North Friesland has been tourism. Frisian culture and history are

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a factor here as well. Many tourists value the unique cultural heritage of the region as well as its natural wonders and are sometimes more interested in these topics than natives to the region.”

Within the framework of our tourism research for this project, we pursued the question of whether members of the tourism industry in Schleswig-Holstein and Southern Denmark are aware of the special situation of the region and how this quality can be used to add customer value for visitors.

### **3.1 Theoretical Background of the Study**

Tourism – that is, the traveling to and staying at other places – is a journey into an “alternate world” (Keller, 2000). Tourism makes culture – national minority culture – accessible as long as it is recognizable or physically present, for example, in traditional costume or in architecture. Objects for trade in a market are not just physical art and cultural objects, they also represent expectations, values, and behaviors of a group of individuals, as long as they have been made marketable or are presented thematically and accurately (Pechlaner 2003). Based on this theoretical starting point, national minorities can become an attraction at a destination by their differences from the majority population in lifestyle, values, and behavior, and thus can also create commercial value for a region.

Tourism research divides attractions into three different types. On the one hand, potential visitors decide on a particular destination based on the uniqueness of the attraction. On the other hand, visitors may also decide upon a destination and then visit an attraction that they knew about while planning their trip. Another possibility is that visitors travel to a destination and, once there, find out about an attraction and add it to their trip as a travel experience.

“We can understand tourism as a sort of dream factory” (Keller, 2006). This factory is able to add imaginary value to existing cultural or other attractions. They can be mentioned or introduced to potential visitors in such a way that they become tangible for visitors. Cultural attractions – in particular lifestyles and values, as is the case with national minorities – are intangible attractions that must be presented to visitors as tangible goods in order to increase the significance of an attraction for the destination. When presenting these attractions, it is important not to forget stereotypes in the heads of potential visitors (Keller, 2006).

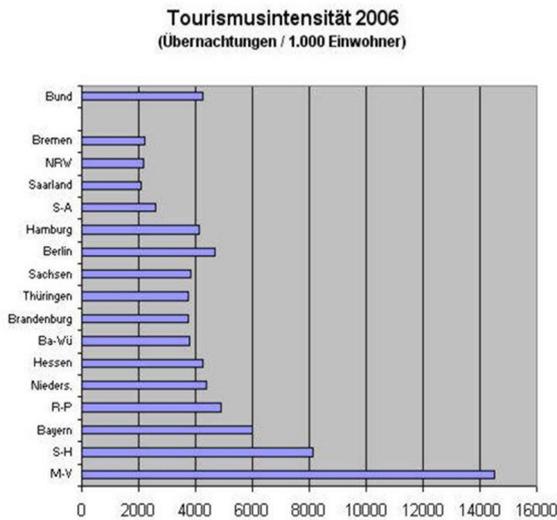
### **3.2 Methodology**

In order to answer the questions listed above, primary and secondary analyses were conducted in the course of the present study. The secondary analysis focused on the question of whether and how national minority regions on both sides of the border are affected by tourism. The first part of the primary analysis was a qualitative expert survey conducted over the telephone. The survey was conducted in March 2007 in Germany and Denmark. Participants in the survey included members of the tourism industry in national minority areas, such as guest houses, hotels, reservation agents, tourism organizations, and museums, as well as political decision-makers, mayors, and opinion-shaping institutions such as schools and clubs. The expert interviews were primarily of an explorative nature and were used in particular to formulate a quantitative, standardized questionnaire for gaining further insights into the border region. At the end of May, the beginning of July, and August 2007 (in Denmark due to different vacation schedules), the questionnaire was sent online to approximately 634 tourist service providers and decision makers in the German-Danish border region. The response rate was 13%. Data were analyzed using SPSS.

In parallel to the online survey, a homepage analysis of the tourism regions in the border region was also conducted. The following criteria were used for the analysis: history, culinary (food and drink), museums, culture, and miscellaneous, always with regard to the national minorities.

### 3.3 Results of the Studies

In the course of the secondary analysis, we attempted to show the extent of the significance of tourism to the national minority regions. Fig. 1 shows that the border region is one of the regions in Germany with the most frequent overnight stays.



Deutsch	English
Tourismusintensität 2006	Tourism Intensity 2006
(Übernachtungen / 1.000 Einwohner)	(Overnight stays per 1,000 inhabitants)
Bund	Nationally

Source: [www.landesregierung.schleswig-holstein.de](http://www.landesregierung.schleswig-holstein.de)

Tourism is the dominant economic factor, especially in the coastal regions, see Fig. 2:

English Translation:

North Sea Coast of Schleswig-Holstein  
Tourism as a Local Economic Factor  
by community

Contribution to the  
National Income

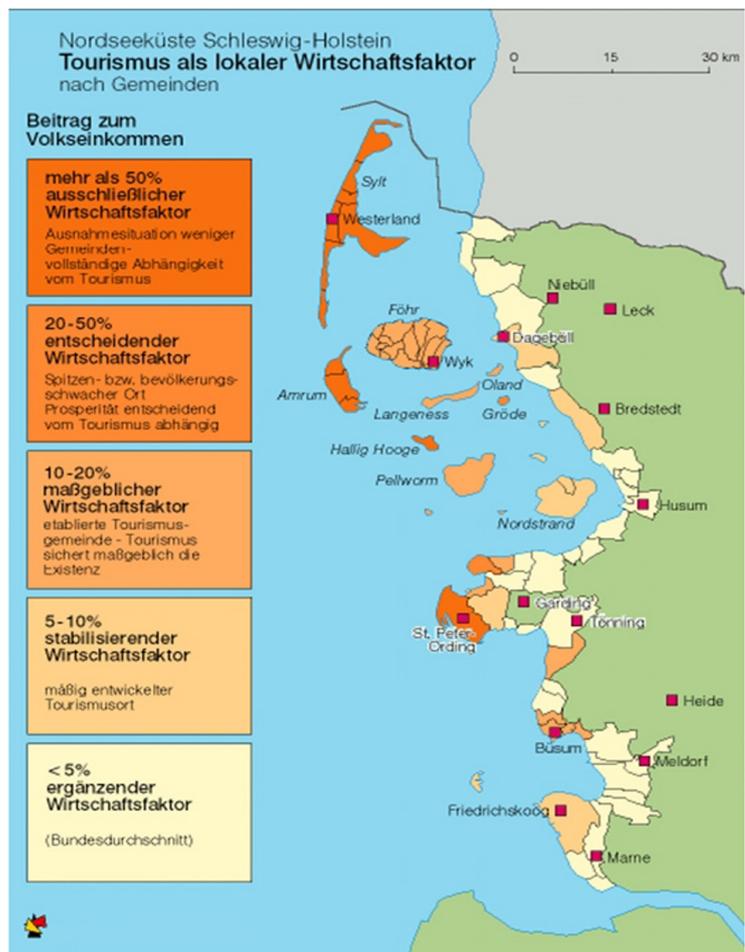
Greater than 50%  
Exclusive economic factor  
Exceptional situation of few communities –  
complete dependence upon tourism

20-50%  
Decisive economic factor  
Top locations or sparsely populated location  
Prosperity decisively dependent upon tourism

10-20%  
Substantial economic factor  
Established tourism community – tourism  
substantially ensures the existence

5-10%  
Stabilizing economic factor  
Moderately developed  
tourism location

<5%  
Supplemental economic factor  
(National average)



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However, the Region Sønderjylland-Schleswig lies considerably below the average for Schleswig-Holstein as a tourism destination. With a tourism intensity of 4,265.41 overnight stays per 1,000 inhabitants, it is approximately on par with the national average. The German side of the region, *Landkreis* Schleswig, extending from the border to the southern state border with the cities of Glücksstadt and Norderstedt, is in the “hinterland” of Schleswig-Holstein as a travel destination. As a travel destination, this region is generally weaker in the tourist industry than the coastal regions on the North Sea and the Baltic Sea. The coastal regions are aware of the value that the interior region adds as an expansion of its own offerings, especially in terms of horseback riding, hiking, and water sports including canoeing. For this reason, they have recently increased their co-operation with the “hinterland”, including close co-operation with Tourismus-Agentur Schleswig-Holstein GmbH. As a result, we can assume that the *Landkreis* Schleswig can expect more visitors in the future. Tourism development concepts for Schleswig-Holstein have already been drawn up in the past. But none of these concepts have included the national minorities.

With our homepage analysis, we were able to prove that national minorities represent a tourist attraction, especially for cultural tourists. Cities in Schleswig-Holstein such as Flensburg, Bredstedt, and surrounding areas, as well as Friedrichstadt are promoting their Danish past as well as current cultural offerings. In this manner, visitors are able to see and experience Danish national minority culture. Frisian culture is far more visible from the outside, with traditional costume and living culture; Frisians work much more with staging and with the prevailing stereotypes already in the heads of visitors. Therefore, references to Frisian life and culture may be found in the promotional materials for the state of Schleswig-Holstein.

Looking at the other side of the border, references to the German *Volksgruppe* may be found only in Tønder, Sønderborg, Kruså, and South Jutland.

In the course of an EU Interreg III A project, the following slogan is being used to promote the border region: “The Flensburg Fjord: the vacation destination with maritime ambiance and Scandinavian flair! On the German-Danish border, Flensburg offers an extensive world of maritime adventure that has no equal on all the Baltic Sea.” Individual initiatives are already underway, but most members of the tourism industry have yet to participate.

The results of the qualitative study were confirmed by the results of the quantitative studies. The service-providers and decision-makers for the region do not seem to be sufficiently sensitive to the topic of national minorities. In particular, the participants who do not themselves belong to any national minority do not lead one to conclude that they would see any sort of added value there.

The results of the quantitative study in Denmark showed that 52.5% of the tourists come from the country, with German guests in second place at 31.1% followed by other Scandinavian countries at 11.5%. However, we were not able to find any correlation between the German *Volksgruppe* in the region and the high percentage of German tourists. If we examine the influence of the *Volksgruppe* on the region in detail, we find it only in the mentality and regional cuisine. Members of the tourism industry categorically deny any significance of the *Volksgruppe* as a tourist attraction. In contrast, responses to the question of whether the national minority represents an added value for the region had an average of 1.67 on the Likert scale from 1 to 5 (1 = agree, 5 = disagree). This figure does not change, even if districts or communities without national minorities are excluded from the valuation.

We see a similar pattern on the German side of the border. At an average value of 1.47, respondents in Germany see a high influence by the Danish national minority on cuisine in Schleswig-Holstein, and Danish architecture has a certain influence as well. According to respondents, the Danish national minority is not a “tourist attraction”, although the survey results in Germany can in no way be viewed as representative. A high rate of interruption also shows that the topic of national minorities is a non-issue, at least for the members of the tourism industry who were surveyed. Very few are willing to deal with this topic. The number of respondents drops strongly again with questions regarding the Frisian *Volksgruppe* or the Sinti and Roma.

### 3.4 Outlook

A study conducted in South Tyrol, Italy on behalf of the *Südtirol Marketing Gesellschaft* (SMG) in 2003 and 2004 has shown that the cultural mix certainly does represent an attraction for a destination or tourist region. South Tyrol is pushing this particularity with all its might and consciously emphasizes the cultural differences in its promotional materials. The annual rise in the region's number of overnight stays confirms the value of this strategy.

“Alpine” stands for German-speaking South Tyrol, “Mediterranean” for its Italian flair; spontaneity is more the domain of Italian speakers and reliability is normally attributed to the German-speaking population, at least according to the stereotypes. It is important to reinforce – and then work with – stereotypes in the minds of guests. Schleswig-Holstein has this potential as well. For example, there are plenty stereotypes about Danes and Germans.



Source: Südtirol Marketing Gesellschaft (SMG)

English Translation :  
South Tyrol is the  
contrast-filled symbiosis of  
Alpine and Mediterranean,  
spontaneity and reliability,  
nature and culture.

This “contrast-filled” symbiosis is a value in the region. Members of the tourism industry make it into a regional theme. Building on this theme, tourist products and offerings are developed that fit these values and themes.

## B. Intercultural Dialogue

According to the United Nations Educational, Scientific and Cultural Organization (UNESCO), intercultural dialogue means equal exchange and dialogue among civilizations, cultures and peoples, based on

- mutual understanding and respect and
- equal dignity of all cultures.

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Intercultural dialogue is the essential prerequisite for constructing social cohesion, reconciliation among peoples, and peace among nations.

Experts argue that the idea of intercultural dialogue takes as its starting point the recognition of the difference and multiplicity of societies. Differences of opinion, viewpoint, and values exist not only within each individual culture but also between cultures. Dialogue aims to approach multiple viewpoints with a desire to understand and learn from those who do not see the world in the same way as we do. An effective dialogue, therefore, is an enriching and opening interaction which encourages the respectful sharing of ideas and an exploration of the different thought-processes through which the world is perceived and understood. This interaction emphasizes opportunities for broadened and deepened self-knowledge and worldview. As a process, intercultural dialogue encourages an identification of the boundaries that define individuals, and then asks them to relate across those boundaries and even to call them into question. The ability to enter into a tolerant and respectful dialogue is a vital skill for nations, communities, and individuals (Blasi and Land, 2005).

Intercultural dialogue comes at several levels. First, there is the majority-to-majority level of intercultural dialogue. This level is important for this study, as it is put in perspective by policies imposed by the EU, such as regional structural development and increased CBC as well as the Lisbon Strategy. The establishment of the Region Sønderjylland-Schleswig is the culmination of such external pressure on the border region. This is not to argue that contacts have not existed earlier; commissions and committees have overseen practical issues such as border region waterways since the early part of the twentieth century. Indeed, the prize winning handball team Flensburg-Handewitt is almost 50% German and 50% Danish, with most of the Danes originating from other regions of Denmark.

Nevertheless, communication at the level of majority to majority still suffers considerably, according to observers and participants in the region, and it has been argued that four borders or barriers exist at this level:

- The language barrier
- The structural (legal) barrier
- The cultural barrier
- The information barrier

Although it is not the task of this study to analyze the majority to majority intercultural dialogue, it is however important to note that through CBC projects, the national minorities have shown willingness to attack these barriers and to contribute to the improvement of the majority to majority dialogue.

Second, there is the level of majority to national minority communication where the national minorities negotiate both normative and practical co-habitation terms with the majority. This level never ceased to exist even when it was very low due to historical events. But it has seen a constant increase in contacts over recent decades, not least after 1989 and the adoption of the normative framework in Europe which resulted in the two national governments adopting the new international standards imposed by the Framework Convention for the Protection of National Minorities and others. Intercultural dialogue was already institutionalized after the bilateral adoption of the Bonn-Copenhagen Declarations in 1955. This level, which includes both the formal and informal dialogue, is highly relevant to the study of competencies and thus to the focus of this report.

Third, the level of the national minority to kin-majority dialogue, or what we call the intraculture dialogue. We have argued that this level is important for numerous reasons, not least of which is the funding that flows towards the national minorities from the kin-state authorities, but also the opportunities for increased co-operation across the border in terms of political, cultural, and social aspects of border life.

A fourth level is the national minority to national minority level which we have described at length in terms of CBC. It is sufficient to note here that although the national minorities have very different identi-

ties and strategies for survival, they have kept a dialogue open among each other that has proven the best common tool in support of each national minority's individual strategy. Hence, in Schleswig, the Danish national minority supported the North Frisians in their quest for constitutional recognition in the 1990s, and these two national minorities are now supporting the Roma in seeking similar ends. In Denmark, the issue of dual language signs has been a sensitive issue and still is for the German *Volksgruppe*. This is one of the reasons, but not the only one, that the Danish national minority in Schleswig has not pushed for such signs. At the same time, however, the Danish national minority has supported the North Frisians in their quest for bilingual or trilingual signs in the district of North Friesland.

Outside the region, the national minorities are also active in national minorities to national minorities intercultural dialogue, for instance through membership and active engagement in the FUEN, YEN, and MIDAS. This means that the national minorities engage in dialogue with cultures that are eager to join the EU or have recently joined and are thus in need of fraternal support and understanding. In other words, among the national minorities themselves, intercultural dialogue is a natural manner in which to resolve current issues and, by means of such dialogue, to demonstrate solidarity and tolerance.

A fifth level is the level of the individual, in particularly the individual young member of national minorities. In the identities of the young, we have found that two cultures might be found in one person, or what we might call a *homo duplex*. The young members are showing a need to hold two cultures in their hearts and indeed do not appear to have any problems with such. In fact, as has been noted, this is an enrichment of their lives just as much as there is an added value to the greater society. The fact that two cultures meet in one person is thus a clear sign that the *homo duplex* is not assimilating, but rather integrating both cultures while still strongly retaining the mother culture. The young appear to be capable of keeping the dialogue between the two cultures alive.

Table 20 – Typology of intercultural dialogue

Majority-majority	Majority-national minority	National minority-national minority	National minority-kin-state	Individual
Sønderjylland-Schleswig	Formal	CBC	Funding	Homo duplex
	Informal		CBC	

In Section B, we address the state of the intercultural dialogue between majorities and national minorities in the German-Danish border region today. The empirical scope is limited to events of the last few years. However, to understand these, they are put in a perspective the collective identities of the national minorities as they have developed over the second half of the twentieth century (Chapter 4). In order to show the openness of the majority to promote dialogue, an overview of the institutional framework is offered (Chapter 5). Finally, in the last chapter (Chapter 6), we offer a sample of the current intercultural dialogue and seek to put this in perspective of the history of the region.

#### 4. The Significance of Unique National Minority Profiles

The bicultural and multicultural nature of the border region goes back to the beginning of the Second millennium. At that time German and Danish speaking groups as well as Frisians lived in the then Duchy of Slesvig. Roma/Sinti arrived in the 1400s. Today, thousands of years of history have rendered the border region rather more divided and the especially the events of the 20<sup>th</sup> century has created a divide among the majority populations on either side of the border. The events in the border region during and after World War II have influenced the manner in which the minorities have constructed their collective identities and hence the way in which inter-cultural dialogue has developed.

The events in the border region during and after World War II influenced the manner in which the national minorities have constructed their collective identities and thus the way in which intercultural dialogue has developed.

Numerous factors played in different directions for the national minorities. These many diverse factors created a post-war situation where members of the national minorities united around different memories and different goals for the future. The formation of the collective identities of the four national minorities in the border region, and thus the manner in which they were able to continue the intercultural dialogue with the majority, has produced very different profiles. We summarize these in Table 2.

Table 21 – National minority profiles

Danish national minority	North Frisians	Roma/Sinti	German national minority
Opposition-engagement	Freedom and language to language activism	Exclusion-Engagement	Dual loyalty

The significance of these profiles is important for the mutual understanding and equal dignity that is required in intercultural dialogue. National minorities act in both public and private on the basis of these factors. Understanding and co-operation between national minorities and the majorities will be shaped to a large extent by the collective identities that the national minorities have formed over the years in reaction to the local history. Equal exchange is therefore feasible only where mutual understanding prevails.

Equal exchange also requires that intercultural dialogue is a two-way street. This means that there must be adequate mechanisms in place in the region so that the national minorities can interface with the authorities and the public at large. Unlike the public media, which pays very little attention to the national minorities in the border region, there are official mechanisms in place for exchanges of views with the public authorities.

In the next two chapters, we will examine the intercultural dialogue as promoted by both the majority and the national minorities. First, we will examine the institutional framework for majority-national minority dialogue. This is to bring into the picture the majority as partners in the intercultural dialogue and describe the official or formal dialogue. Next, we will examine the unofficial and informal dialogue taking place outside these institutions.

## 5. *The Institutional Framework for Dialogue*

Most important for the institutionalized dialogue is of course the legal framework. With regard to the national minorities in the border region, the documents listed in Table 22 establish the rights of the national minorities in the region.

Table 22 – Legal framework

<b>Federal Republic of Germany</b>	<b>Schleswig-Holstein</b>	<b>Denmark</b>
Constitution of the Federal Republic of Germany (1949) (individual civil and political rights)	Constitution of the State of Schleswig-Holstein/Verfassung des Landes Schleswig-Holstein, 1990, Art. 5, 8	Danish Constitution (1953) (individual civil and political rights)
Bonn Declaration (1955) (politically binding)	Kieler Declaration/Die Kieler Erklärung, 1949 (politically binding)	Copenhagen Declaration (1955) (politically binding)
European Convention on Human Rights (1950)	Bonn Declaration/Bonn Erklärung (1955) (politically binding)	European Convention on Human Rights (1950)
European Charter on Regional or Minority Languages, 1992	Education Act/Schulgesetz (1990), Art. 4, 58, 60, 63.	European Charter on Regional or National minority Languages, 1992
Framework Convention for the Protection of National Minorities (1995)	Elections Act/Wahlgesetz (1991), Art. 3	Framework Convention for the Protection of National Minorities (1995)
UN Covenants and Declarations	Day Care Act/Kindertagesstättengesetz (1991), Art. 5, 7, 12.	UN Covenants and Declarations
	Radio Act/Rundfunkgesetz (1995), Art. 17, 24, 26, 34, 45, 54.	
	Act to Promote Frisian in Public Spaces/Gesetz zur Förderung des Friesischen im öffentlichen Raum (2004)	
	Other laws and local regulations	

These documents inform the intercultural dialogue that takes place in the official institutions which have been established in the German-Danish border region by

- The Schleswig-Holstein government
- The Schleswig-Holstein *Landtag*
- The Danish Ministry of the Interior and Health
- The Danish Region Syddanmark

In addition, several forums exist at the federal level in Germany. These are also important for the understanding of the intercultural dialogue, as some of these have been established before the institutions established in Schleswig-Holstein and in Denmark.

Clearly, there is no shortage of institutions for intercultural dialogue in the German-Danish border region. Sixteen institutions or offices participate in the intercultural dialogue between the majority and the national minorities of about 125,000 members. Of these institutions, eleven have been established after 1989. In addition, fourteen legal documents govern the normative standards that these institutions should implement. The development in the institutionalized intercultural dialogue is described in Table 23.

Table 23 – Institutionalized intercultural dialogue

1949-1989	1989-2007
Committee for Issues Concerning the German national minority in North Schleswig /Gremium für Fragen der deutschen Minderheit in Nordschleswig (1975)	Beauftragte für Minderheiten und Kultur des Ministerpräsidenten des Landes Schleswig-Holstein. (Commissioner of the Minister-President for Minority Affairs and Culture) (1998)
Liaison Committee for the German national minority to the Danish State (1964)/ Kontaktausschuss der deutschen Minderheit	Federal-State Government Conference with Minorities for a Draft Accord on the Protection of National minorities/Bund-Länder-Konferenz mit den Minderheiten zum Rahmenübereinkommen zum Schutz nationaler Minderheiten/
Advisory Committee for Danish Minority Issues/Beratender Ausschuss für Fragen der dänischen Minderheit (1965)	Federal-State Government Conference with Linguistic Groups on the European Charter for Regional or Minority Languages/Bund-Länder-Konferenz mit den Sprachgruppen zur Europäischen Charta der regional- oder Minderheitensprachen
EBLUL (1986)	Commissioner for German Minority Issues and German Embassy Contacts in the Border Region/Beauftragter für die Fragen der deutschen Minderheit und Kontakte im Grenzland bei der Deutschen Botschaft (2000)
Committee for Issues Concerning the Frisian National Minority in the State of Schleswig-Holstein/Gremium für Fragen der friesischen Volksgruppe im Lande Schleswig-Holstein (1988)	German Federal Government Commissioner for Emigrant Issues and National Minorities/Beauftragter der Bundesregierung für Aussiedlerfragen und nationale Minderheiten (2002)
	Trans-Factional Initiative for Regional and Minority Languages/Überfraktionelle Initiative für Regional- und Minderheitensprachen (2003)
	Advisory Committee for the Frisian People/Beratender Ausschuss für das Friesische Volk, Bundesregierung (2004)
	DialogForumNorden (DFN) (2004)
	Secretariat for Minorities/Minderheitensekretariat, Bundesregierung (2005)
	Regional Growth Forum/Regionales Wachstumsforum, Region Syddanmark (2006)
	INTERREG Commission, 2007-2013

The issues discussed in these institutions cover the entire spectrum from political and legal matters to cultural, educational, and social matters. Tangible evidence of the intensified dialogue in Schleswig-Holstein is first and foremost the task of the Minister President's Commissioner for Minority Affairs and Culture. The holders of this office have increasingly become involved in the national minority politics of the border region. Although it has been noted by observers in the region that this office is largely a symbolic one, the nature of the personality of the office holder can nevertheless contribute to improved intercultural dialogue. More important, however, are the national minority reports that have been issued since 1986 at the instigation of the CDU and which are now prepared every five years in the middle of a Landtag session. These reports are very detailed and inform the general public about numerous issues and hard facts concerning the national minorities residing in Schleswig-Holstein. The national minorities are

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furthermore invited to contribute with comments on current matters. As such, these reports are exemplary as evidence of intercultural dialogue. Finally, the dialogue taking place at the floor of the *Landtag* which in case of the adoption of the so-called Frisian Law (multilingualism in the public space) is a good practice example of fruitful inter-cultural dialogue.

In Denmark, the institutional dialogue is less developed but nonetheless improving. This may be due to the intense contacts that are kept at the individual level between certain members of the German national minority and the official institutions. Thus, the German Secretariat at the Danish parliament serves a unique function in maintaining the institutionalized dialogue. The Secretariat is the focal point for the Liaison Committee in which the German *Volksgruppe* participates. The Liaison Committee is the forum where domestic political issues of concern to the minority are discussed. All political parties represented in the parliament elect a member, often from the districts in Southern Denmark. The Minister of the Interior and Health is the Chairperson. The minority representatives are elected by the BDN.

One example of specific tangible evidence of institutional dialogue is the increased attention to awareness campaigns aimed at the majority through the working group established in the Ministry for the Interior and Health in 2002. Moreover, a difficult issue for the German *Volksgruppe* has been the use of the German language in public. Due to the strong anti-German feelings in the Danish population after World War II, members of the German national minority were confined for years to speaking German in private and in the classroom. This has changed following the changes in Europe after 1989 and a shift in the Danish government's view towards this issue.

First of all, discussions took place between the German *Volksgruppe* and the Danish authorities during the planning of the regional reform in Denmark that took effect as of January 1, 2007. The dialogue was indeed very intense and constructive.

Secondly, even though the German *Volksgruppe* has its own newspaper and broadcasts news in German on a private radio station, there is little public radio and television broadcasting in German within Denmark. However, the national minority is now discussing this issue with the Minister of Culture and the local public broadcaster in Southern Denmark.

Thirdly, there is no official framework for members of the German *Volksgruppe* to use their native language in contacts with public authorities, and bilingual signage in the areas where the national minority lives does not exist, even though the Danish Road Directorate seems prepared to consider this. However, the Minister of the Interior and Health sent two letters in 2006 to the new regional authorities in Southern Denmark urging a more open approach to the use of German in public services. These issues are now debated publicly more often in the border region and not just at the official level.

It is no coincidence that the official intercultural dialogue has intensified after 1989. The end of the Cold War and the fall of the Berlin Wall with the subsequent "revolutions" in Eastern Europe saw increased conflict on European soil. This required international co-operation and action on national minority protection. Legal instruments that were adopted to protect national minorities in the new democracies in Eastern Europe were also adopted by the Western member states of international organizations. The legal framework therefore had an impact not only in conflict prone areas, but also in Western Europe itself. As observers of the border region have argued, the international legal instruments ratified by the national states have contributed to the finalizing of the legal struggles for recognition of the national minorities. Hence, they have also contributed to the improved intercultural dialogue.

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## 6. Living Out Intercultural Dialogue

Intercultural dialogue can take place at all levels of society, whether on the floor of a senate assembly or in a pub. The key importance is that there is a feasible environment for dialogue, such as institutions described in the previous section. But informal participation is also necessary. Moreover, if participation is the measure, intercultural dialogue may therefore overlap in certain areas with the contribution that national minorities make to society. For instance, in the area of political participation, the degree to which the representatives of national minority parties submit requests and deliver speeches may both be signs of contribution to society and a measure of intercultural dialogue. Similarly, the example of members of national minorities who are rewarded for good voluntary services to the community represents both the contribution of the national minorities to society and the appreciation of the majority of such contribution, thus an example of intercultural dialogue.

To illustrate intercultural dialogue outside the official channels, we have collected a sampling of national minority to majority unofficial intercultural dialogue initiated in both the private and the public spheres. Examples are small tales and stories from life in the border region over the last few years. These are but a snapshot and should not be seen as exhaustive with regard to the ongoing informal intercultural dialogue. The examples have been organized in the following categories:

- Politics
- Culture and heritage
- Historic reconciliation
- Socioeconomic dialogue
- Multilingualism
- Youth

### 6.1 Political Dialogue

The prime example of intercultural dialogue initiatives is clearly the Loyalty Declaration made by the German *Volksgruppe* after World War II. This act created a foundation for the healthy intercultural dialogue that has gone on between the *Volksgruppe* and the majority in Denmark since the war. Evidence of the respect going both ways – at least at the political level - is represented by the invitation to the German *Volksgruppe* by the Danish government to chair the OSCE meetings between parliamentarians from Central Europe, an invitation which turned members of the *Volksgruppe* into virtual “ambassadors”. This is not to degrade those members of the German *Volksgruppe* who actually became ambassadors or civil servants working for the Danish Foreign Service. In that respect, the *Volksgruppe* also has a good success ratio. Another example of good dialogue is the German *Volksgruppe*’s regular meetings with members of the Danish parliament representing the constituencies where members of the *Volksgruppe* reside. Finally, relations with the Danish royal family demonstrate that in Denmark, the intercultural dialogue reaches the highest level. The queen has paid an official visit to the *Volksgruppe* in Åbenrå, and recently a prominent member of the German *Volksgruppe*, Siegfried Matlok, received the Dannebrogordenen royal order first class for dedicated service. He also received the Große Verdienstkreuz from the Federal Republic of Germany.

For the most part, a similar respect is seen in Schleswig-Holstein, where the SSV holds annual consultations with all the parties represented in the *Landtag*. This is done at the level of the board of the party. This function is important, as the SSV has at times been the deciding seat in election results, sometimes without using its seat’s vote, as in 1982. At other times, the party has been the deciding vote on specific bills when members of the large parties were absent and the balance in the *Landtag* was skewed because it

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does not practice the system of “clearing” (Meyer, 1997). Indeed, the SSV’s Landtag members have also practiced clearing on their own by leaving the floor of the *Landtag* in order not to become the deciding vote on an issue that was considered too delicate to be decided by a vote cast from a member of a national minority party. This type of co-operation was usually, but not always, arranged with the party sponsoring the bill. That said, there have been periods where the political dialogue became derailed due to divergent understandings of the value of national minority votes. This was seen in 2005, when the election result was very close and the SSV became the deciding vote. Because the SSV was not ready this time to “leave the floor”, the dialogue lost focus and turned hostile for a few weeks, a virtual return to the twentieth century. Annual consultations are thus vital for dialogue at the political level and a fundamental part of the informal intercultural dialogue.

Another example of informal intercultural dialogue in the public sphere is the national minority newspapers’ contribution to the public debate on all relevant issues in the border region. The transformation of these newspapers from being an information tool for the national minorities to becoming regional newspapers addressing and informing issues relevant for the overall development of the border region has created a considerable platform for intercultural dialogue. Moreover, the initiative announced for 2008, in which the national minority newspaper will seek to improve the information flow across the border in co-operation with a majority newspaper, is likewise going to improve intercultural dialogue.

In general the majority public media has been absent from the intercultural dialogue. The Danish radio broadcasting company in Southern Denmark used to transmit a program about the border region that also included discussion of national minority issues. This program was eliminated in 2007 due to financial problems. This raised protests from the national minorities, as it was considered a good program. The Danish radio broadcasting company has now promised that it will retain some kind of programming about border region issues.

Every year on the annual anti-war day, September 1, the day that World War II started, German and Danish anti-war activists meet to commemorate the fallen and to denounce fascism, including neo-fascism. In Flensburg, representatives of the national minority party SSV and the German labor union, Deutscher Gewerkschaftsbund, as well as other organizations meet to lay wreaths at both Danish and German war memorials. Historic reconciliation has therefore become one of the greatest success stories in the border region in terms of intercultural dialogue.

## **6.2 Historic Reconciliation**

The Oeversoe March, which takes place every year on 6 February from Flensburg to the old Sankelmark battlefield near Oeversoe south of town, is a unique reconciliation story. The battle at Sankelmark took place in 1864 between battalions from Denmark, Prussia, and Austria. The Danish troops were defeated and retreated to Dybbøl Mølle only to wait for another defeat. For over a century, Danes, Germans, and Austrians have honored the fallen every year at separate war memorials near Oeversoe. Each year, a speaker from Denmark or the Danish national minority, from Germany or from Austria have spoken separately. And every year, a wreath has been laid at each of these memorials separately. Since 2001, however, the march has become a united effort between Danes, Germans, and Austrians who march together to the battlefield, listen to a speech either in Danish or German, and sing hymns in both German and Danish. Wreaths are still laid at each war memorial. The ceremony is usually followed by a common meal enjoyed at a nearby inn. After nearly 150 years, the three nationalities are now able to reconcile their joint history, remember their loved ones, and share a meal together. Similarly, other 1864 battles are now commemorated jointly every year in February in Jagel, Selk, and Haddeby, and wreaths are laid with ribbons in each language.

On the Danish side of the border, similar intercultural dialogue is taking place every year on 18 April, when the soldiers are remembered who fell in Denmark’s final defeat to the Prussian and Austrian troops

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at Dybbøl Mølle. Since 2002, representatives from the German army and numerous dignitaries from the army in Schleswig-Holstein have participated, as have members of the Kameradschaftsverband Nordschlesvig and the German *Volksgruppe*. Wreaths are laid with both Danish and German ribbons. The public speech is held in Danish.

A third example is Harrislee train station near the German-Danish border. This small train station was the first stop for the Danish prisoners who were deported to the concentration camps during World War II. A few years ago, an association was formed at the initiative of one of the Danish national minority members of the *Landtag* to preserve the train station. The memorial is maintained by students from the Danish high school and a German high school. Every year on anti-war day, Germans and Dane meet there to remember the loved ones who were deported and perished in the camps.

### 6.3 Youth

The young members of the national minorities are increasingly involved in the intercultural dialogue at the informal level. The most visible sign of this was seen during the 2006 Soccer World Cup in Germany, when young members of the Danish national minority painted their faces with the German flag on one cheek and the Danish flag on the other. There is also the fact that the students at the Danish high school in Flensburg have at times delivered their valedictory speech in both Danish and German. Students from the national minority high schools on both sides of the border have also been involved in the previously mentioned project, “German-Danish historic paths in the old Duchy of Slesvig” in writing up their views of the history of certain historical sites dating back to the Duchy of Slesvig.

More importantly, we have argued that within the individual identity of the young members, the intercultural aspect of life in the border region has taken hold. For some of the young members, the intercultural dialogue is such a natural part of individual life that they may get themselves into choppy waters. This was seen recently in Southern Denmark when one of the members of the German national minority decided to accept a membership offered to him in the Danish border region NGO, *Grænseforeningen*. This association works mainly for the proliferation of Danish culture but has recently entered the field of intercultural dialogue, especially with regard to young members of the Danish national minority in Schleswig-Holstein. For the young member of the German *Volksgruppe*, the dual loyalty and *Zweistromigkeit* of his identity are part of everyday actions and hence a membership in this association was seen as natural. This is an example of intercultural dialogue both at the level of national minority to majority and within the individual.

The “Cultures in Dialogue” project described in Section 2.2.6 is also a good example of majority to national minority dialogue, as the 160 young people who gathered in the border region in 2005 included members of both national minorities and majorities. More recently, a group of young women from the Danish national minority in South Schleswig have traveled to Copenhagen to meet with female members of immigrant groups and to discuss common concerns about integration and identity.

Young national minority members have also participated in intercultural dialogue in the area of artistic production. A locally well-known Schleswig-Holstein cartoon artist, Kim Schmidt, recently asked Danish and North Frisian national minority students to translate his cartoons into their own languages. The “Local Heroes” cartoons can now be read in German, Platt-German, Danish, and Frisian. Moreover, the artist has also produced a map of the old Duchy of Slesvig which similarly has been translated into the national minority languages.

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## 6.4 Multilingualism

Multilingualism is increasingly becoming the focus of intercultural dialogue in the border region. This was seen with the CBC projects started by Region Sønderjylland-Schleswig to promote the national languages on each side of the border. Of course, bilingualism is a constant object of the intercultural dialogue. This is seen in the debate over public signs as well as in the debate on economic development.

The North Frisian *Nordfriisk Instituut* has initiated a so-called “language-friendly community competition” (Sprachenfreundliche Gemeinde) in which communities can compete for a prize as the most language-friendly municipality. The use of all the national minority and majority languages of the region count towards the nomination as the most language-friendly public space. The award winner is selected by a committee called *Sprachenland Nordfriesland* (Language Country North Friesland), and more than ten local entities have already received the award which entitles them to announce it publicly.

Multilingualism is also the motivation behind a trilingual (Danish, German, and Frisian) information brochure produced by the Danish parish on the island of Sylt. The parish is visited by many tourists every year due to its location in the heart of one of Germany’s most popular beach resorts. Consequently, the pastor and his staff felt that there was an increased need to explain why a Danish national minority church was found in Sylt. A trilingual brochure was produced and printed in 5,000 copies. A brochure about the history of the state of Schleswig-Holstein, which is now in its fourth edition, is also multilingual, since it is published in German, English, and Polish.

As noted earlier, learning the Danish language has become very popular in the border region due to the greater number of jobs available on the Danish side of the border. This has induced a German school principal to suggest that Danish be the second language also taught in German public schools. And it has recently created a public debate that reaches all the way to the floor of the *Landtag*. In Schleswig-Holstein, there are about 60 kindergartens that are multilingual. Of these, 12 are public German kindergartens and the rest are Danish. This puts Schleswig-Holstein in third place in Germany after Saarland and Rheinland-Pfalz, where there are 90 and 70 multilingual kindergartens, respectively. Four public schools in Schleswig-Holstein are bilingual and the second language is usually English. Necessity in the border region may therefore be the catalyst of not only improving language skills in both Danish and German on both sides of the border, but also of improving intercultural dialogue.

## 6.5 Culture and Heritage

In the area of culture we have noted the many cultural events in terms of classical concerts, ballet, and jazz. The programs for these events are usually in both German and Danish in order to address both the German and the Danish speakers in the border region. Moreover, there exists a German-Danish music association which organizes classical concerts and an annual music trip. Another example of an initiation of intercultural dialogue by the Danish national minority is the opening of cultural cafés, which have become quite popular in Schleswig-Holstein. The co-operation between the Danish national minority and the German authorities to secure UNESCO heritage protection for the combined archeological and museum sites in Haddeby and Dannewirke near Schleswig town is yet another example. Similarly, the dialogue was in action when the chairman of heritage museums in Schleswig-Holstein visited the newly opened Christian Lassen’s Museum and praised it as an important asset for the state of Schleswig-Holstein. A clear sign that the dialogue goes both ways was seen in 2006, when the Ministry of Finance issued a stamp in commemoration of the fiftieth anniversary of the founding of *Frasche Rådj* in 1946.

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## 6.6 Socioeconomic Dialogue

Signs of intercultural dialogue that may be less visible but are nevertheless important are those recognitions that are given by the majority to the national minority in terms of medals for good service or prizes for exemplary innovation. One specific noteworthy example is the case of the Chairman of the Dansk Erhvervsforening in Sydslesvig who was awarded a prize in 2006 by the CDU party in Schleswig-Flensburg district for his work for intercultural understanding in the border region. Also, in November 2007, the association of Danish national minority schools, Dansk Skoleforening for Sydslesvig, received a prize in the so-called “Energy Olympics” which are a competition for energy savings that can be entered by public institutions and municipalities. The winners must demonstrate extraordinary innovation and effort to saving energy in their institutions and work.

In Denmark, the economic prosperity of the last few years has in fact contributed to improvement in the intercultural dialogue. Not only has the number of cross-border labor commuters risen from around 1,200 to nearly 11,000 in a few years, the fact that the number of German families settling in Southern Denmark for work means that the German *Volksgruppe*'s institutions are good currency. Danish authorities, such as the Mayor of Apenrade, have therefore praised the contribution that the *Volksgruppe* is making in helping these newcomers to settle in and find services in their own language. A similar approval has recently been given by the Danish Minister for the Interior and Health who saw the good synergy between protecting the right to speak German in Southern Denmark and providing newcomers with services in German.

Another area of intercultural dialogue which is seldom recognized as such is the co-operation between national minorities and the public authorities in their localities. When the national minority institutions and associations organize events in the border region, whether large concerts or small conferences, they cooperate with the local authorities, such as police, town halls, and public and private enterprises offering necessary services. These relationships depend largely upon good intercultural relations, if not dialogue.

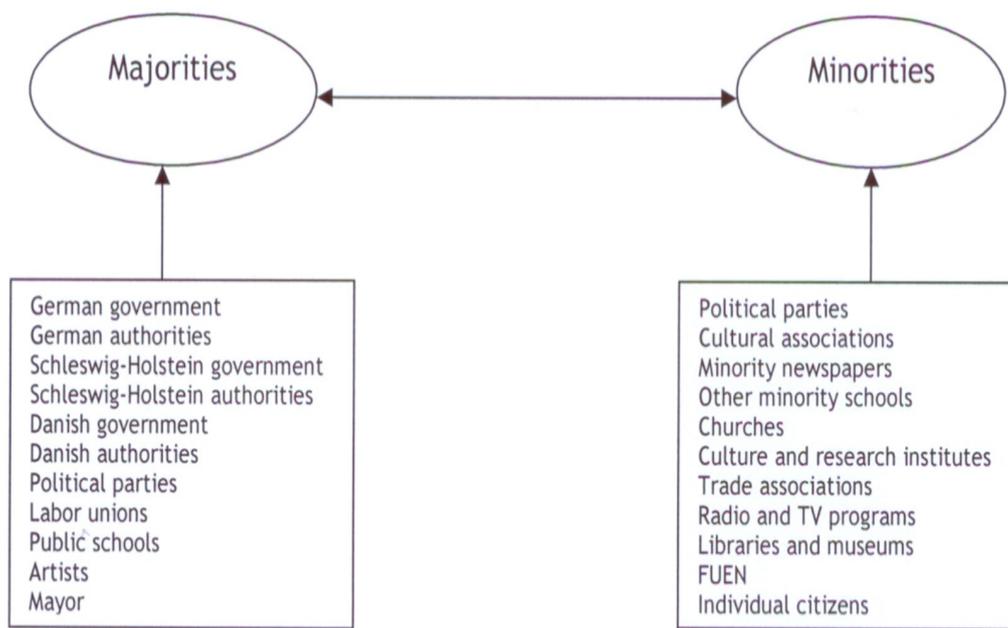
## 6.7 Assessing the Informal Dialogue

This small sampling of anecdotes does not begin to show the full picture of the majority to national minority intercultural dialogue in the border region. Numerous other institutions could have been mentioned here. For instance, the service to the community by libraries and museums that we have mentioned also constitutes a contribution to intercultural dialogue. The radio stations and the few private TV programs that the national minorities establish provide a window to national minority culture and thus to the dialogue. The fact that national minorities are now willing to raise the flag of both nation-states when celebrating their Annual National Minority Days is also a sign of open intercultural dialogue.

The sampling merely serves to demonstrate that intercultural dialogue is occurring at the grassroots level as well as at the official level. It does not measure the dialogue from individual to individual. This is a matter for surveys much larger than this study. There is a general argument in the region that the majority population is seldom aware that there are national minorities living in its midst. This is seen by some as a good sign, because tension is thus low and toleration high. Others, such as the national minorities themselves, are clearly not content with this argument. While it is of course a good thing that tension is low, it is arguably a misunderstanding to think that toleration is high if such toleration is based on non-awareness about a segment of the population. Intercultural dialogue is simply not feasible if one party to the dialogue is not aware that the other one exists. Hence, one could be tempted to conclude that at the level of face-to-face contact, little intercultural dialogue is taking place. This may be the case, but observers have also argued that except for a few private signs on a few buildings, there is not much to remind the majority populations on either side of the border that there are national minorities living there permanently.

However, a graphic summarization such as the one shown in Fig. 3 illustrates that there are quite a number of organizations and institutions involved in the intercultural dialogue. Given that such organizations are established and operated by individuals who represent majorities as well as national minorities, intercultural dialogue is definitely reaching into the broader public.

Figure 3 – Formal and Informal majority to national minority dialogue



As noted in the beginning of our discussion of intercultural dialogue, a dialogue should consist of equal exchange and mutual understanding as well as equal dignity. While it is not feasible to measure equal dignity, it would appear that at least the exchange is quite equal and many of the stories from the informal dialogue have shown that there is increasingly a mutual understanding of certain parts of history and culture. We must note, however, that the public media of the majority is virtually absent from this dialogue.

### C. Conclusions

The competencies of the national minorities in the German-Danish border region may be grouped into three categories

- The assets that they contribute to society in terms of “capital”
- The actions that their unique functions provide in the border region
- The attitudes that they bring to the intercultural dialogue

In this chapter we will first summarize our findings in the area of national minority competencies and then offer a typology of national minority competencies as hard and soft Standortfaktors. The competencies are illustrated in Table 24 below showing the three areas of competencies in relation to the national minorities.

Table 24 – National Minority Competencies – The Three “A’s”

Assets	Actions	Attitudes
Social capital	Bridge builders	Openness across borders (“the full moon”)
Human capital	“Midwives”	Reconciliation
Cultural capital	“Ambassadors”	Intercultural understanding
CBC innovation	Networkers	European Charter on Regional or National minority languages, 1992
International goodwill	Volunteers	
Bilingualism/multilingualism	Mediators	
	Facilitators	

## C.1 Assets

Most significant is the social capital that the national minorities represent. In this area of competencies, the national minorities may possibly be more competent than many a fellow countryman. It is well known that a well-functioning democracy requires high levels of social and human capital. Although there is no shortage of human capital in Germany and Denmark, social capital is on a downturn in many democracies, especially in an age of atomization, heightened individualism, and alienation as a result of technological progress.

The human capital of the national minorities in the German-Danish border region is evidenced in the large self-administration of institutions, such as educational and social care facilities. The self-administration of such institutions alleviates the major society from significant burdens in terms of both finances and structures, because the self-administration of those institutions would otherwise require public administration that was funded by the national government. Moreover, human capital is evidenced at the level of political participation not only by the three larger national minorities present, but also by the increased participation of the Roma community in Schleswig-Holstein. Although the national minorities may at times be criticized for being as politically active as they are, their political participatory competence is a sign that they possess the human capital needed in a democratic society that wishes to encourage not only representation, but also participation.

Politically, the national minorities are engaged in regional aspects of public discourse and public concern. Both the SSV and the SP represent political views that promote regional as well as cross-border development. The national minorities clearly indicate that the concerns of the region are also their concern. Hence, in Schleswig the Danish national minority and the North Frisians exhibit commitment to environmental protection through either grassroots organizations or coastal preservation, and the SSV is strongly committed to protecting the environment. This means that the national minorities take a society approach to political participation that benefits the entire society and not just their own group.

The three national minorities nearest the border each possess strong networks of institutions within their own circles, with the other national minorities, and across the border. The Roma minority is less institutionalized, but in spite of its small numbers, it is emerging as a strong promoter of social and educational projects.

It is not unexpected that the commitment is strong to maintaining the educational and cultural institutions that carry the national minority culture further and hand it to the young generations, especially insofar as much of the work done in these institutions is unpaid voluntary work. A good deal of the social care work done on both sides of the border is voluntary, as is almost all the work in cultural and youth organizations. While most educational work is remunerated, cultural work is not, nor is the fundraising for these activities. This means that national minorities have to be proactive in both organizational and financial aspects of maintaining their culture. As such, the national minorities represent an accumulation of social capital that not only benefits themselves, but also contributes to the enrichment of the greater society.

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Economically, a number of sectors benefit from the presence of national minorities in the border region. Most notably, of course, is the added value that the national minority schools and kindergartens bring to the educational sectors in both Denmark and Schleswig-Holstein. Here we also note that in addition to the human capital that national minorities contribute to the GDP of the nation-states, the self-administration of educational institutions is co-funded by kin-states, thus bringing at times large portions of the funding for these institutions to the country. This furthermore means that the national minorities provide a number of their own jobs in the region.

The social care sector benefits in particular from the care for the elderly that has been institutionalized on both sides of the border. The agricultural sector in Denmark benefits from the dedication that the German *Volksgruppe*'s farmers bring to the modernization process and organic farming, as well as the quest for the discovery of alternative energy sources. The border region as a whole benefits from the innovative ideas that the German *Volksgruppe* has put forth. The significance of national minority CBC competencies is therefore important in terms of both:

- the ongoing intracultural relations across the border with kin-majorities, and
- the regional development for European integration.

These two aspects of border relations should not be kept separate. It is clear that with borders disappearing, intracultural relations between national minorities and kin-states will usually improve or increase. The impact of intracultural exchanges on the economic development of a border region should therefore not be neglected.

This could also have an impact in the area of joint strategies on tourism. The presence of national minorities in the border region may be seen as an asset in terms of tourism. We have shown that presently, the national minorities do not constitute a *Standortfaktor* except on the West Coast of Schleswig-Holstein. However, we have suggested that the presence of several cultures in the border region should be capitalized upon in terms of slogans about the meeting of different cultures. This does not mean that the national minorities should be used to market the region. But the idea of using the meeting of many cultures as a promotional slogan would not be possible without the presence of the national minorities.

Furthermore, we would argue that the national minorities are evidencing innovation in that they use the kin-state relationships to point to potential development projects for the region, such as in the case of cross-border ambulance service. In other words, CBC, while traditionally a soft *Standortfaktor*, in reality may also be contributing to the development of hard *Standortfaktors*, such as firmer legal and political frameworks, better provision of services including services in several languages, a higher level of information flow in several languages, etc. One central issue here is, therefore, the linguistic competencies of national minorities in a border region.

With open borders separating two languages, the need for skills in communication, translation, and interpretation are highly relevant. Indeed, skills of intercultural understanding are also required. The national minorities have all of these. The language barrier in the German-Danish border region is mentioned as one of the biggest obstacles to better understanding and co-operation. At the political level, politicians and functionaries speak English with each other because the knowledge of the other language is not very strong on either side. So far, very few CBC projects address this problem. But there is clearly a role for the national minorities to play here.

## C.2 Actions

We have shown that the national minorities are an asset or added value to the region when they act as “midwives”. They have proven capable of acting as “midwives” especially in the cultural sector. Cultural events, such as Cultures in Dialogue, folkBaltica, and numerous musical and sports festivals, are results of national minority initiatives. Activities in the educational sector, such as the language days on both sides of the border

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or the children's festival, are national minority initiatives. Sports events organized across the border by the national minorities are also numerous, and a long missed national minority to majority media co-operation across the border has recently been initiated with the national minorities as "midwives".

At the national and international levels, the national minorities have acted as "ambassadors" in various capacities and on several occasions. International political issues and national minority governance have been part and parcel of the national minorities' agendas for years. They have provided their national and kin-governments with support in addressing international conflicts involving other national minorities in Europe, especially after 1989. Whether it is the German national minority chairing OSCE summits on national minority issues on behalf of the Danish government, or the Frisian national minority acting as both "midwives" and "ambassadors" in the North Sea co-operation on behalf of the Schleswig-Holstein government, they have provided the governments not only with additional manpower, but also with international goodwill that would not otherwise be found in mainstream society. At the non-governmental level, the Roma minority is additionally active in the pan-European Roma/Sinti movement, and all the national minorities in the region are active in the FUEN. In particular, through the FUEN the national minorities have been at the forefront of seeking partners in the new member states of the EU even before they had acceded. In addition, the German national minority in Denmark has strong bilateral contacts to German-language groups elsewhere in Europe.

### C.3 Attitudes

In putting their competencies to use, the national minorities have developed a new attitude to the idea of the border in their midst. Although it may be argued that the border remains vivid in the lives of the national minorities, the approach is very different today. The border is now more often addressed as a space that is disappearing, a space of joy, a space of reflection, a space for future generations, a space that is open like a portal, or simply as a space to transcend. This is indicated in the names of events that the national minorities have chosen to use, such as

- Football without Borders
- Opera on the Border
- Church without Borders
- Youth in the Border Region
- Kinder im Grenzland [Children in the Border Region]
- Grenzlandportal [Border Region Website]
- Hen over Grænser [Across Borders]

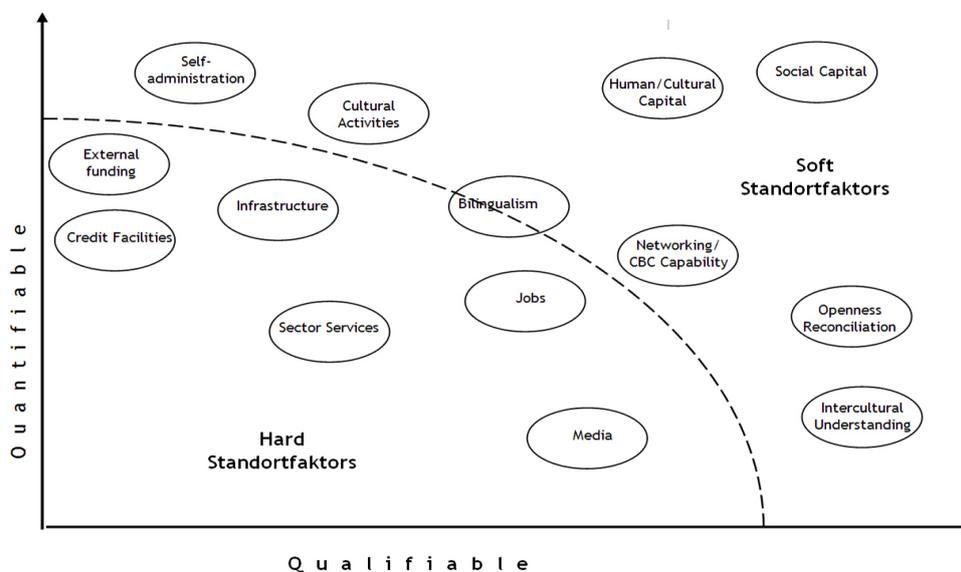
This shows that the national minorities are aware that the nature of the border has changed and that this needs to be seen as an opportunity rather than a threat. To the national minorities, the border means openness. Observers in the region have commented that the majority, on the other hand, is less ready to use the reference to the border in the public discourse. This therefore demonstrates the difference in approach between the national minorities and the general public to open up towards the outside world, or as the national minorities would say, to strive towards the full moon.

The aspect of attitudes is also important in maintaining a healthy intercultural dialogue. Our findings show that the attitudes of the national minorities in this area lean strongly towards reconciliation of past differences, and there is an increasing number of public recognitions of national minorities as contributors to the dialogue. A mutual understanding about history and culture is emerging in the border region.

## C.4 Assessing the competencies

The competencies that the national minorities apply in their daily lives and with respect to CBC projects are therefore *Standortfaktors* of a special nature in the border region. Our conclusions as to the hard and soft *Standortfaktors* that the national minorities represent are illustrated in Figure 4 below.

Figure 4 – Hard and soft *Standortfaktors*



First of all, we find that a number of contributions made by the national minorities in areas such as credit, jobs, infrastructure, and various services are quantifiable in hard terms, as is, of course, the external funding that accrues from the kin-states of the Danish and the German national minorities. These contributions are therefore clearly hard *Standortfaktors*. Media and the influence of media in the public and regional debate is less quantifiable but nonetheless measurable in terms of circulation and jobs. Secondly, we find contributions in the area of culture, CBC, and overall administration of national minority institutions which are close to being hard *Standortfaktors*. These are quantifiable to some degree and contribute considerably to the general society and the development of the border region. Bilingualism is in a special category in that it is generally considered human capital and thus a soft *Standortfaktor*, but we find that it holds strong currency in the border region, especially in the example of the young who possess high school degrees approved in both Germany and Denmark.

Finally, we found a number of soft *Standortfaktors* that are less quantifiable but nonetheless contribute to both the general society and the development of the border region. These include human/cultural capital, social capital, openness, and reconciliation as well as intercultural understanding. We place human/cultural and social capital high on the chart as we find that particularly social capital is necessary in maintaining a democratic ethos in the border region as the general trend in social capital is moving downward in many societies. Openness, reconciliation and intercultural understanding are clearly difficult to quantify and are based on subjective assessments. Thus, we have placed them lower in chart. On the other hand, we find that the openness and reconciliatory attitudes of the national minorities are important contributions to the peace and co-operation in the border region and perhaps even in the development of a new regional profile.

At the more concrete levels, we found one area where the national minorities have not greatly participated, namely the EU funded development projects, such as the INTERREG programs. Whether this is due to the inability of the national minorities to be included or the negligence of the majority in including the national minorities in the INTERREG programming is difficult to assess. It is known that the nati-

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onal minorities were catalysts in the founding in 1997 of the research institution, the European Centre for Minority Issues (ECMI), with INTERREG funds. Moreover, the North Frisians have in recent years participated in INTERREG projects. However, there is clearly a weakness as these funds are the largest disbursements of funds in Europe today for CBC. We have found that representatives of the various national minorities have explicitly participated in the following projects:

- Grenzlandportal
- Europaklasse Tønder-Niebull
- LANCEWADPLAN-Integrated Landscape and Cultural Heritage Management and Development Plan for the Wadden Sea Region

This lack of participation may change in the future, since the Danish national minority and the German *Volksgruppe* now have representatives in the new INTERREG Commission established in connection with the EU's next five-year program, INTERREG IV. The potentials for future opportunities for the national minorities to participate in INTERREG IV are discussed in Appendix B.

Another area that seems underdeveloped is the area of cultural heritage tourism in the eastern part of the border region. From our analysis it appears that the west coast and the islands draw the major part of tourists visiting the area. Thus, the rich variety of cultural heritage sights in the eastern part of the region is not benefiting from the otherwise large influx of tourism.

These issues, coupled with the fact that there is much to be learned from the experiences that national minorities and majorities have had in the border region after World War II in terms of intercultural dialogue, are the focus of Part IV of this report. The German-Danish border region is an "old" border region in Europe progressing towards reconciliation. This is an experience which many border regions in Europe have yet to learn to manage. In that sense, the border region has a comparative advantage in terms of knowledge and competence about intercultural dialogue and reconciliation in addition to the competencies that the national minorities and their institutions represent. We shall next address the potentials for putting these competencies to work in support of the economic development of the border region.

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## **Part IV**

# **NATIONAL MINORITIES AND BORDER REGION DEVELOPMENT**

The increasing importance of the region as a self-identifier as opposed to the traditional national state identification has implications for the future of regional politics in Europe (Keating, 1998). Mechanisms have been developed to deal with the changing global outlook of the economic and cultural landscapes. These mechanisms pay attention not only to the promotion of local economic growth, but also to the construction of identities, territorial solidarities, and territorially-based systems of action. In this scenario, national minority cultures are revalorized and made more visible through information technology and the dissemination of cultural production. The value of national minority cultures is therefore entering the sphere of internationalism through European integration.

National minority cultures at the regional level become influential both in the political arenas – where issues are framed, policies debated, decisions made, and resources allocated – and in the competition for investment, markets, and other opportunities as these aspects of regional life are less and less managed from the central level of the national state. In this system, where the central state has lost its monopoly, regions learn to relate directly to international regimes and the global market. Since competition at these levels is fierce, regions must define and redefine their competitive advantages, and their success in exploiting these determines the future prosperity of the region. They must reconstitute their function not only in terms of economic management, but also in terms of regional cultures and regional identities. The function of regions therefore becomes a laboratory where policy-makers seek to maximize the capacity of their territory to compete by mobilizing local energies that are critical in the global economy.

Local synergies based on complex networks of public-private linkages are extremely important in shaping strategies, and regional authorities often become the intermediaries in this process. Especially in regions where several national minority cultures cohabitate, the mobilizing of local energies requires an institutional set-up. Where national minority languages used to be seen as languages of the periphery, they are now given new status not only in educational systems, but also as promoters of commerce and trade. Cultural heritage industries have emerged in an effort to improve tourism, and the search for historical reference guides regions towards modernization through the bridging of the past, via the present, with the future. This trend has been founded on a social realist footing that represents regional life as culturally pluralistic and based on diversity. In the light of the revalorization of regional and national minority cultures, this cultural production becomes an important tool in the creation of modern regional identity as it abandons the provincial, antiquarian, and often nationalist connotations and emphasizes modernization and globalization in terms of cultural pluralism. The presence of diverse cultures in a region devising strategies for economic development is therefore considered an asset that not only enhances the quality of life, but also attracts a certain type of innovative people.

According to experts, regional economic development depends to a great extent upon the ability of the region to attract the so-called “creative class”, that is, innovative people (Florida, 2002). The creative class consists of people who are primarily paid to think and innovate. They are paid for their mental process as opposed to those who are paid to carry out physical tasks. The creative class is defined as those who identify problems, figure out new solutions, or combine existing knowledge in new ways. They are paid principally to do creative work for a living, and they include scientists, engineers, artists, musicians, designers and knowledge-based professionals. They are inspired to innovate both through their skills, their inner urge, and external stimuli. Diversity and different impressions in the working and living environment stimulates innovation and, in turn, economic growth. The quality of place is thus important to the creative class. Quality of place signifies, among other things, the availability of diversity, openness, intercultural exchange, and cultural opportunities. Regions with the ability to foster and

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attract the creative class will have an advantageous position in the competition of attracting technology-intensive companies and thus jobs. The management of regions wishing to exploit the presence of diverse cultures and languages therefore requires institutional action plans that involve a large variety of players.

But in the “new” regionalism of Europe, regional identities are based upon more than just aspects of territory, culture, and historical heritage. Goals and strategy-definition are proving to be important instrumental aspects of regional identities, especially in the era of international pressure to compete for resources and funds. The creation of the image of a region thus becomes a tool of not only regional governments and cultural groups, but also of political leaders and political parties. Regional political elites often see citizens not only as individuals identifying with the region, but also as raw material in the forging of a common identity based upon the regional characteristics. The result of this is at times the emergence of a regional identity that is less strained by old cultural values, functioning instead as a mechanism for collective action in the face of changing political and market conditions based upon rational calculation. Regional identities are therefore malleable and changeable in accordance with circumstances.

## **A. Trends and Strategies in the German-Danish Border Region**

One of the external factors that is leading regions to redefine strategies and look for specific profiles is the European Union. Policies such as the Lisbon Strategy and the new regional policy for the EU strongly influence the way in which regions decide to mobilize. It has been recognized that regional and local actors contribute to the economic growth in Europe. And especially with the relaunch of the Lisbon Strategy in 2005, it has been argued that regions should be strategy makers rather than strategy takers (Heichlinger and Määttä, 2006). The Integrated Guidelines for Growth and Jobs (2005-2008) include twenty-three guidelines that should help implement the targets of the Lisbon Strategy by 2010:

Several of these guidelines are at the heart of the policies and strategies that regions pursue in development. A number of regions have been identified as contributing specifically well to the Lisbon Strategy in following these guidelines (Heichlinger and Määttä, 2006). These include Barcelona (Spain), Dun Laoghaire Rathdown (Ireland), Flanders (Belgium), Lombardy (Italy), Ovre Nörrland (Sweden) and Oulu (Finland).

The degree of associative life at the regional level as well as the impact of commercial and trade activities and the existence of regional mass media sustain the social space and frame issues in a regional perspective. Consultative bodies and multipartite institutions form an important function in this process. But it is important to note that these respond to separate constituencies. In order to be effective, they must be supported by strong incentives from regional and central governments (Keating, 1998). This is particularly crucial to the redefinition of border regions as in the case of the German-Danish border region. The political frameworks for co-operation are therefore particularly important for cross-border strategies. We will discuss those that are relevant to national minority participation in the German-Danish border region in Chapter 7.

Experts warn that regions need professional skills for the task of implementing the Guidelines (Heichlinger and Määttä, 2006). They must apply a partnership-based and integrated approach using local issue-driven networks. They must evidence strong leadership and personal level commitment in order to create the right settings for growth and sustainability. The geographical proximity of regions to the local markets is fundamental in order to change labor methods, to transmit tacit knowledge, and to explore new formulas of risk-taking and sharing with other stakeholders. Collective action in the social space therefore becomes a major force in the construction of regional profiles through new strategies. In Chapter 8, we will discuss some of the strategies adopted in the German-Danish border region and how these relate to national minority participation.

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It is not just national minority competencies but also national minority know-how that is available at many levels of society in the German-Danish border region. Numerous organizations and institutions work in the areas of national minority to majority management and knowledge as well as in intercultural functions and promotion. These organizations range from the highest level of local government to the grass-root level of society. Many have more than fifty years of experience in national minority to majority relations, with some going back as far as the 19<sup>th</sup> century in experience. They constitute a separate know-how sector in the border region which heretofore has not been thoroughly described and analyzed and thus has not received much attention in the region's profile and approach to development. We will discuss these institutions in Chapter 9.

We argue that due to the presence of these institutions in the border region, as well as the competencies described in the previous part of the report, the region may be seen as a national minority competence and capacity region. Compared to other border regions in Europe where national minorities reside, the German-Danish border region has a comparatively longer history as national minority region and hence time to accumulate experiences. The "capitalization" on this comparative advantage of border region national minority competency and capacity should therefore be seen as part of the overall strategy to strengthen and develop the region. In Chapter 10, we will discuss the potentials for a broadened co-operation on national minority issues in the border region.

Since the potential for broadened co-operation is dependent on funds to "fuel the engine", we offer a few prospective avenues for EU funding in Appendix B.

## **7. The Political Frameworks for German-Danish Border co-operation**

In the German-Danish border region, there are two levels of political co-operation that have relevance for national minority participation in development strategies and CBC co-operation. These are the co-operation frameworks of

- Schleswig-Holstein and Region Syddanmark
- Region Sønderjylland-Schleswig

Following the reform of the districts in Denmark as of 1 January, 2007, a new co-operation agreement between Schleswig-Holstein and Region Syddanmark was signed in June 2007. The Region Sønderjylland-Schleswig, which was established in 1997, was restructured as of 1 January, 2007 in an effort to make it more effective and upon suggestion by the German national minority.

The aim of this chapter is to discuss these two levels of co-operation through the lens of national minority participation in border region development.

### **7.1 Schleswig-Holstein and Region Syddanmark**

Formal and informal co-operation between the official entities on either side of the border goes back many years. Practicalities such as waterways, environmental concerns, and border monitoring matters, as well as numerous study visits, brought the two regions together even during difficult times. With the establishment of the INTERREG programs by the EU, co-operation in the border region became intensified. Indeed, the INTERREG program was perhaps the "midwife" of closer German-Danish border region co-operation. National minority leaders have played a role in many of the initiatives taken across the border over the years, but a formal and official role had not been afforded the national minorities until recently. A 2001 official agreement between Schleswig-Holstein and the then *Sønderjyllands Amt* preceded the 2007 co-operation agreement.

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The Partnership Declaration signed on 27 June, 2007 includes national minorities as civil society partners and refers in Article 5 to the importance of the national minorities as “bridge builders” in CBC. The aim of the Partnership agreement is to prepare annual work plans for new projects. The annual work plans are prepared by two Steering Committees, one on each side of the border. Neither Steering Committee includes national minority representatives. The Chairs of the Steering Committees reconcile project proposals into one annual joint work plan. The work plan for 2007 includes mainly declarations of intent with regard to co-operation within certain areas, such as knowledge, tourism, labor market, exchange staff visits, and information exchange.

The Partnership agreement is furthermore linked to growth projects on both sides of the border. In Schleswig-Holstein, these are implemented under the title “New Horizons in the North” by a German-Danish management secretariat funded by the Schleswig-Holstein Ministry for Business, Trade, and Transport (IHK Flensburg Annual Report 2005). The aim of the secretariat is both to intensify CBC and to help implement CBC initiatives. None of the growth projects includes national minority components or national minority participation, and the secretariat does not include official national minority representation. One growth project, the Collegium Mare Balticum project, aims to improve the university co-operation across the border and includes components on culture and education as well as regional history and economy. These are areas where the national minorities could be included in the future.

In Region Syddanmark a similar initiative has been established in connection with the reform. The so-called Growth Forum for business development has adopted a strategy for 2007-12 with a specific action plan for 2007-2008. The overall business development strategy of Region Syddanmark calls for development in six areas: cluster development, culture and leisure experience, healthy living, human capital, research, innovation and new technology; and new entrepreneurs. Within each of these, the action plan for 2007-08 has set seventeen sub-initiatives which will be funded in two ways. Approximately EUR 21 million of the Region’s funds can be allocated directly. In addition, EUR 27.5 million can be tapped from the EU’s Structural Funds. The sum of 35% of the EU funds is earmarked for the border region and the periphery (Action Plan 2007-2008). Three initiatives are of special interest to the national minorities in the border region.

First, under the goal of developing clusters in Region Syddanmark, the Growth Forum will co-finance emerging cluster activities that aim to contribute to change and renewal. Examples of applications that could receive support are among other proposals for education and competence development, research and innovative activities, proposals about internationalization, and how to attract foreign investments. The program is also supposed to exploit potential cross-border co-operation. Successful clusters will evidence dynamic internal relations and the readiness to go global. There is no explicit reference to national minority competencies in the objective, but national minorities could feasibly be involved in a cluster on education and competence development as well as research and innovation activities.

Second, Region Syddanmark and the Growth Forum are aiming at developing new ideas in the area of leisure and cultural tourism. Culture and history will play a part in this strategy, as will innovative ideas for tourism development and marketing. There is no reference to national minority cultures and their history, but clearly these are part of the history of the region.

Third, with the aim of improving human capital, Region Syddanmark and the Growth Forum will support initiatives that expand regional knowledge and competencies. These initiatives must support the local businesses in their need for skilled personnel. The goal does not include national minority competence. But particularly in connection with the development of the cross-border human capital – that is, labor market mobility across the border – the competencies of the national minorities in intercultural understanding and bilingualism may be relevant.

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The secretariat for the Growth Forum is based in Vejle, the new capital of Region Syddanmark. The secretariat does not include an official national minority member, but the German national minority holds observer status in the council that governs the Growth Forum.

In preparation for the signing of Partnership Declarations, a bilingual brochure about common growth and growing together was issued. It refers to the rich contribution that the three large national minorities bring to the border region in terms of culture. The two national minority newspapers and the national minority schools are also mentioned as contributors to the multicultural society. However, the overall aim of the brochure is to highlight the bicultural characteristic of the border region in terms of growth.

## 7.2 *Region Sønderjylland-Schleswig*

The cross-border region of Sønderjylland-Schleswig was created in 1997 on the model of pre-existing European regions. The recommendation to do so was approved at the first German-Danish Border Region Conference in 1995, and the German-Danish Forum (in existence since 1977) had developed a corresponding draft. Both the Danish side and the German side of this cross-border region have economic features that often occur in border regions due to their location on the periphery such as, for example, the out-migration of qualified young people, a below-average number of college graduates, and an unemployment rate above the national average. The Region Sønderjylland-Schleswig is working to combat these problems by combining forces in the areas of economic development, job market, education, culture, health, environment, and nature conservation.

The goals of this increased co-operation are to reinforce – and to better develop and utilize – the Region's economic potential (in particular in the areas of research, technology, and tourism), to create skilled jobs, to improve the regions competitiveness, and to market it as an attractive commercial location.

Among the means being used to achieve these goals are measures for promoting economic development, education, and continuing education; promoting co-operation in economic policy and employment policy; promoting cultural and artistic co-operation; contact and exchange between different population groups; promotion of language knowledge; and infrastructure development. On the whole, since its founding the Region Sønderjylland-Schleswig has seen the implementation of numerous projects in the areas of the economy, job market, traffic, environmental protection, sports, youth, and health. These initiatives include the co-operation between the Syddansk Universitet and the University of Flensburg, which has already given rise to four cross-border courses of study; initiatives for the creation of a cross-border job market; cross-border bus and train transit; and the Europe Class Niebüll-Tønder (2003-2006), a three-year joint course of study with a cross-border diploma.

The German and Danish national minorities are also actively participating in projects, including the Europe Class mentioned above or on the “Language Campaign” (*Sprachkampagne*) Project. Both projects have proven successful and are being continued this year. Additionally, representatives from the Committee for Culture, Liaison, and co-operation support expanding the Language Campaign. Moreover, the Southern Schleswig Voters' League (SSV) and the Schleswig Party (SP) passed a joint declaration for deepening CBC in the Region Sønderjylland-Schleswig. In this declaration, the SSV and SP emphasized their interest in continuing to develop CBC and stressed the need to bring CBC closer to citizens and include the general public more in cross-border activities. The declaration stated that cultural, youth, and sport projects as well as initiatives to promote bilingualism (such as Danish or German classes in public schools) were central to the experience of a common region.

The institutional backbone of the Region Sønderjylland-Schleswig is a biannual Regional Assembly (*Regionalversammlung*, previously *Regionsrat*, or regional council), a board of directors, and a common secretariat. In the course of recent structural reforms in Denmark, the Region Sønderjylland-Schleswig was

partially reorganized, including the official bodies (particularly the Regional Assembly and committees). This reform of the official bodies was carried out primarily as a reaction to a recent increase in criticism of their composition and working methods (on one hand, too large of a Regional Assembly – forty-two members – and on the other hand, poor differentiation between duties and spheres of authorities and poor co-operation between the official bodies). Therefore, the number of members of the Regional Assembly was reduced from forty-two to twenty-two, with each side naming eleven members and deciding independently which members to send as delegates.

The reforms also made an improvement with regard to national minority participation in the Regional Assembly; the Danish and German national minorities now both have guaranteed direct representation in the Regional Assembly.

The Regional Assembly is able to establish committees for performing the duties of the Region Sønderjylland-Schleswig on an ongoing basis. These committees consist of members of the Regional Assembly on the one hand and outside experts or representatives from interest groups and political parties on the other hand. These committees are at the center of CBC because they deal intensively with specific subject areas and, due to their small numbers, they allow for greater bonds between members and a lower threshold of communication.

Table 25: Committees before and after the reforms

Number and names of committees before the reforms	Number and names of committees after the reforms
1. Environment and nature conservation 2. Regional planning, rural areas, and transportation 3. Health and social issues 4. Youth and athletics 5. Economic development, labor market, career development, and university development 6. Culture, equality, and language	1. Education and development 2. Economy and environment 3. Liaison and co-operation

Up to now, national minorities have not been represented on the committees, but a recommendation to this effect has already been made. It is currently under discussion by the board, and the Regional Assembly will make an official decision about national minority participation in the committees at its meeting in the autumn of 2007.

The new structure and composition of the Regional Assembly and the committees may well provide a chance to remedy the shortcomings mentioned above because a smaller number of people and committees could provide for improved communication and closer bonds between people and official bodies.

Because the partners in the Region Sønderjylland-Schleswig have already initiated successful projects in multiple areas, it is now quite important to use the new structures to deepen existing co-operation, expand projects, and include a greater portion of the public at large in these projects, or at least increase public awareness. Therefore, the following were among the concrete goals set during the most recent meeting of the Regional Assembly in 2007: consolidation of the success of the *Infocenter Grenze* (Border Information Center), continuation of the Language Campaign, and development of a concept for breaking down informational barriers.

The goal of breaking down informational and linguistic barriers as well as that of raising the profile of the Region Sønderjylland-Schleswig both within the population of the participating partners and outside of the region both carry a high degree of importance because the Region Sønderjylland-Schleswig suffers from a problem affecting other cross-border regions as well, namely, the lack of recognition and lack of knowledge on the part of the affected population with regard to the Region and its cross-border activities.

Especially in view of dealing with linguistic and cultural barriers, stakeholders in the Region Sønderjylland-Schleswig have a considerable amount of latitude. The role of the Danish and German national

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minorities is particularly emphasized in this context because they have enormous potential for cultural exchange and cross-border cultural projects. The discussion about language barriers particularly shows that there are still areas in which national minorities could certainly play an important role and in which their inclusion and active participation have a central significance. In the course of evaluating the work of the Region Sønderjylland-Schleswig from 2000 to 2004, we have seen that on the list of issues with which the region needs to work more, language is clearly a priority. In order to reach this goal, it is necessary to increase the utilization of the potential represented by the existence of the national minorities.

Within this context, we may cite two measures currently in the planning stages that could lead to a better surmounting of cultural barriers. On one hand, beginning in 2008, the newspapers *Der Nordschleswiger* and *Flensborg Avis* and the newspapers of the Schleswig-Holsteinischen Zeitungsverlag have entered into increased co-operation to present Schleswig-Holstein and the Southern Denmark region journalistically and, in so doing, to provide for communication without borders. The three newspapers will publish a special page once per week discussing the political, economic, social, and cultural aspects of the border region. On the other hand, the Schleswig-Holstein *Landtag* has asked the state government to prepare a report on current perspectives on learning Danish within the majority German population by 2007 as well as an action plan for increased Danish instruction.

The new policy to ensure national minority representation in the Regional Assembly and committees is an important first step because the representatives from each of the national minorities will now be able to take a more active role in the development and planning of projects.

In order to evaluate the feasibility of including national minorities in border region development projects, we will next examine the ongoing efforts to strengthen and develop the region in order to assess the extent to which national minorities are included in these strategies.

## **8. National Minorities and Ongoing Border Region Development Strategies**

A number of initiatives on both sides of the German-Danish border region have addressed the need to define a new development strategy for the region. These include

- The Monitor Group Cluster Study (2004)
- The Region Sønderjylland-Schleswig cross-border business strategy (2005)
- The Final Report of the German-Danish Working Group for the improvement of cross-border mobility (2006)

In spite of several public announcements by prominent politicians that the future success of the region's development is closely linked to the competencies of national minorities in the border region, the existing strategies do not include national minorities as participants or contributors. This chapter discusses these strategies with a view to determining where national minority competencies might contribute to these strategies.

### **8.1 The Monitor Group Cluster Study (2004)**

The aim of the Monitor Group Cluster study was to identify potential clusters in the German-Danish border region. Both the then Sønderjyllands Amt in Southern Denmark and Schleswig-Holstein were forecast to experience a decrease in population in the next decades, and in particular the exodus of the young generations was seen as alarming. The Monitor Group Cluster Study analyzed the strengths and weaknesses of both of the regions near the border in terms of sector developments and clusters. The stu-

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dy highlighted the differences in clustering trends on both sides of the border and suggests drawing up a joint cluster strategy for the border region. Whereas the strong clusters in Southern Denmark focused on mechatronics, the strength in Schleswig-Holstein was in the high-tech area.

- Clusters of interest with the analysis of national minority competencies include
- Agricultural products
- Education and knowledge creation
- Entertainment
- Hospitality and tourism

None of these clusters is situated at the high end of economic growth, nor are they strong clusters. However, in Schleswig-Holstein, the agricultural products and hospitality and tourism clusters are considerably bigger than in Denmark. The fact that the education and knowledge clusters rank very poorly on both sides of the border is a negative. These are the clusters where the potential of including national minority competencies should be considered in connection with border region development. National minorities are not represented anywhere in the Monitor Group Study.

The study suggested a three phase development strategy for the region. In the first phase, the two regions on either side of the border should identify growth clusters. In the second phase, they should develop strategies for accelerating clustering, and in the third phase they should develop the legal and political frameworks for the entire border region. In parallel to implementing the strategies on either side of the border, the study also suggested a parallel strategy development. In Denmark, a Development Council was established to implement these phases, and the strategy is in its third phase.

## **8.2     *The Cross-Border Economic Development Strategy for the Region Sønderjylland-Schleswig (2005)***

The cross-border economic development strategy aims to reinforce CBC and promote growth and prosperity in the region. In particular, the resources in the areas of the cross-border labor market, knowledge and technology transfer, and leisure and tourism are to be better utilized and interlinked across borders. The four areas of activity of importance for boosting the stature of the region as a cross-border economic region are: competence region, knowledge region, tourism and leisure region, and cross-border co-operation region.

In the framework of each area of activity, challenges, strengths, possibilities, and risks were named, and concrete cross-border activities and project proposals were developed. However, a possible contribution from the national minorities was not taken into account. The present study therefore aims to highlight the places at which the role of the national minorities should be taken into account for the various spheres of activity.

In the context of the economic development strategy, existing networks of minority organizations should generally be taken into account and built upon, if appropriate. Frequently, language barriers represent one problem in the development of networks. The strength of cross-border minority contacts consists of the fact that they have overcome language barriers. In general, this existing strength should be utilized in the formation of networks.

### 8.2.1. Competence Region Field of Activity

<b>National minorities as strength</b>	Diploma of national minority schools recognized on both sides of border
	Bilingual graduates of the national minority schools
	Networked, national minority-related know-how institutions on both sides of the border (such as ECMI, FUEV, the Højskole Oestersøen, etc.)
	Carriers of intercultural knowledge and thus mediators between the various cultures
	Institutions of the German national minority in Denmark as facilitators for the integration of recent German settlers

### 8.2.2 Knowledge Region Field of Activity

<b>National minorities as strength</b>	Language competence as prerequisite for the exchange of knowledge, technologies, and experiences (example: organic agriculture)
	International experience and knowledge of the FUEN

### 8.2.3 Tourism and Leisure Region Field of Activity

<b>National minorities as strength</b>	Potential for the development of a cultural tourism (languages, architecture, cuisine, cultural events, museums)
	Contribution to transnational coordination and linking of tourist offerings
	Transnational cultural offerings as a special attraction (national minorities as carriers / organizers of these transnational cultural offerings)
	Cultural heritage museums on the east coast

### 8.2.4 Co-operation Region Field of Activity

<b>National minorities as strength</b>	Numerous institutions and national minority organizations with extensive knowledge in regard to minority issues
	National minorities as a carrier of German-Danish co-operation in the past, present, and future

## 8.3 Final Report of Danish-German Committee for the Promotion Of Cross-Border Mobility (2006)

The committee was convened with the objective of strengthening the current efforts to eliminate obstacles for cross-border commuters. The report cited the most common problems faced by cross-border commuters in the border region. In light of the specific problem areas, the legal situation in Germany and Denmark and at the EU level was laid out. The report covers the following areas: social security, unemployment insurance, family benefits, vocational qualifications, communication and information, taxes.

It must be noted that no part of the report makes reference to minorities. This is all the more curious as the study was initially an idea tabled by the Danish minority and the German *Volksgruppe*. However, the fields of communication and information are important areas where national minorities could contribute their skills, and they should therefore be given more consideration in the future. In particular, their linguistic, cultural, and intercultural skills play a central role in this regard.

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In the following initiatives and projects, for example, national minorities could collaborate and contribute their skills:

- German-Danish commuter portal
- Dictionary of commuter terms
- Minorities as advisors for cross-border commuters.

For example, representatives of the Danish minority could organize seminars for (future) German cross-border commuters and be invited to these seminars to speak about the special aspects of Danish culture and the Danish world of work.

As ought to be clear, national minorities have been left out of the regional business strategies. Even though we have shown that there are areas where national minorities could contribute to these strategies, we have not been able to identify direct reference to the participation of national minorities in these processes.

A focus group of young business leaders convened for this study confirmed this conclusion. Asked whether the presence of minorities in the border region contributed to their business developments, the reactions were mostly negative. Although it was noted that the region is truly a multicultural area of rich cultures that could enhance the region's profile, there was a general feeling that a common identity did not exist, and until such was promoted it was not possible to argue that the cultural diversity of the region contributed to regional development. Some argued that the region should use the presence of minorities to distinguish itself from other competing regions in Europe. The region should be promoted not as a border region but as an attractive area both in terms of nature and history as well as in terms of multilingualism and cultural diversity. The young leaders also felt that many projects were initiated at the political level but not enough private initiatives in which young business leaders could participate. Especially, network projects were missing and CBC networks so that business could co-operate across the border rather than go to Copenhagen or Hamburg. In general there was a feeling that minorities could contribute to improving the networking across the border by assisting with information flow and inter-cultural knowledge, i.e. how to start a business or find a business partner on the other side of the border.

## **B. National Minority Stakeholder co-operation**

In spite of the “invisibility” of the national minorities in economic strategies for border region development, the plethora of national minority institutions and national minority know-how institutions that exist in the border region actually constitute a virtual “sector” of its own. Unknown to most in the border region, the region is in fact home to a strong national minority sector. It is for this reason that we would call the border region a national minority competency and capacity region. It is difficult to dispute that this sector does not contribute in its own way to the economy of the region. Unfortunately, the sector seems to exist in a vacuum within the border region. It is actually better known and appreciated internationally than at home.

In this final section of the report, we will discuss the potentials for making this sector more visible in the German-Danish border region.

### **9. Co-operation between Stakeholder Institutions with National Minority Know-How**

An umbrella organization, DialogForumNorden (DFN), was established in 2004 with the aim of furthering co-operation among national minorities and stakeholders in the border region. It has fourteen

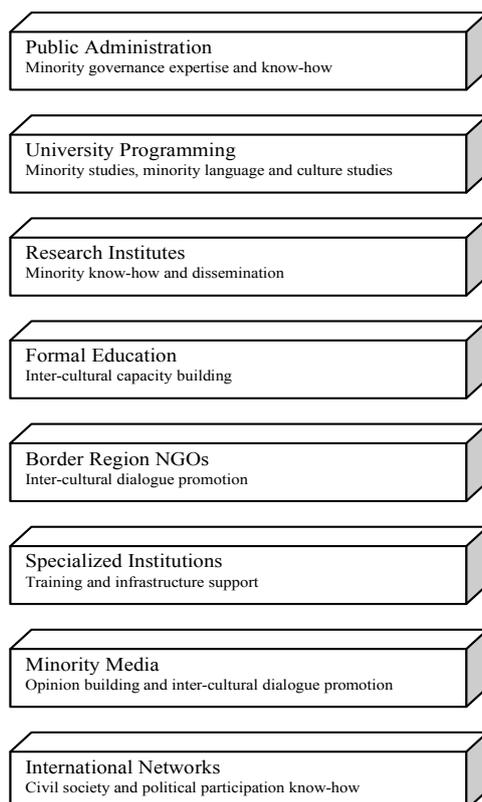
members representing a cross-section of the relevant institutions. The institutions include government representatives, politicians, national minority representatives, the SSV, and representatives from research, higher education, and training institutions, as well as from EBLUL and FUEN. The aim of the DFN is to pool common interests to strengthen the influence of these institutions in the field of national minority protection. Specific objectives will be operationalized through coordination and co-operation. The DFN does not have any action plan or a specific hierarchy. The Commissioner for Minority Affairs and Culture of the Minister President of Schleswig-Holstein acts as chairperson. The DFN meets at certain intervals, and to date the meetings have dealt mainly with topical issues and outstanding issues of national minority protection. In time, the experiences of this new organization will constitute know-how in the capacity region. The recommendations from this study would be taken into consideration by the DFN for future action.

In this chapter we will first offer an analysis of the current level of stakeholder co-operation among national minority know-how institutions in the border region. These institutions include but are not limited to those DFN institutions that are sponsored by the majority.

The organizations and institutions found relevant for national minority stakeholder co-operation either have direct relation to the public governance of national minority issues or else support the existence and maintenance of national minority life in the region. Others have capacity in intercultural dialogue and contribute to the accumulation of know-how in this area. These are institutions run and operated primarily by members of the majority who have long standing experience and knowledge of national minority issues. Finally, there are national minority institutions, such as the national minority media and the FUEN, that we consider relevant for direct co-operation with the stakeholders, since they possess know-how that complements the other institutions.

The relevant organizations and institutions may be organized into eight groups based on aims and missions (Fig. 5). We will discuss these groups and their work below in order to prepare for the full analysis of the combined national minority and stakeholder co-operation in the border region in Chapter 10.

Figure 5 – National minority know-how and capacity-building institutions



## 9.1 Public Administration

Given that the border region is home to four national minorities recognized both at the national and international levels, the public administrations of Schleswig-Holstein and Denmark have had to improve public management functions in order to provide for the forums and facilities required by such recognition.

Table 26– Public administration offices and related entities

Schleswig-Holstein	Denmark
Commissioner of the Minister-President for National minority Affairs and Culture (Beauftragte für Minderheiten und Kultur des Ministerpräsidenten des Landes Schleswig-Holstein)	Committee for Cultural Affairs in South Schleswig (Udvalget vedr. Danske Kulturelle Anliggender i Sydslesvig)
Division "Minorities, Regional Culture, Churches and Religious Communities, Monument Preservation in the Cultural Department of the State Chancellery (Referat „Minderheiten, Heimatkultur, Kirchen und Religionsgemeinschaften, Denkmalpflege“ in der Kulturabteilung der Staatskanzlei)	Ministry of Education staff
Committee for Issues of the German National Minority in North Schleswig (Gremium für Fragen der deutschen Minderheit in Nordschleswig)	Liaison Committee for German national minority (Kontaktudvalget vedr. det tyske mindretal)
Committee for Issues of the Frisian Minority in the State of Schleswig Holstein (Gremium für Fragen der friesischen Minderheit im Lande Schleswig-Holstein)	Ministry of the Interior and Health staff
Office of European Affairs (Europaangelegenheiten, Ostseekooperation und Minderheitenfragen bei dem Landtag)	German National Minority Secretariat in Copenhagen (Det Tyske Mindretals Sekretariat i København)
Europe Committee of the Landtag (Europaausschuss des Landtages)	Danish national minority office in the Danish Folketing
Education Committee of the Landtag (Bildungsausschuss des Landtages)	
Economic Committee of the Landtag (Wirtschaftsausschuss des Landtages)	
Federal Committee for questions related to the Danish and the Frisian minorities	
Federal Commissioner for Minority Issues	
Federal working group for national minorities	

There appears to be no official co-operation between Berlin and Kiel, on the one side, and Copenhagen, on the other, as mandates usually pertain to the direct relations between the majority and the national minority in question.

## 9.2 University Programs

The three major universities in the border region located in Flensburg, Kiel, and Sønderborg offer a number of university programs related to national minority issues, either in terms of language instruction or teaching about culture and communication as well as a new, small national minority module to be offered by the University of Southern Denmark in 2008. Several of these programs are joint efforts. No international Master's program or summer school program in national minority studies exists. However, a sampling of the programs offered shows the availability of national minority subjects:

- BA and MA in Instructional Science with Danish as a subject
- Didactics Master's with teacher training for various types of schools
- MA in Culture, Language, and Mediality
- BA and MA in Cultural and Linguistic Mediation (Kiel, Flensburg, Sønderborg)
- Frisian
- BA and MA in Frisian Philology
- BA and MA in European Studies (Flensburg, Sønderborg)
- BA in International Management

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In addition, a number of programs exist in co-operation between Flensburg University and the University of Southern Denmark in the area of innovation and marketing. A cross-border career service has also been established by the two universities in order to help those students who graduate from the joint programs find job opportunities.

In general, the co-operation between the three universities is good. A cross border Steering Committee with members from Flensburg University and the University of Southern Denmark has existed since 1992 and convenes several times a year. In this forum, new ideas as well as problems needing resolution are discussed. In 2007, the Committee discussed both potential development projects and ideas for new INTERREG projects. The Committee does not address national minority studies per se except in relation to ongoing study programs. No “National Minority Chair” exists in any of the universities, although it would appear that there was a discussion some years ago on establishing one but without successful results. There is no evidence on the homepages of the universities in the region that they cooperate. A common “gateway” to library homepages and library catalogues does not exist.

Survey partners who were interviewed for this study voiced a desire to create a knowledge region in the border area with the help of university co-operation. Most of the subjects interviewed felt that the ideas are there but the structures are too different. It was also highlighted that maintaining networks with academic partners at the individual level was very difficult. The power of professors to select topics is very different in the two systems. Indeed, it was argued that it is easier to maintain international academic networks across the Atlantic than across the border.

Another major issue raised was funding. There is currently a large discrepancy between the availability of funds for new initiatives between the two systems. Whereas the Danish government has increased its allocation of funds for research since 2002 in line with the Lisbon Strategy goals, the funds allocated by the German federal government do not appear to reach the Schleswig-Holstein. According to observers in the region, German funds flow towards the high performing universities in other parts of Germany. Since co-operation on research initiatives such as the EU’s Framework Programs often requires co-financing up to 50%, a representative for Flensburg University admitted that it is not able to join such research efforts.

It was furthermore highlighted that a central institution or a secretariat is needed to lift the idea of a knowledge region into reality. University staff are already over-burdened in their daily routines, and therefore a number of people dedicated 100% to cross-border development is needed.

As to the feasibility of organizing a Master’s program in national minority studies, some interview partners declared that there was no market for one in the border region. Moreover, the cost of establishing even a commercial Master’s program would be beyond the reach of the funds available in the border region.

### **9.3 Research Institutes**

The border region is home to a large number of research institutions and cultural institutions that also carry out research with regard to national minority issues, national minority life, and regional history influenced by the national minority presence in the region. The following list identifies relevant institutions but is not to be considered exhaustive:

- Centre for Gender Research, University of Flensburg
- European Centre for Minority Issues (ECMI), Flensburg
- Friesische Seminar, Universität Flensburg
- Nordfriisk Instituut, Bredstedt
- Institute for Border Region Studies, University of Southern Denmark
- Institut für Dänische Sprache und Literatur und ihre Didaktik, Universität Flensburg
- Institut für Regionalforschung, Christian-Albrechts-Universität zu Kiel

- Institut für Schleswig-Holsteinische Zeit- und Regionalgeschichte,
- Schleswig-Holsteinisches Institut für Friedenswissenschaften (SCHIFF), Christian-Albrechts-Universität zu Kiel
- Wörterbuchstelle, Christian-Albrechts-Universität zu Kiel

In addition, a number of libraries, archives, and museums may be relevant for an analysis of CBC in the area of national minority know-how. These include:

- Archiv/Historische Forschungsstelle der deutschen Volksgruppe, Apenrade
- Åbenrå Museum, Apenrade
- Cathrinesminde Teglværksmuseum, Broager Forskningsafdelingen ved Dansk Centralbibliotek for Sydslesvig
- Danevirke Museum, Dannewirke
- Deutsches Museum Nordschleswig, Sønderborg
- Flensburg Stadtarchiv, Flensburg
- Historisk Samfund for Sønderjylland, Apenrade Landsarkivet for Sønderjylland, Apenrade
- Institut for Sønderjydsk Lokalhistorie, Apenrade
- Landesarchiv Schleswig-Holstein, Schleswig
- Sønderborg Slot, Sønderborg

In total, there are twenty-two institutions that could be considered members of a DFN-led effort to build a cross-border network of stakeholder institutions.

Based on a questionnaire and selected interviews, this study found that there is no strong tradition of cooperating on national minority studies among these institutions except for ad hoc projects. The questionnaire had a response rate of 38%. A total of 50% of these institutions replied that they had worked with partners in the border region in 2006, and 64% of the respondents had organized one or more events in the border region related to national minority know-how in 2006. Nevertheless, the respondents allocated a total of 30,280 man-hours to national minority research in 2006 divided among twenty-four researchers. Finally, 33% of the institutions had accessed EU funding in 2006. Only 16% of the institutions employed a fundraiser. This small sampling of the institutions is summarized in Table 27 below.

Table 27 – National minority know-how co-operation and capacity 2006

Partnerships in the region	Public events organized	Man hours	Number of researchers	Projects initiated	Projects funded by EU
50%	15-20	30,280	24	9	2

Source: Questionnaire with a 38% response rate

If we include the non-respondents, the picture of research capacity is considerably better. Based on homepage surveys of another thirteen institutions, it was found that the number of researchers in the border region who relate in their daily work to national minority issues one way or the other is approximately 114.

Little evidence was found on the Internet of any of these institutions working together. The border region website (Grenzlandportal) includes pages that describe universities and several research institutions but no reference to established networks or the DFN. A survey of the individual homepages of the institutions did not provide much information about networks either. Links are offered to similar institutions on both sides of the border as well as links to international partners of library co-operation, for instance. Some web pages were found providing information about ad hoc co-operation projects, and references to CBC projects are made in annual reports. However, no “gateway” appears to exist for external researchers

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to access national minority knowledge in a “one-stop” manner, either in terms of library research, document and reports research, or database research. An informal inter-library CBC network exists, but no evidence of the outputs of this network is publicly available except for the border region website which was initiated by this network.

Similarly, little exists in terms of national minority know-how training. Except for individually organized summer Programmes, such as the summer school Programme of SCHIFF, there is no evidence that joint ventures on summer Programmes provide instruction or training in national minority issues and national minority policies. Specialized institutions offer such programs individually.

A number of issues were raised by interview partners in this group of border region institutions. First of all, most of the interview partners identified funding as the main problem limiting co-operation. Many of the institutions are too small to take leading positions in fundraising or the development of project proposals. The knowledge about funding opportunities outside regular channels seemed rather low. Some of these organizations had been involved in EU funding, including Framework Programmes. Furthermore, it was revealed that two institutions had applied for the same EU funding opportunity without coordination among them.

There was general frustration among interview partners that co-operation was not happening among at least some of the leading institutions in this field. It would appear that a vision had been framed by leading figures in the border region about ten years ago, and many felt that this vision had never been made into reality. The vision framed ten years ago apparently considered, among other things, that:

- the border region provides an excellent environment for impartial and independent international academic work
- a large number of research efforts in Europe do not provide the information needed in the field of national minority research on a pan-European level
- the peaceful impulses emanating from the border region and the good neighborliness prevailing make the region exemplary
- the rights of the Danish national minority, the German *Volksgruppe*, and the North Frisians to engage in cultural, social, and political activities makes for an ideological climate of great importance
- the population of the border region and their political representatives support and actively contribute to this in their daily activities

Reasons cited for the inability to put this vision into operation were lack of funding, fear of losing institutional independence, and clashes of personalities.

#### **9.4 Formal Education**

The area of formal education has seen more co-operation than between other national minority know-how institutions.

In the year 2003, the Ministry of Education, Science, Research, and Culture in Schleswig-Holstein knew of sixty-two partnerships with schools in Denmark, including comprehensive schools, Realschulen, Gymnasien, vocational schools, primary schools, and Hauptschulen.

Furthermore, various joint events and theme days are organized for school children from Germany and Denmark, including sports events like the Regionscup or the initiative SpoReg (sports in the region), which aims to promote cross-border activities between schools and sports organizations in general. Each year, the German and Danish sides alternate in hosting a school sports day (German-Danish School Sports Day) with support from the Region Sønderjylland-Schleswig. In addition, there is an annual German-Danish

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Youth Forum organized by various schools from Germany and Denmark (both majority and minority schools) together with the Regionskontor (Regional Bureau) of Region Sønderjylland-Schleswig (Info-REGION 2005 Nr. 18). During the event, schoolchildren meet for several days and take part in various workshops. Each year, two classes work together closely in the run-up and then introduce one another during the Youth Forum. In the year 2006, eight classes took part in this forum, four from Germany and four from Denmark, including classes from a German and a Danish national minority school.

In the field of cross-border contacts between vocational schools, seven German and Danish chef apprentices acted in a sense as pioneers when they exchanged their training positions and vocational schools with one another for eight weeks in 1998, thereby providing an impetus to the expansion of transnational co-operation among trade schools.

Shared interests and objectives, such as the reciprocal recognition of diplomas and certificates, constituted another central incentive for co-operation. With the help of funding from the EU programs INTERREG and LEONARDO, it has now been possible to launch a series of initiatives that deal primarily with the following themes: parallel acquisition of German and Danish diplomas, school exchanges and competitions, internships abroad, joint continuing education for teachers, and a cross-border labor market. A central example is the project "NetBS network of the vocational schools Sønderjylland-Schleswig", which has been funded in the framework of INTERREG III A and has involved the participation of six vocational schools each on the Danish and German sides. The objective of the project is to use various sub-projects to strengthen and expand the existing network among vocational schools in order to break down linguistic and cultural barriers and strengthen development in the border region in general.

In addition, there are the following projects, which do not relate to cross-border partnerships or contacts among schools in the narrow sense but are nevertheless of importance for the cross-border co-operation in the education field in general:

- Instructional materials concerning the region Sønderjylland-Schleswig (INTERREG III A project with the project partners Amtsentret for Undervisning, Abenraa, and the University of Flensburg)
- PANG Project (the Institute for Quality Assurance at Schools Schleswig-Holstein and the Sønderjylland/Haderslev Seeminarium (CVU))
- Course for German and Danish primary and secondary school teachers
- German-Danish teachers' association founded

Finally, there are a few INTERREG III A projects in the field of adult education which focus on improving German or Danish language skills:

- IRSAM – Danish and German as foreign languages (Volkshochschule Husum and the VUC Sønderjylland)
- SprachFokus Danish-German (Volkshochschule Husum and the VUC Sønderjylland)

In spite of these efforts to cooperate across the border, there is no evidence that there are plans to intensify work on educational material and especially teaching material chronicling the joint history of the region.

### **9.5 Border Region Non-Governmental Organizations (NGO)**

A tradition in the German-Danish border region since 1920 has been to establish NGOs in support of the national minorities. These organizations are usually established by the kin-state majorities as a response to the plight that the national minorities had to suffer during times of nationalization campaigns or as a

result of the wars of the twentieth century. As such, a number of NGOs were established in Schleswig-Holstein after World War II in an effort to ensure that no German citizen became a member of the Danish national minority due to socioeconomic suffering and deprivation.

The reasons for these aims have now disappeared and these organizations are almost all experiencing dwindling membership numbers, lack of funding, and indeed less of a rational basis upon which to exist. As a result, they have turned towards intercultural approaches in their work. The largest one, the Danish *Grænseforeningen* is increasingly supporting intercultural projects, such as “Cultures in Dialogue”, and the German ones have initiated projects of multilingualism in kindergartens, schools, elders club, etc. Moreover, since 2002 the organizations occasionally meet to discuss common issues. The organizations identified relevant for this study are:

- ADS-Grenzfriedensbund e.V., Flensburg
- Deutscher Grenzverein, Flensburg
- Grænseforeningen, Copenhagen
- Schleswig-Holsteinische Heimatbund (SHHB), Flensburg

In their original establishments, these organizations represent years of experience in conflict issues. For the purpose of this study, it is interesting to observe that they have changed missions and objectives during the last decade of the twentieth century. It is clear that they have not as yet found their place in the society of the twenty-first century, although they have taken the right path towards the reconciliation that is needed in the border region. As such, they may be seen as depositories of conflict mitigation knowledge, intercultural dialogue promoters, and facilitators of reconciliation at the grassroots level.

Interview partners from these organizations have argued that the changing circumstances in the border region in terms of the open border and the independence of the national minorities in their own institutions are major challenges for the border region NGOs. Even as they have turned towards intercultural dialogue issues and promoting multilingualism, there is a gap for them between their original identity and the identities that their organizations now develop.

It is our opinion that these organizations could contribute to the future development of the region as a capacity region of national minority competencies. They possess many years of experience and knowledge about conflict mitigation. Even if it means learning that the approaches implemented in the border region were not the best ones at all times, the need to catalogue and disseminate such experience is valuable to future national minority research. Moreover, the personal experiences of the transition from counter-culture to interculturalism are extremely valuable, especially as the EU has dedicated the year 2008 as the European Year of Intercultural Dialogue.

The capacity of intercultural workers in these organizations is summarized in Table 28 below.

Table 28 – Intercultural competent workers (membership)

ADS-Grenzfriedensverbund e.V.	Deutscher Grenzverein	SHHB	Grænseforeningen
590	100	55,000	30,000

## 9.6 Specialized Institutions

By “specialized institutions”, we refer to establishments that specialize in teaching and training as well as in the general broadening of the knowledge of national minority cultures including national minority languages in the region. These institutions are institutes, centers, or schools that offer day and evening courses as well as longer courses in residence. Thus, a number of these institutions not only represent na-

tional minority know-how but also infrastructure capacity in the border region. The following institutions have been identified as relevant for this study:

- Akademie Sankelmark, Flensburg
- Højskolen Østersøen, Åbenrå
- Jaruplund Højskole, Flensburg
- Jugendhof Knivsberg, Rødekro
- Tingleff Nachschule

The specialized institutions represent infrastructure and civil society capacity that could be viewed as supportive of the efforts that know-how institutions seek to establish in the region. In terms of infrastructure, they represent facilities for larger events and those that require overnight facilities. All of the institutions described have extensive experience and knowledge in planning, organizing, and hosting such events. In terms of civil society capacity, the institutions are all somehow involved in disseminating know-how about national minority issues both in relation to the national minorities in the region and in a broader European perspective. The staff of these institutions also has experience in intercultural relations as they bring together people from many different cultures in their permanent programmes. Finally, they are all located near the border and in proximity to the towns where the know-how institutions are placed. These combined factors of infrastructure and intercultural know-how render these institutions invaluable to the region in terms of preserving the multicultural character of the region as well as in terms of regional development including the development of a framework for stakeholder institutional co-operation.

The capacities of these institutions are summarized in Table 29 below.

Table 29 – Specialized institution capacity

	Jaruplund	Sankelmark	Højskolen Østersøen	Knivsberg	Tingleff Nachschule
Conference facilities	yes	4	yes	yes	
Rooms	51	58	63	20-25	
Beds	51 double or single rooms	67	106	100	75
Cinema/theater	yes cinema	no	no	yes, the facilities	
Computer labs	yes	no	yes	no	yes
Library	yes	no	no	yes	
Restaurant/cafeteria	yes	yes	yes	yes	
Sports facilities	no	no	yes	yes	yes

sources: [www.jaruplund-hoejeskole.de](http://www.jaruplund-hoejeskole.de), [www.eash.de](http://www.eash.de), [www.hojoster.dk](http://www.hojoster.dk), [www.jugendhof.knivsber.dk](http://www.jugendhof.knivsber.dk), [www.nachschule.dk](http://www.nachschule.dk)

## 9.7 National Minority Media

National minorities must find a peaceful way to get their voices heard and to participate in the daily dialogue about important society issues. The existence of quality independent journalism is a fundamental principle of the freedom of expression. More than 45 million people in the EU speak a language other than the official language of their country. An important way to remain informed for these people is through national minority media. One of the oldest national minority newspapers in Europe is the bilingual Danish-German language paper, *Flensburg Avis* based in Flensburg. Across the border is the German language national minority newspaper, *Der Nordschleswiger*. The history of *Flensburg Avis* goes back to 1869 whereas *Der Nordschleswiger* was founded in 1946. Together, the two newspapers represent many years of national minority news reporting and intercultural dialogue experience. In total, they print almost ten thousand copies per day and employ forty-four journalists. Both newspapers have also established publishing houses,

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and *Der Nordschleswiger* produces five minutes of radio news per day. Journalists from both newspapers have received prizes for good journalism.

As institutions of national minority competencies, there is no question about the caliber of these institutions. We discussed this in Part III. As institutions of regional capacity, they are furthermore valuable in the same manner as the institutions and officers in the public administration. The national minority newspapers represent know-how not only in national minority journalism but also in capacity building and civil society participation. For these reasons, the national minority newspapers are viewed as being of value to this study in that they are seen as both national minority institutions and know-how stakeholders. They can support the efforts in the region to improve the institutional co-operation.

### **9.8 International Networks**

Civil society representation in public governance has become arguably one of the most important aspects of modern liberal democracy. To be represented and to carry a voice in the public space is not a simple undertaking. To many national minorities, it is still a major obstacle and a hindrance in their access to rights and services. In addition to being the home to the many national minority institutions described in Part III, the German-Danish border region is home to one of the major international network/NGOs working as a civil society representative for national minorities in Europe, the FUEN.

Like many of the institutions discussed above, the competence of the FUEN is based on more than fifty years of experience, as the organization was founded in 1949. Staff working at the Secretariat and the current and former officials of the FUEN represent a considerable knowledge-base about civil society activism and democratic participation. It is of course for this reason that the FUEN is a member of the new DFN. The effort to create closer institutional co-operation in the region is already a part of FUEN's daily work. FUEN represents eighty-four members from thirty-two countries, some of which are strong and independent national minorities who can speak for the weak ones. The FUEN has also held observer status to the Council of Europe since 1989 and consultative status to the United Nations (UN) since 1995. It is also represented at OSCE conferences concerning national minorities and ethnic groups. There is clearly a civil society strength in this organization which can benefit not only national minorities, but also the German-Danish border region in its efforts to design strategies for economic development. The presence of FUEN in joint co-operation efforts can enhance these in terms of capacity building and knowledge dissemination. In addition, the FUEN has extensive expertise in organizing large events both within the region and outside. Finally, they are the gateway to the national minority members across Europe. Many of these are potential visitors to the German-Danish border region for further training and learning about national minority institution building and management.

### **9.9 Assessment of Stakeholder Institution co-operation**

The aim of this chapter has been to put in perspective the numerous and diverse institutions in the border region which might have an interest in broadened co-operation on national minority issues and national minority know-how dissemination. We have shown that except for the formalized co-operation at the university level, the level of co-operation is very low. Even the research institutions for which there was a vision framed ten years ago do not appear to have carried the baton further. This is not to say that co-operation does not happen, but most institutions work independently. There are many efforts going on in the border region, and informal networks do exist. These are difficult to identify, however, and their activities are mainly ad hoc events depending on funding and other commitments. There is no question that the national minority competence and capacity in the region is rich. There seems to be a problem,

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though, in how to exploit this in terms of larger efforts and projects where institutions complement each other and support each other through project interaction. The framework for such potential co-operation will be the next focus.

## **10. Potentials for Broadened Co-operation**

It is a fact that no formalized networks or other types of co-operation structures exist among the national minority and stakeholder institutions other than the limited structure of the DFN. There are nevertheless individuals in the border region who have seen the potentials for greater co-operation and capitalization of the national minority competencies and other national minority capacities in the region. The potentials for intensified co-operation and for defining feasible co-operation projects that the national minority and stakeholder institutions could pursue must therefore be conceptualized.

The economic development strategies for the border region have focused on identifying clusters in all sectors. Clusters are usually defined in the economic and business sectors but increasingly also in other areas of development, such as education and knowledge. This is also the case of the German-Danish border region. Lately, it has also been argued that clusters come into being on the basis of unique, individual roles in the local society. We argue that such a unique role is present in the German-Danish border region in terms of the competencies and capacities identified in previous chapters. A potential for a “national minority cluster” should therefore be explored.

Clusters are usually defined within national borders, but there is now also a tendency to think of cross-border clusters (Smallbone et al., 2007). These are, according to specialists, rather more difficult to theorize due to the divergent legal and political structures on different sides of borders and the language barriers. Nevertheless, experts emphasize the fact that if members of cross-border clusters learn to cooperate on an incremental basis through a combination of initiatives that aim to promote cultural exchange, there may be potential for designing cross-border clusters. The instruments which experts argue are currently the ones promoting this type of approach are the Territorial Co-operation policies of the EU. The existence of policy networks with participants from various levels of government on both sides of the border is also needed. They can share ideas and find solutions for collective problems.

Given that there exists a number of these abovementioned factors in the German-Danish border region and the fact that clusters are no longer confined to the economic and business sectors, we will undertake below a cluster analysis of the national minority and stakeholder institutions in the border region. This is feasible, we argue, since the legal and political structures on both sides of the border with regard to national minority governance and national minority policies are quite similar although not identical. Moreover, the Region Sønderjylland-Schleswig and the new INTERREG Commission are examples of national minority participation in regional development. Finally, the incremental building of cross-border initiatives on cultural exchange already exists.

This cluster analysis does not aim to prescribe a “national minority cluster”, but rather to use the concept of a cluster as an analytical tool to establish the potentials and obstacles for broadened co-operation in the future.

### **10.1 The purposes of clustering**

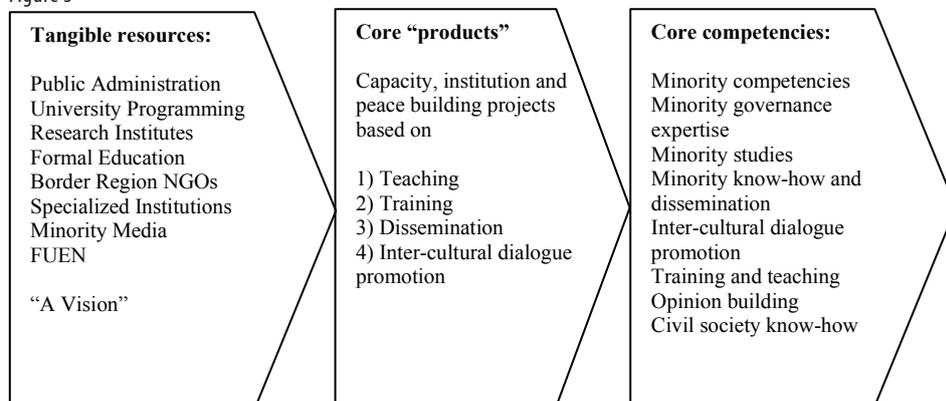
Experts identify three core pillars in a cluster co-operation that must meet certain conditions in order to define a cluster (Porter, 1998). The first pillar must be based on the tangible resources upon which to build the cluster, including

- Competencies
- Knowledge
- Experience
- Capabilities

- Potentials

The second pillar consists of core competencies pooled among resourceful institutions, while the third pillar constitutes the core “products” that the cluster aims to produce. The three pillars of a potential “national minority cluster” in the border region is shown in Figure 5

Figure 5



This potential “national minority cluster” includes the institutes and institutions that we have described in Chapter 9, as well as any of the national minority institutions we have described in Part III. It argues that the core competencies and capacities of these institutions can be operationalized in terms of capacity building and institution building projects (see below).

In practical terms, clusters are geographical concentrations of inter-connected institutions in a certain field that both compete and cooperate. In the economic sector, these are usually companies, factories, service providers, and related institutions. Drawing on this theoretical construct, a “national minority cluster” may thus be defined as concentrated sets of relationships between different national minority institutions and between national minority-related organizations as well as other sector institutions. A “national minority cluster” would be an alternative way of organizing the value chain and to support the growth of the institutions’ co-operation through the ability to compete effectively at the international level. This means that a “national minority cluster” is defined by the purposes which it seeks to meet. In the case of a “national minority capacity building cluster”, the purposes could include capacity and institution-building through teaching, training, dissemination, and intercultural dialogue promotion. The target groups of these projects would be members of national minorities in other border regions in Europe, as well as students and researchers of national minority issues and politics. In other words, the “national minority cluster” would produce “products” which are desirable to national minorities and students of national minority affairs around Europe. Hence, the “national minority cluster” would create an inbound traffic that would benefit the local economy, that is, importing the target groups rather than exporting to the target groups. The cluster would offer advantages in efficiency, effectiveness, and flexibility in seeking these aims.

## 10.2 The Design of Clustering

There are five dimensions to a cluster co-operation (Tallinucci et al., 2003):

- A cluster consists of agents
- Who are related through linkages
- Who uses resources
- To develop activities, and
- Who are located in the same region

The national minority institutions and the stakeholder institutions in the German-Danish border region may be seen as operating in all of these five dimensions. However, the second and the fourth dimensions

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are weak in the existing co-operation described in the previous chapter. We found that co-operation happens mainly on the bilateral level and as ad hoc activities. This is important because the performance of a cluster depends upon the strength of interaction among its constituents. Nevertheless, we have shown that there are potential linkages between the stakeholder institutions and national minority institutions in terms of the focus of many of the institutions on national minority issues and politics, as well as on national minority and regional history and politics. In addition, the institutions selected are all based geographically in the region close to the border.

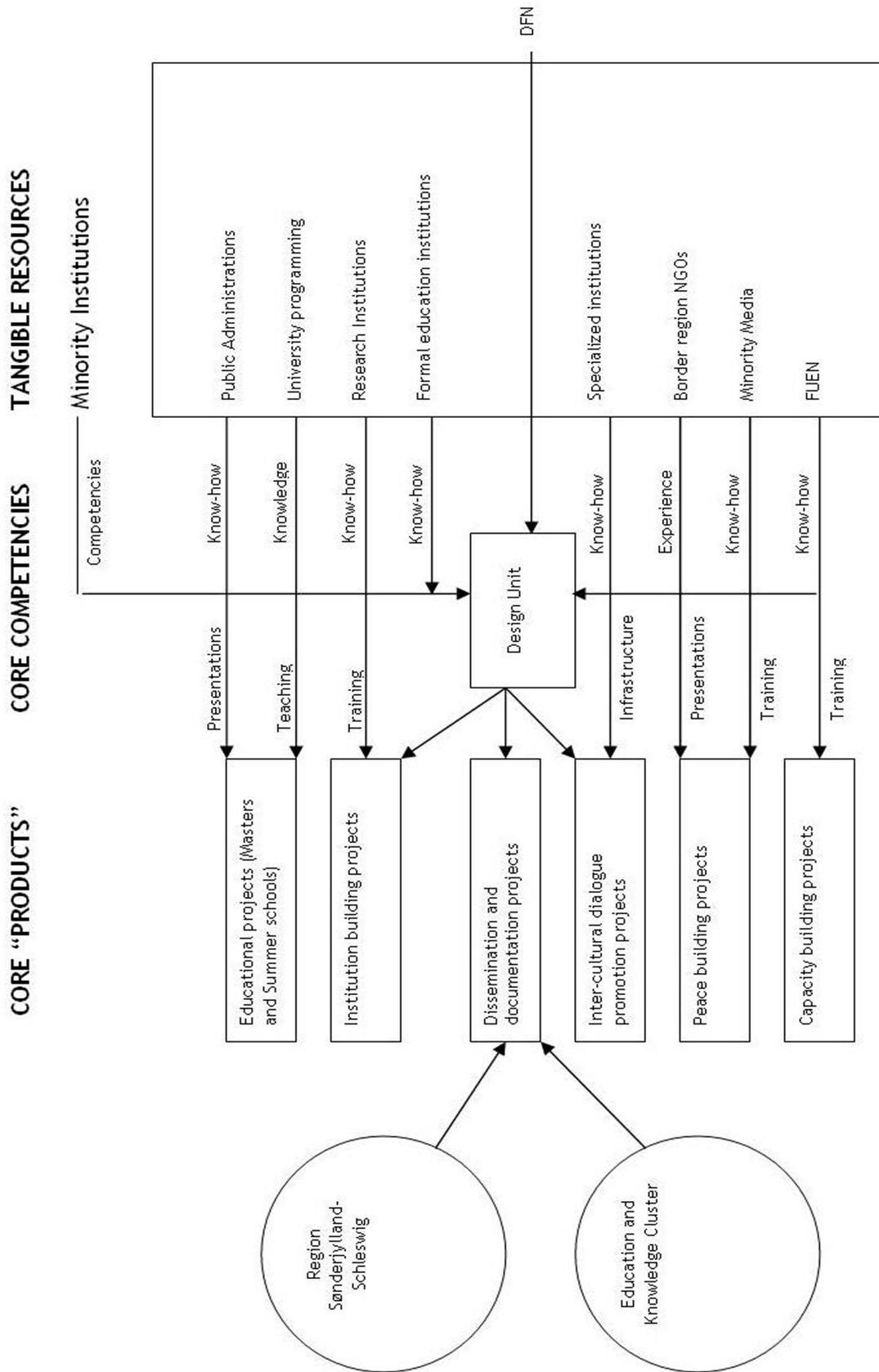
Communication avenues in a cluster have horizontal, vertical, and diagonal dimensions (Tallinucci et al., 2003). Firstly, there is the horizontal level where strategic alliances are formed. Co-operation at this level focuses on sharing basic competencies and know-how and defining common strategies in order to reach a wider target. Secondly, there are the vertical linkages where relationships exist between cluster institutions and related support sectors. Vertical linkages serve to help develop unique “products”. Thirdly, there are the diagonal partnerships which aim at realizing complex co-operation with institutions in support for the cluster co-operation.

In a “national minority cluster” the horizontal level would take the joint action of designing the cluster’s “products”, that is, the projects that the national minority and stakeholder institutions would like to put into operation. Projects in a “national minority cluster” that we have indicated are teaching and training projects, efforts at dissemination, or events seeking to promote the knowledge accumulated in the region about intercultural dialogue, that is, capacity building projects. Partners at this level in the border region would be the members of the DFN and the extended circle of higher education and research institutions in the region as well as the national minority institutions. It is important that the institutions participating at this level have the legal capacity to attract external funding and are eligible to participate in public tenders of the EU and other potential funding organizations.

The vertical level of a “national minority cluster” would include the linkages to the institutions that support the implementation of capacity building projects, either through dissemination of know-how and experience or through infrastructure. In the German-Danish border region, partners at this level would include the border region NGOs, the specialized institutions, the national minority media, and the FUEN. The border region NGOs could support with training in intercultural dialogue. The specialized institutions could support with infrastructure for long-term training courses as well as with venues for intercultural dialogue events. The national minority media and the FUEN could contribute with training and networking with national minorities in other parts of Europe that would be the target groups for participating in the capacity building projects.

The diagonal level represents mainly organizations that are external to the cluster of national minority competencies and know-how, such as communication channels, public media, etc. In this category we would argue that Region Sønderjylland-Schleswig and the Education and Knowledge Cluster in the region would be important. In Figure 6 below, we offer an overview of a potential “national minority cluster” for the border region stressing that this is a hypothetical design that can only serve as an indication of potential relationships and communication paths in such a cluster. The chart is read from right to left.

Figure 6 – “National minority Cluster”



Source: Free adaptation from Michael Porter's "Shoe Cluster" (Northern Italy) (Porter, 1998)

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### **10.3 The “Products” of Clustering**

The projects that would be the output of the “national minority cluster” would be based on the knowledge and know-how of the stakeholder institutions as well as the competencies of the national minority institutions. Capacity-building and institution-building projects would involve training, teaching, and presentations delivered by the relevant national minority institutions and stakeholder institutions, including public administration officers. The target groups of these projects would be members of national minorities in Europe and beyond who experience lack of capacity and competencies to muster collective action in an effort to participate in the democratic process of their country. National minorities in European border regions often experience a “democratic deficit” in their local politics. Even if national states have signed and ratified relevant national minority protection treaties, they do not seek strong implementation. Moreover, members of the Danish and German national minority media could train target groups in how to deal with majority rhetoric and how to use public media to their own advantage. Representatives from the FUEN could inform about civil society approaches to democratic intercultural exchange and train national minorities in how to deal with majority politicians. The aim to help members of other European national minorities to improve their human and social capital is thus a major part of the projects that a “national minority cluster” in the German-Danish border region could design.

A “national minority cluster” could also design projects that promote intercultural dialogue among national minorities and majorities in Europe. The “democratic deficit” here is also often the reason why national minorities and majorities are not brought to a level of intercultural exchange. Intercultural dialogue promotion projects can involve both official levels of national minority-majority societies as well as unofficial levels. At the official level, the national minorities in the German-Danish border region can act as mediators, such as the German national minority has done earlier. At the unofficial level, the border region NGOs and the specialized institutions can provide experience and training in how to deal with intercultural exchange in a democratic way. Officials and non-officials of these regions would have to be invited to the German-Danish border region. They could furthermore be introduced to the institutions and mechanisms that exist in the region in terms of political and social exchange.

Dissemination projects would have the purpose of promoting the different types of institutions and approaches applied in the German-Danish border region. This would not mean exporting the “Schleswig Model” as a best practices model because there are few regions in Europe where the exact same model could be applied. Rather, dissemination projects could aim at creating an “à la carte” list of descriptions of national minority institutions in the border region and providing a “tool kit” of how to begin to build them (a “how to” approach).

### **10.4 The Competition to National Minority Clustering**

Although there are not many regions in Europe that can display as many and as developed national minority institutions as the German-Danish border region, there are nonetheless regions where national minority competencies are strong and well organized. However, these do not focus on national minority institution building. For instance Glasgow, Scotland is the home to an umbrella organization, Black and Ethnic National Minorities Infrastructure in Scotland (BEMIS) which focuses on capacity building of ethnic immigrant communities. Budapest, Hungary has become a center for Roma/Sinti NGOs and research institutions that focus on Roma issues as well as national protection in Eastern and Southern Europe. Capacity building is also offered by other organizations individually as well as by international organizations such as the Council of Europe. Few if any involve national minorities themselves as trainers. National minority to national minority training is not very common in Europe.

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### 11.5 *The Potentials for Clustering in the German-Danish Border Region*

The feasibility of defining a “national minority cluster” co-operation furthermore depends on a number of factors to be present in the region (Ketels, 2003). These are

- Social and political environment open to the idea of national minorities participating in regional development,
- Capacity and willingness among all the involved institutions to cooperate and exchange ideas and knowledge,
- Availability of national minority competencies, vision and strategy, leadership,
- Availability of specific frameworks for national minority clustering, such as financing, policies and agencies.

The first factor is present in the German-Danish border region and is exemplified in the present study as well as in the inclusion of national minority representatives in the INTERREG Commission and the Regional Assembly of the Region Sønderjylland-Schleswig. The second factor poses some problems to the feasibility of a “national minority cluster” as we have found that co-operation is not very intense at the moment. However, capacity of the related institutions does not seem to be the problem except perhaps for financial capacity and time constraints imposed by other projects. It seems that willingness is more problematic as some institutions in the border region fear the loss of independence when participating in networking and cooperating. A vital factor according to experts is that if individual institutions’ interest gain the upper hand over those of the well-being of the cluster, the success of the cluster is doubtful.

The third factor is present in the competencies of both national minority institutions and the stakeholder institutions. Moreover, we identified a vision framed ten years ago for national minority institution and stakeholder co-operation in the region. However, this vision has not been implemented. This may be due to a lack of strategy or leadership. Nevertheless, it would appear that with the commissioning of the present study, leadership does exist or is trying to gain power.

Finally, the fourth factor appears to be problematic. As we have noted, financing is an endemic problem in the border region at almost all levels. Policies promoting national minority clustering are also largely absent. There is little reference to national minorities in the economic and business strategies developed so far, and the new INTERREG IV program does not identify national minorities specifically as actors in CBC.

### 10.5 *A German-Danish “National Minority Cluster”?*

Experts argue that clusters evolve over time (Ketels, 2003). They do not appear and disappear overnight. Often, one institution or a few institutions become the initiators and eventually the anchor for the cluster. Clusters that have been developed because of the determined action of regional leaders who spotted a potential in their region for a cluster usually develop rapidly. Moreover, clusters need a critical mass to reach a meaningful level of location impact. Institutions that decide to join a cluster usually experience the same type of barriers in their external environment, and therefore they see that joint action is the best way to overcome such barriers. However, experts also note that cluster creation can be a very long and costly process with high failure rates and the risk of long-term dependency on government funds.

Four main phases define the “birth” of a cluster (Ketels, 2003). First, there is often a period before a cluster gets launched in which the uniqueness of its purposes are identified and discussed. Often a first attempt is made but fails. Second, the cluster initiative often starts on the basis of an analysis of its potentials. This period is important to identify areas for action, spaces of communication, sense of belonging

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to the cluster, etc. Third, the action plan gets implemented. Fourth, the cluster develops over time into a more stable organizational form.

The German-Danish border region the vision framed the years ago may be seen as the first phase of a “national minority cluster” initiative. Clearly, the cluster initiative was not successful because the vision was not implemented according to our findings. The outcome of this research and the recommendations of this report may be seen as the beginning of the second phase. If a follow-up to this study is made in the form of an action plan for the border region co-operation in the area of national minority competencies and know-how, the second phase will have potentials for establishing and launching a “national minority cluster”.

However, certain obstacles and barriers will have to be overcome through discussion among the institutions. The most important obstacles we have identified are related to funding and lack of co-operation outside bilateral efforts and activities. Barriers include first and foremost the divergent legal and political systems on both sides of the border in terms of higher education. But the fear of losing institutional independence also seems to be a barrier to intensified co-operation. Finally, it would seem that at the same time as there are strong personalities trying to take the co-operation further, there are also personality clashes preventing this development.

An important point according to experts is that cluster initiatives need at least a small operational budget to finance an office with a dedicated cluster facilitator. A dedicated cluster facilitator is defined as an insider with a strong network within the cluster (Ketels, 2003). If such a resource is not available, cluster initiatives are very hard to sustain over time. However, experience shows that governments are often willing to provide these funds to help institutions towards joint action at least in the early stages of clustering. In the German-Danish border region, cluster participants would thus have to identify a facilitator and create a budget for staffing to help the facilitator identify future potential funding schemes and project ventures. It has been argued by interview partners in the region that one more new institution is one too many. This may well be true. The facilitator could very well be identified among the existing institutions and provide the “home” to an officer who dedicates his or her time to the networking and design that is needed to operationalize a “national minority cluster”.

## C. Conclusions

The potentials for involving national minorities in the economic development of the region are clearly not recognized across the board in the region. Although the political frameworks are more open to national minority participation, public sector strategies for private sector development seem ignorant that national minorities have competencies that could contribute to certain aspects of economic development of the border region. Perhaps the weakness lies at the political level for not emphasizing enough the potentials for including national minorities in economic strategies. In this chapter, we will summarize the findings regarding national minority participation in the development of economic strategies in the German-Danish border region and offer suggestions to be considered by the DFN and leading national minority stakeholders in the region.

### C.1 Economic Strategies

National minorities are “invisible” in the border region’s attempts to build strategies for economic development. Neither the Monitor Group study nor the Region Sønderjylland-Schleswig strategy for border region business development refers to national minorities. We have suggested that in the Region Sønderjylland-Schleswig strategy for border region business development, national minorities could have been included as strengths of the region in four action areas: competence region, knowledge region, experience region, and co-operation region. Yet a recent public meeting held by the Region Sønderjylland-Schleswig

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to discuss the outlook of the region for 2050 did not mention the national minorities even once. Similarly, the Final Report of the German-Danish Working Group for the improvement of cross-border mobility does not refer to the value of national minorities in this process. We have suggested that the contribution of national minority competencies could be useful for the creation of Internet homepages and a dictionary for this process as well as for the general intercultural training of potential job seekers.

It is surprising and must be considered a major flaw that the national minorities have not been considered eligible for contribution in the border region's attempt to develop new strategies. The national minorities in the border region constitute approximately 12.5% of the 1 million people who live in the border region. Although that is not a large number, it is 12.5% with competencies in bilingualism and multilingualism, intercultural understanding, and cultural exchange proficiency. The conclusions on hard and soft *Standortfaktors* of this study should be made available to the general public and the business sectors.

## C.2 National Minority Strategies

In the meantime, the national minorities can seek other ways of making themselves more visible in the region. We have suggested that a virtual national minority sector exists in the border region and that this could be exploited in terms of broadened and intensified co-operation, either on the basis of formalized networks or even a "national minority cluster". We have suggested that the competencies and know-how in the region with regard to capacity and institution-building as well as intercultural dialogue-promotion and peace-building could be the foundations for designing teaching and training projects in these areas aimed at target groups of national minorities in other border regions. The dissemination about these projects would make the national minorities more visible in the border region and thus support the strategy of becoming more involved in the economic development of the region.

As to the feasibility of creating a "national minority cluster" in the border region, it would be dependent upon improving the co-operation among stakeholder institutions. At the moment, such co-operation is rather anemic and only ad hoc co-operation on bilateral bases is seen. There seems to be a wealth of know-how in the stakeholder institutions of the region, but little energy to muster co-operation. Even a ten year-old vision has not seen even modest attempts at implementation. Although there is generally a legitimate argument about the lack of funding in the region, other factors, such as a fear of losing independence and clashes of personalities seem to play a role, too. If solutions to the lack of willingness could be eliminated and a facilitator be identified, there would be potential for increased co-operation beyond ad hoc projects.

However, financing to support a facilitator at least with an initial amount would be required to create the feasibility of accessing EU funding. It is suggested that the facilitator appoints a "development officer" (fundraiser), since only two institutions appear to employ such a person. The development officer could be trained by one of the large universities in the region and/or attend training courses in Brussels offered by the EU and private training facilities.

## C.3 Majority-National Minority Strategies

Interview partners as well as experts and observers in the region agree that although many attempts have been made in recent years to develop plans and strategies, there is still not a clear picture of how the region will lift itself into a more competitive level of development. Too many organizations, institutions, and plans exist, and little overall coordination is made. Some argue that one more institution is not going to alleviate this problem.

Others have suggested that what is needed in the border region is a jointly-financed think-tank. The aim of the think-tank should be to identify innovative approaches to economic development. In other words, not an in-

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stitution to coordinate existing plans, but rather a group of creative class people who could brainstorm and find non-traditional approaches.

In the long term, the option of forming a legal entity consisting of a number of regions should be explored further (see Appendix B). This is of course a political decision to be taken either by the Region Sønderjylland-Schleswig or the two sub-national entities, Region Syddanmark and Schleswig-Holstein. Plans are underway by regions elsewhere in Europe. Some border or cross-border regions are already taking into consideration the establishment of a European Grouping of Territorial Cooperation (EGTC), such as the Euregio Meuse-Rhine, which would like to set up an EGTC for project management for four selected policy areas in order to assess whether the structure of an EGTC could overcome their legislative and organizational problems related to their present status as “foundation” under Dutch law. Furthermore, the Greater Region, composed of Saarland and Rheinland-Pfalz (Germany); Lorraine (France); Luxembourg; and Wallonia and the German community in Belgium (Belgium) declared their intention to set up an EGTC by 2009. Finally, the autonomous region of Valle d’Aosta and the regions of Piemonte and Liguria (Italy) and the regions Provence-Alpes-Côte d’Azur and Rhône-Alpes (France) have also adopted a declaration of intent to create a “Euroregion Alpi-Mediterraneo” based on the structures of an EGTC.

The EU instrument is still very new and few have full understanding of its potentials. Moreover, it requires full co-operation from the national governments. However, the political actors in the border region should include it when setting their agenda, at least for gathering information and evaluation.

#### **C.4 Regional Profiles**

Developing regional profiles has become important in the economic development of regions in Europe. We have suggested in Part III that slogans for tourism development should be developed based on the meeting of two cultures in the border region. South Tyrol has followed this strategy. In the United States, state profiles are common, such as “The Sunshine State” or the “The Sportsman’s Paradise”. Europe has not followed this trend. However, ideas such as “The land between the two seas” or “Florida in Germany” have been suggested for the German-Danish border region, but no clear profile has been developed. According to the interviews made for this study, no innovative, brilliant ideas are emerging, not even in the embryonic stage. The region simply has not had the collective agency to achieve such a level of political and economic movement. Perhaps the general public should be involved by organizing a public competition for a border region slogan. This would make it a democratic process and a good tool to make the general public aware that strategies are in the making.

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## Part V

## RECOMMENDATIONS

In this final section we present our recommendations to the local actors and representatives of the national minorities. These recommendations should be seen as suggestions on to how national minority participation and national minority knowledge and know-how can contribute to regional development in the future. The recommendations are grouped under five headings:

- a) National minority participation in economic development,
- b) National minority participation in Territorial Co-operation (INTERREG),
- c) Intercultural dialogue promotion,
- d) National minority knowledge and know-how capitalization, and
- e) National minority know-how consolidation

The list should not be considered exhaustive. Hopefully, it may be both food for thought and a catalyst for the breeding of yet further ideas in the region.

### **a) National minority participation should be mainstreamed in economic regional development strategies:**

- 1. National minority competencies should be included in growth strategies and projects:** Designers and implementing agencies of economic development strategies should be made aware in the future of the hard and soft Standortfaktors of the national minorities.
- 2. National minorities should have full participation rights in the development fora:** The Growth Forum of Region Syddanmark and the “New Horizons in the North” of IHK Flensburg should offer national minorities a full seat in planning and programming forums. Observer status is non-participation.
- 3. National minority innovation should be valued in design of new venture projects:** Innovative economic ideas have been identified in the areas of health and transport by members of national minorities who maintain direct contact to their kin-state authorities.
- 4. National minorities should be seen as “bridge builders” and networkers:** The impact of dialogue between national minorities and their kin-state authorities should be taken into account when elaborating new ideas. This has been practiced at the political level in the past and should be copied in the economic sector.
- 5. Expanded presence of national minorities in tourism advertisements (brochures, Internet pages, etc.) and in tourism offerings in the region.** This could increase the attractiveness of the region.
- 6. National minorities should be seen as “culture experts” and “cultural ambassadors”:** The intercultural understanding of the national minorities should be taken into account in all sectors of society.

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7. **The value of the bilingualism/multilingualism of the national minorities should be recognized in the border region:** The ongoing economic strategies should consider profiting from the language skills of the national minorities. The experience of the minority schools in language instruction and in the development of diplomas recognized on both sides of the border should be disseminated and used for stronger co-operation in the area of continuing education.
  8. **Official CBC multilingualism co-operation:** Region Sønderjylland-Schleswig projects aimed at eliminating the language barrier should include national minorities more directly.

#### b) National Minority Participation in Territorial Co-operation (INTERREG)

9. **National minorities should participate to a greater degree in the planning of INTERREG programmes:** The two national minority representatives in the Syddanmark-Schleswig Commission should be included in future planning processes. The knowledge and experience of the North Frisians should be shared with the other national minorities and brought into the future planning and execution of projects. National minorities should be invited to participate in planning meetings with the Baltic Sea Region and the North Sea co-operation.
10. **National minority competencies and know-how should be considered for priorities 1, 2 and 3 of the 2007-13 Syddanmark-Schleswig Programme:** Priority 1: strengthening and consolidation of the regional knowledge-based economy, Priority 2: development of the structural conditions of the area; Priority 3: co-operation on a day-to-day level and functional integration in the near border region.
11. **Research co-operation between universities and research institutes, research on the subject of national minorities:** Existing potential should be better utilized and networked, participation in European and international projects.
12. **Creation of a clear tourism image: use what is original and authentic, what is unique, and values such as quality, openness, and tolerance.** The national minorities can play a central role in this respect.
13. **Co-operation among educational facilities, such as national minority schools or institutes/faculties that have a connection to a national minority.** Minorities serve as bridge builders because of their bilingualism. Development of projects that take account of the cultural heritage as a *Standortfaktor* for settlement, work and tourism (participation of minority representatives or associations in such projects).
14. **Projects for strengthening regional identity through internal and external marketing,** the linking of small projects into leading projects (participation of national minority representatives or associations in such projects).
15. **Include national minority representatives as participants in projects and cross-border events to a greater degree (language, sports, youth, and media):** Promote intercultural school partnerships between national minority and majority schools (joint instruction, joint activities, etc.).

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c) **Intercultural dialogue activities should receive greater promotion in the border region:**

16. **The public media should be made aware of the ongoing intercultural dialogue between the national minorities and majorities in the region.** The European Year of Intercultural Dialogue 2008 could be used as a stepping stone but must be linked to economic development in the region.
17. **Joint marketing campaigns should be designed to include promotion of intercultural dialogue activities:** These should be promoted by the political elite, business elites, and the national minorities. Young entrepreneurs from both the majority and national minorities should be profiled (posters). Young national minority leaders should be promoted as “ambassadors” of the dialogue with the other culture (posters). Annual National Minority Days and Schleswig-Holstein Days should not only be news items but also seek time in debate programs. It should be considered to include immigrant communities in these campaigns.
18. **Border region NGOs should be valued in a new perspective:** Their experience of transforming from counter-culture to intercultural NGOs should be catalogued and disseminated Europe-wide. They should take the opportunity of using the European Year of Intercultural Dialogue 2008 as a starting point. Information material “Our experience is that intercultural dialogue is better ..... Come to the German-Danish border region to see how we do it...” should be produced. Closer co-operation between German and Danish border region NGOs should be sought, and international networking should be explored.
19. **The value of the specialized institutions is underestimated in the intercultural dialogue:** They should be brought into the efforts to promote the region as an intercultural region, both locally and internationally.
20. **An intercultural web portal should be established:** A website that promotes the intercultural dialogue know-how and the institutions of the border region could also help promote the region economically. Creative people seek regions where interculturalism and tolerance and respect are found. The first place they search is on the Internet.
21. **Formal education institutions should develop intercultural teaching material:** The subject of history is an obvious area for development of joint teaching material. A German-French project of a series of joint history books was launched in 2003 and the first volume appeared in July 2006 (publisher Klett and Nathan). A similar project is underway in the Hungarian-Slovak region.
22. **The Border Region Website (Grenzlandportal) should be improved:** Pages on Education and Knowledge should be finished as soon as possible and improved, with pages on every national minority research institution in the border region. Any research network, even unofficial, should be referenced. The DFN and FUEN should have separate pages.

d) **National minority knowledge and know-how should receive greater attention in the Education and Knowledge Cluster(s):**

23. **The value of national minority knowledge and know-how should be emphasized and**

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**conceptualized:** National minority know-how should be seen as an important contributor to the Education and Knowledge Cluster(s) of the region. The management of all education establishments should be involved. A border region conference could be a starting point for discussions asking educational leaders to brainstorm about future ventures. Potentials for expanding the teaching and dissemination of national minority studies to target groups outside the region should be discussed.

- 24. The Steering Committee of Flensburg University and University of Southern Denmark CBC should be approached to take the lead in bringing national minority knowledge and know-how into the education and knowledge cluster.** It should consider bringing national minority competencies and know-how into the Master's in Linguistic and Cultural Communication. DFN should request a meeting with the Commission to explore future co-operation.
- 25. Joint Master's and summer school programmes should be considered:** At the moment, no Master's program in Europe focuses exclusively on national minority topics. By the same token, experts at the Council of Europe have recently called for a Master's program in CBC. The Steering Committees of Flensburg University and the University of Southern Denmark should be asked to consider a "European Master's in National Minority Governance and CBC". These projects could be seen as growth projects, "watchtower" projects.
- 26. A common IT gateway to national minority resources should be established:** A common server and common access to databases should be established so that external researchers would be able to access all national minority resources in "one stop" visit. The informal CBC library network should be asked to consider deepening its co-operation. A gateway should be accessible from all stakeholder institution websites, from the university websites and from the Border Region Website (Grenzlandportal).
- 27. The feasibility of reviving the discussion of a National Minority Chair at one of the universities should be considered.** It would set a highly visible precedent in Europe as no other region is as yet home to such a position.
- 28. EU funding applications should be diversified: Except for a limited number of specified research projects, the European Commission now emphasizes multi-level participation in EU funded projects.** Entrepreneurs and NGOs are expected to interface with education and knowledge institutions. The more diversified, the more likely an application is to achieve funding. Institutions should consider cross-sectorial participation, including of national minority know-how institutions in applications for funding.

**e) National minority know-how should be consolidated with a view to making itself more visible in the region and abroad**

- 29. DFN should discuss the feasibility of identifying a facilitator for a potential "national minority cluster":** The advantage of a cluster over a network is that a cluster involves the many layers of national minority know-how both horizontally and vertically, whereas networks usually work only horizontally. If a facilitator can be found, it should be supported by initial funding and a fundraiser should be appointed.
- 30. An action plan should be drawn up:** The vision framed ten years ago should be revisited and perhaps amended. Project designs should be considered in capacity and institution-building, peace-building and peacemaking, intercultural dialogue-promotion, dissemination, and documentation. Summer school programs providing training to European national minorities

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and youth should be considered if a cluster is launched. Minority-to-minority training is still rare in Europe. In addition, projects for dissemination to people outside the region as well as internally should be considered. Databases should be designed for national minority documentation.

- 31. EU funding applications related to national minority issues should be coordinated within the region and across cultures:** It is important that institutions do not bid for the same tender without coordinating either through a simple e-mail circulation or by setting up a central info point (discussion board). Even if institutions do not participate in DFN, it can be of value to send out a “hearing” for comments in the region.

### **Political Recommendations:**

- 32. Interculturalism and economic development should be connected in the public discourse:** The soft factors of the culture of the region should be emphasized. Attracting the creative class and innovative people is dependent on an open and tolerant society. The presence of national minorities should be taken into consideration when attracting investors.
- 33. Schleswig-Holstein and Region Syddanmark should consider promoting national minorities as an inner source in the region:** A brochure “We consider our national minorities a *Standortfaktor* because...” should be produced and distributed.
- 34. Schleswig-Holstein and Region Syddanmark should consider promoting the national minority competencies and know-how internationally:** There is a shortage in Europe of successful public approaches to national minority accommodation. The border region is on the road to becoming one of the best practices in Europe. This could be promoted within the EU institutions (Commission, European Parliament). Promoting the region as a national minority knowledge region would help many actors in the region achieve higher scores in their applications for funding. The result could be of economic benefit to both Schleswig-Holstein and Region Syddanmark, and to national governments, as well.
- 35. Schleswig-Holstein and Region Syddanmark should consider adopting a language policy for the border region:** The language barrier appears to be the greatest obstacle in bringing the two regions closer together. A public language policy would be an incentive to all public entities in the region to follow.
- 36. Region Sønderjylland-Schleswig should consider international networking with other CBC entities:** They should promote the Region at international conferences and join official European networks, such as EUROMOT.
- 37. A think-tank for development of innovative CBC ideas should be considered:** It should be bi-national and co-funded. It should hire creative thinkers who are able to think “outside the box”. The feasibility of creating a legal Territorial Co-operation entity in the border region should be explored: Several regions in Europe are on the way to establish these. Contact should be established with these to learn from their experiences. This should also include close co-operation with national governments.
- 38. A joint (cross-border) slogan should be developed for tourism:** Contrasts of cultures/the meeting of cultures/the complementarity of cultures should be considered and related to the advantages that the region offers.
- 39. A slogan for a regional profile with European reach should be developed:** Diversity of

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cultures/diversity of languages/diversity of people should be considered. A public competition launched jointly across the border should be considered. Public participation is more democratic and usually more rewarding.

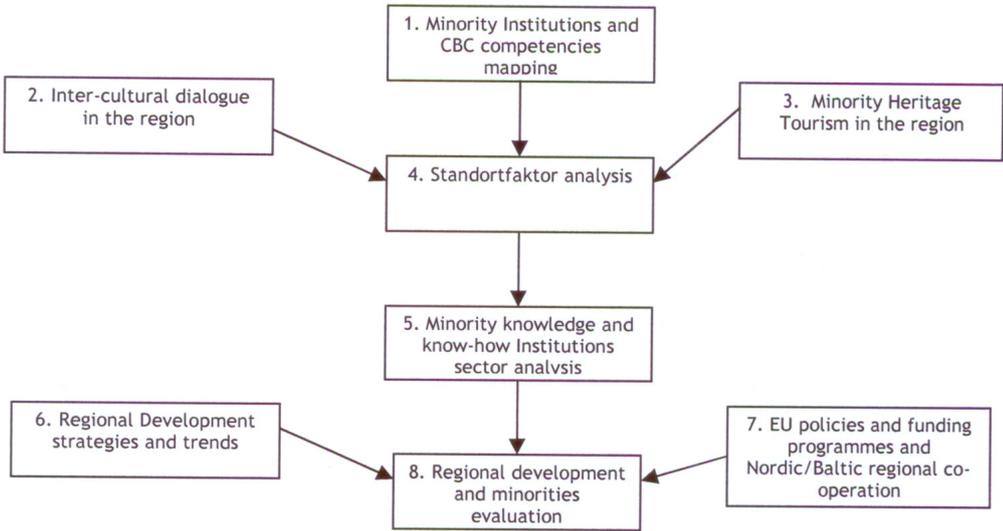
- 40. The feasibility of creating a legal Territorial Co-operation entity in the border region should be explored:** Several regions in Europe are on the way to establish these. Contact should be established with these to learn from their experiences. This should also include close co-operation with national governments.

## APPENDIX A: The Study and its Methodology

This report is divided in 2 parts: a competency analysis and a regional development analysis. The competency analysis establishes the hard and soft Standortfaktors that the minorities represent in the German-Danish border region. The regional development analysis provides a contextual picture of border region co-operation for development in relation to the minorities residing in the region. These 2 parts are tied together through the aim of finding opportunities for including minority competencies in the ongoing regional development strategies. The competency analysis is based on a mapping of institutional capacities and human capabilities within the minorities as well as institutionalized and non-institutionalized functions for inter-cultural dialogue and actual dialogue events. To this is added an analysis of the general tourism area in terms of minority awareness. The regional development analysis is based on an institutional survey of the political frameworks for German-Danish border co-operation and of ongoing strategies to improve the potential for economic development in the border region. To this is added a survey of institutional co-operation and capacity among stakeholders with minority knowledge and minority related know-how in the region as well as a cluster analysis of this co-operation in relation to the minority competencies.

Building on the findings from the competency analysis in terms of hard and soft Standortfaktors, the regional development analysis subjects the ongoing economic strategies to a rigorous analysis of potential minority participation in order to identify specific areas where minority participation and minority co-operation may be relevant for future development strategies. The 2 parts are brought together in the final evaluation of the relation between minority Standortfaktors and regional economic development as shown in Fig. 7 below.

Figure 7 – Methodology Competency Analysis



The mapping of minority institutions and CBC is based on publicly available sources from the various minority institution websites and publication material. In addition, several minority institutions have been asked to provide information where necessary and when available. This posed considerable challenges since the minorities do not collect data in the same manner. This means that in some cases similar institutions with similar activities do not collect data on every function or activity. In those cases, it was necessary to indicate with a simple yes/no that the function or activity existed but could not be quantified. It has, however, been prioritised to show relevant functions and activities even if quantifiable figures do not exist since the objective of the study was not a compa-

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risson between the minorities themselves but to show competencies and capacities. The survey of minority awareness in the tourism sector is based on telephone interviews, homepage survey and a questionnaire.

The institutional co-operation survey is based on publicly available information from websites and publications as well as from a questionnaire. The aim was to show accumulated quantifiable capacity in terms of scientific and cultural competencies as well as raw capacity in terms of infrastructure. This information together with the results from the competency analysis forms the basis for the cluster analysis. The cluster analysis is based on a conventional model of clustering among layers of business and economic institutions within one industry or sector. The cluster model proposed is intended to show how minority institutions and stakeholders could relate to each other in a productive co-operation. It is meant to inspire the actors in the region towards further development of co-operation strategies.

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## APPENDIX B: EU policies and Funding Programs

The EU offers funding for regional development in two ways. First, it offers funds to member states on a negotiated basis. The member states distribute their funds according to needs and assessments. For numerous other purposes, such as research, social and education programs, conflict prevention, and human rights, the EU offers funds on a tender and grant basis. In this chapter, we offer a brief insight into the types of funding opportunities that are available in the EU with regard to regional economic development as well as national minority related projects.

### 1. Regional policy

Regional development is laid out in the EU's Regional Policy and based on a set of Community Strategic Guidelines. EUR 308 billion are available for national and regional programs for 2007-13. The allocation of these funds is negotiated with member states. The purpose of the Regional Policy is to show solidarity and remain competitive. It is designed to bring about concrete results, furthering economic and social cohesion, and to reduce the gap between the development levels of the various regions. From a scientific perspective, the Regional Policy is supposed to bring added value to actions on the ground. The Policy finances concrete projects for regions, towns, and their inhabitants with a view to creatign potentials so that the regions can fully contribute to achieving greater growth and competitiveness.

Regions are divided into four categories of current level of growth that correspond to two out of three of the objectives of the policy. The first objective, the "convergence objective", is to promote growth-enhancing conditions and factors leading to real convergence for the least-developed regions, whereas the second, the "regional competitiveness and employment objective", aims at strengthening competitiveness and attractiveness, as well as employment. This latter objective follows a two-fold approach. First, development programs will help regions to anticipate and promote economic change through innovation and the promotion of the knowledge society, entrepreneurship, the protection of the environment, and the improvement of their accessibility. Second, more and better jobs will be supported by adapting the workforce and by investing in human resources. Both Schleswig-Holstein and Region Syddanmark belong to the second objective. This means that they have to share EUR 55 million with 319 million people.

However, only thirteen regions in this category are home to national minorities (see Table XX). National minorities residing in these regions must cooperate with the relevant authorities to participate in regional development programs. Since, the German national minority in Denmark already holds observer status in the Growth Forum and the newly appointed INTERREG Commission includes two national minority representatives, the influence of the national minorities on the regional development of the border region must go through these political processes.

Table 30 – EU Regional policy regions where national minorities reside

Convergence regions EUR 199.3 million	„hasing-out regions EUR 14 million	Phasing-in regions EUR 11.4 million	Competitive regions EUR 43.6 million
154 million people		333 million people	
Estonia Latvia Lithuania Poland Germany/Dresden UK/Wales Romania Slovakia Spain/Galicia Bulgaria Greece/Thrace	Germany/Brandenburg-South West UK/Scottish Highlands Austria/Burgenland Greece/Greek Macedonia	Finland/Ita-Suomi Cyprus	Sweden Denmark Finland/Åland Islands Germany/Schleswig-Holstein Italy/South Tyrol France/Bretagne Spain/Basque Spain/Catalonia Holland UK/Scotland UK/Northern Ireland

Quelle: [http://ec.europa.eu/regional\\_policy/atlas2007/fiche\\_index\\_en.htm](http://ec.europa.eu/regional_policy/atlas2007/fiche_index_en.htm)

## 2. Research and Innovation (Framework Programme 7)

### 2.1 Regions of Knowledge

The “Regions of Knowledge” initiative aims to strengthen the research potential of European regions, in particular by encouraging and supporting the development across Europe of regional “research-driven clusters”, associating universities, research centers, enterprises, and regional authorities. It will allow regions to intensify the role of research and technological development (RTD) in economic development and to invest better and more in RTD through cultivating innovative “research-driven clusters” at a local and regional level. The aim is to increase the capacity of European regions to invest in and develop their commitment in research which can contribute significantly to economic development.

The actions undertaken in this area will enable European regions to strengthen their capacity for investing in and carrying out research activities, while maximizing their potential for a successful involvement of their operators in European research projects. This activity will be implemented through Coordination and Support Actions to cover the following:

1. Analysis, development, and implementation of research agendas for regional or cross-border clusters
2. Thematic issues or priorities, based on the analysis of the existing regional plans of RTD and on the development policies of economic sectors;
3. Regional RTD public and private participants (employed and voluntary);
4. The strengths and weaknesses of the regions concerned in terms of their capacity to produce, transfer, and use knowledge;
5. Economic development needs;
6. Existing RTD policy and activities, their evolution and impact;
7. European and international context;
8. Synergies and opportunities for mutual learning;
9. Mentoring and cooperation possibilities between regional actors involved in research driven clusters.
10. Mentoring of regions with a less-developed research profile by highly developed ones
11. Organizing events including conferences, meetings, workshops or seminars, related studies, exchange of personnel, exchange and dissemination of good practices, and, if necessary, the

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definition, organization, and management of joint or common initiatives.

12. Initiatives to improve integration
13. Increasing the research potential and researcher mobility;
14. Improving and sharing RTD infrastructure;
15. Supporting research projects;
16. Promoting networking between research organizations and enterprises, in particular SMEs;
17. Enhancing knowledge transfer between firms and between research organizations and enterprises, in particular SMEs;
18. Improving availability of and access to SME support services and private financing for RTD;
19. Outlining of a business plan: defining how to finance the joint action plan by using possibilities afforded at national/local level or at Community level (Framework Programs, Structural Funds).
20. Dissemination activities - conferences, workshops, publications, web-based initiatives.

Suitable participants would be “Consortia of regional research-driven clusters or a single research-driven cluster having multinational partnership” - concentrations of research organizations (public research centers, universities, or not-for-profit bodies), enterprises (large firms or SMEs), regional or local authorities (local government or regional development agencies), and, where appropriate, local entities such as chambers of commerce, savings banks, and banks, operating in a particular scientific and technological domain or economic sector. The EU Member States have earmarked a total of EUR 126 million for funding this theme over the duration of FP7.

Projects of a “national minority cluster” could seek financing under this opportunity. Areas such as 1, 7, 9, 11, 12, 16, 19, and 20 could be contemplated as relevant.

## **2.2 Socioeconomic Sciences and the Humanities (SSH)**

Funding “socioeconomic sciences and the humanities” (SSH) will contribute to an in-depth, shared understanding of the complex and interrelated socioeconomic challenges with which Europe is confronted. Research in this theme will help provide answers to questions related to:

- growth, employment, and competitiveness;
- social cohesion; social, cultural, and educational challenges in an enlarged EU;
- sustainability, environmental challenges, demographic change, migration and integration, quality of life, and global interdependence.

Emphasis will be given to the following activities:

1. Growth, employment, and competitiveness in a knowledge society;
2. Innovation, competitiveness, and labor market policies;
3. Education and life-long learning;
4. Economic structures and productivity;
5. Combining economic, social, and environmental objectives in a European perspective;
6. Socio-economic models within Europe and across the world;
7. Economic and social cohesion across regions;
8. Social and economic dimensions of environmental policy;

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9. Major trends in society and their implications - demographic change, reconciling family and work, health and quality of life, youth policies, social exclusion, and discrimination;

10. Europe in the world - trade, migration, poverty, crime, conflict, and resolution;

11. The citizen in the European Union - political participation, citizenship and rights, democracy and accountability, the media, cultural diversity and heritage, religions, attitudes, and values;

12. Socioeconomic and scientific indicators - the use and value of indicators in policymaking at macro and micro levels;

13. Foresight activities - the future implications of global knowledge, migration, aging, risk, and the emerging domains in research and science.

The EU Member States have earmarked more than EUR 610 million for funding this theme over the duration of FP7. A “national minority cluster” could contemplate areas such as 3, 6, 7, 8, 9, 10, and 11.

### **3. Education and cultur**

#### **3.1 Youth in Action Program**

The Youth in action program aims at promoting young people’s active citizenship in general and their European citizenship, in particular

- Developing solidarity and promoting tolerance among young people, in particular in order to foster social cohesion in the European Union
- Fostering mutual understanding between young people in different countries
- Contributing to developing the quality of support systems for youth activities and the capabilities of civil society organizations in the youth field
- Promoting European cooperation in the youth field.

In order to achieve these objectives, the Program foresees five fields of action. Among these five fields of action, the following would be particularly interesting for national minority-related projects or projects, where national minority representatives participate:

1. Youth for Europe: supporting exchanges and youth initiatives and encouraging young people’s participation in democratic life

2. Youth in the World: encouraging cooperation with Partner Countries by building networks, promoting the exchange of information, and assisting with cross-border activities

3. Youth Support Systems: promoting the development of exchange, training, and information schemes; support for bodies active at European level in the youth field

4. European Cooperation in the youth field contributing to the development of policy cooperation in the youth field.

Multilateral youth exchanges or training and networking programs, for instance, are two eligible activities within Action 3, taking into consideration the specific eligibility criteria outlined in the program guide. Any projects which are related to these activities and submitted under Action 3 should target, among others, the following thematic subjects: interethnic dialogue, heritage, post-conflict resolution and reconstruction, national minority rights, and regional cooperation.

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In addition, multilingualism (that is, that participants are invited to reflect upon the use of different languages in a project) is one of the overall important features of the Youth in Action Program. The cross-border region between Syddanmark and Schleswig would definitely have the necessary preconditions and competences to draw up and submit national minority-related projects.

### **3.2 European Year of Intercultural Dialogue**

With an overall budget of EUR 10 million, the European Year will draw on the wealth and diversity of a series of specific projects to be implemented during 2008 through Community programs and other actions. Culture, education, youth, sports, and citizenship will be the main areas concerned. Generally speaking, the European Year is expected to:

- promote intercultural dialogue as an instrument for assisting European citizens and all those living in the European Union in acquiring the knowledge and aptitudes to enable them to deal with a more open and more complex environment;
- raise the awareness of European citizens and all those living in the European Union of the importance of developing active European citizenship which is open to the world, respectful of cultural diversity and based on common values

## **4. Other Funding Programs**

Other EU funding opportunities with relevance to national minority research and national minority know-how include but are not limited to:

- Audiovisual and Media (film festivals)
- Communication (EuroGlobe)
- Education and culture (Life-long learning, Sister cities, Europe for Citizens)
- External cooperation programs (neighborhood program, socio-cultural exchanges, TACIS program, civil society support)
- Equal opportunities and social affairs (PROGRESS program)
- Human rights (ODIHR, FRA, Anti-discrimination, civil society relations)

## **5. Territorial Cooperation (2007-13)**

In this chapter we discuss the funding opportunities that are specifically earmarked for cross-border and inter-regional cooperation. These are programs that are negotiated with the European Commission directly and which can have direct effect on the ability of national minorities to participate in economic development. Even though the national minorities in the German-Danish border region were not involved in the design and drafting of the 2007-13 program for the border region, they have been awarded seats in the INTERREG Commission for Syddanmark-Schleswig so they could have an opportunity to participate in the future of the program.

In this chapter, we will discuss the Territorial Cooperation programs for Syddanmark-Schleswig-K.E.R.N., the Baltic Sea Region, and the North Sea Cooperation.

European regional policy was restructured with the beginning of the new funding period at the start of 2007. It now pursues three objectives, which are supported by the European Regional Development Fund (ERDF), namely:

1. Convergence
2. Regional competitiveness and employment, and
3. European territorial cooperation.

The new objective three comprises cross-border and transnational cooperation — and therefore all former INTERREG partnerships. This restructuring has had consequences for the three programs dealt with in this section.

### 5.1 Prior Cooperation (INTERREG)

The former Sønderjylland *Amt* and the Schleswig area were involved in a number of INTERREG partnerships, including the INTERREG III A partnership between Sønderjylland *Amt* and Schleswig and the INTERREG II C and III B partnerships in the North Sea and Baltic Sea region. Within the framework of these three programs, there were various projects in which representatives of the German, Danish, and Frisian minority participated, or in which minority representatives might have been interested in participating. As the following table shows, most of these took place in the framework of the INTERREG III A partnership between Sønderjylland *Amt* and Schleswig.

Table 31 – Examples for past minority-related projects

Cooperation in the North Sea area	Cross-border cooperation between Sønderjylland-Schleswig	Cooperation in the Baltic Sea area
<p><u>INTERREG III B North Sea area:</u>            LANCEWADPLAN-Integrated Landscape and Cultural Heritage Management and Development Plan for the Wadden Sea Region: update and review of the historico-cultural data of the Wadden Sea region. Formulation of a development and action plan.            CO 2-The North Sea Cycle Route 2: Further development of the North Sea coast bicycle path. Strengthening of organizational structures and marketing.</p>	<p><u>INTERREG III A:</u>            Border route: Cycling path that provides a view of historico-cultural sites and regional points of interest relating to nature and culture on both sides of the border.            Border region portal: Cross-border citizen information system devoted to the topics of tourism, cultural facilities, science, education, and media.            European class Tønder-Niebüll: Three-year German-Danish class with mixed membership and a diploma recognized by both sides.            Playing together in Europe: Intercultural sports project to improve language skills and promote mutual understanding among the participating youths.            Instructional materials on the Sønderjylland-Schleswig region: Instructional materials on the region in the Danish and German languages.            Virtual Museum: Development of a trilingual (German, Danish, and English) Internet presentation on the recent history of the former regions Sønderjylland and Fyn, and the state of Schleswig-Holstein.</p>	<p>Ars Baltica: Cultural initiative in the Baltic Sea region. Includes various initiatives and events (folkBaltica, Film Festival, and other festivals).  <u>INTERREG III B Baltic Sea region:</u>            "Baltic Sea Virtual Campus" university partnership: Joint online study programs and continuing education courses.            BIRD-Wetlands, nature reserves and cultural landscapes for rural development: Regional stakeholders from agriculture, tourism, and nature management jointly develop policies and demonstration projects regarding wetlands and cultivated areas.</p>

Quellen: Bericht der Schleswig-Holsteinischen Landesregierung über die Nordseekooperation 2005, Bericht der Schleswig-Holsteinischen Landesregierung über die Ostseeaktivitäten 2006, INTERREG III A Projekte der Region Sønderjylland-Schleswig

Representatives of the various minorities have participated in the following projects:

- Border region portal
- European class Tønder-Niebüll
- LANCEWADPLAN-Integrated Landscape and Cultural Heritage Management and Development Plan for the Wadden Sea Region

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With regard to the other projects, it is unclear whether minority representatives participated in their development and/or implementation. In any event, the active participation of minorities would be desirable, since these are projects in which the minorities could make an important contribution because of their linguistic and cultural skills. In general, minority representatives could and should be included in all language or culture-related projects as participants or supporters of such projects.

## **6. Future Cooperation (2007-2013)**

We are now chiefly concerned with highlighting fields of activity within these three programs that have potential for minority-related projects, or places at which minority representatives can participate in projects.

### **6.1 Syddanmark-Schleswig-K.E.R.N.**

In the framework of the INTERREG IV A program for the Syddanmark-Schleswig-K.E.R.N. area, these are the following fields of activity:

- Development through research and education
- Development through tourism and leisure-based business
- Development of human resources
- Sustainable settlement development and strengthening of spatial identity
- Culture, language, and mutual appreciation
- Labor market and cross-border commuting, cooperation among schools.

### **6.2 North Sea and Baltic Sea Region Cooperation**

Within the new North Sea and Baltic Sea programs, minority-related projects are conceivable under the fourth priority (promotion of sustainable and competitive municipalities, or attractive and competitive regions and towns). In the framework of this priority, the strengths of urban and rural areas should, in general, be better utilized and enhanced, and a central role should be accorded to the preservation of the cultural and natural heritage of such areas and the qualities and specific features that result from that heritage.

Within the context of this effort, the linguistic and cultural skills of the various minorities could play an important role in the following fields of activity, both in the development and the implementation of projects:

- The promotion of attractive communities in view of their various opportunities and challenges (North Sea area);
- Sustainable tourism with reference to the special cultural features of the region (North Sea area);
- Preservation and promotion of the cultural heritage (North Sea area);
- Strengthening of the regional identity and its appreciation (Baltic Sea area);
- Promotion of the local tourist products based on the cultural heritage and the local natural habitats (Baltic Sea area);
- Joint measures against the social exclusion of immigrants, people with disabilities, or other excluded groups (Baltic Sea area).

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## 7. The EC Regulation on the European Grouping for Territorial Cooperation

This regulation was proposed in July 2004 by the European Commission in the framework of a package of five regulations for the Structural Fund 2007-13 and was adopted following several amendments in July 2006.

The regulation lays out the possibility of founding cooperative groupings as independent legal entities in the territory of the EC under the designation „European Grouping for Territorial Cooperation“ (EGTC) (par. 8 of the preamble).

An EGTC can be composed of member states, regional authorities, local authorities, or bodies governed by public law and consists of members from the sovereign territory of at least two member states (Art. 3). Any prospective member communicates to the respective member state its intention to participate in an EGTC. Within three months, the member state should approve the participation of the prospective member concerned. Participation can be rejected if, in the judgment of the particular member state, it contradicts the regulation or the respective domestic legal provisions, or is not justified for reasons of the public interest or public order.

The responsibilities of an EGTC consist primarily in the implementation of projects and programs of territorial cooperation co-financed by the European Community. Within these projects and programs, the members cooperate in joint areas of responsibility. However, an EGTC can also carry out measures of territorial cooperation which are not supported financially by the EC (Art. 7). The activities of an EGTC are therefore not limited exclusively to the implementation of EU programs.

Furthermore, an EGTC has a legal personality (governed either by public law or civil law). According to Article 1 of the EC regulation, it has within each member state the maximum legal competence accorded to legal persons in the respective domestic law of the member state concerned. It can acquire assets, hire employees, and appear before a court. At the international level (EC law or international civil law), an EGTC is treated like a corporate body of the member state in which it has its headquarters. The advantage of an EGTC consists in the fact that the foundation and responsibility for the human resources management and the financial administration are clearly defined and centralized.

An EGTC is formed through the unanimous agreement of the participating members. The agreement determines the name of the EGTC, its headquarters, its members, the extent of the area of the EGTC, and its objectives and duties. In addition, the members adopt common articles of association which govern the bodies of the EGTC (which, according to Art. 10, must include at least an assembly and a director), their composition and method of work, and the working languages and general mode of operation of the EGTC.

The use of this new instrument is optional. That means that previous forms of cross-border cooperation do not have to be replaced by an EGTC, and that other forms of cross-border cooperation can be set up in the future.

Since 1 August 2007, it has become theoretically possible to establish an EGTC. In practical terms, though, it might take some time until the first EGTCs will actually be created. The process is delayed for two reasons. Firstly, most of the member states still have to undertake the respective approximation of national laws or have to adopt the appropriate provisions to ensure the effective application of the Regulation (such as drawing up a comprehensive list of the EGTC's tasks). Secondly, setting up an EGTC proves to be quite a complex and “labor-intensive” process, because it requires a considerable amount of preparatory work in terms of political and legal assessments and feasibility studies (for example, concerning matching competences or the respective financial provisions, just to name two of the numerous matters which have to be addressed and settled).

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Nevertheless, this instrument opens up new prospects, and for that reason, the formation of an EGTC may well be considered:

- This instrument provides the foundation for strengthened and institutionalized cooperation, even at borders where no bilateral agreement for cross-border cooperation existed previously.
- Through an EGTC, cooperation can also be achieved in those areas which fall under the authority of the state, since the latter can participate in an EGTC.
- Cooperative projects that arise frequently in the course of INTERREG programs are codified into permanent cooperation by an EGTC.

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## **APPENDIX C: List of interview partners and information providers**

### ***Region Sønderjylland-Schleswig***

Jens Andresen, Chairman, Sønderjylland-Schleswig Council and member Regional Council, Region Syddanmark

Johannes Petersen, Vice Chairman, Sønderjylland-Schleswig Council

Peter Hansen, Secretariat, Padborg

Andrea Kunsemüller, Secretariat, Padborg

Evelyn Holoch, Regionskontor Sønderjylland-Schleswig

### ***INTERREG/Territorial Co-operation***

Hans-Ulrich Bühring, WIREG, Flensburg

Ingrid Clausen, Interreg Secretariat, Region Syddanmark, Vejle

Trine E. Spohr, Interreg Secretariat, Region Syddanmark, Vejle

### ***Foreningen Norden***

Annette Jensen, Information Office, Flensburg

### ***Political actors***

Wilfried Bockholdt, Mayor of Niebüll

Klaus Tscheuschner, Mayor of Flensburg

### ***Landesregierung***

Uwe Pauls, Staatskanzlei, Minderheitenreferent

### ***Bundesregierung***

Dr. Detlev Rein, Ministry for Internal Affairs, (Referat M II 4 - nationale Minderheiten, verständigungspolitische Maßnahmen, Suchdienste)

### ***Danish Ministry of the Interior and Health***

Head of Section Jesper Lorenz Gradert, Forvaltningsjuridisk Kontor

Acting Head of Department, Christian Vigh, Forvaltningsjuridisk Kontor

### ***Minority Contact Groups***

Frode Sørensen, MP, Seksmandsudvalget, Sønderborg

### ***Border Region NGOs***

Dr. Henning Bachmann, Executive Director, *Deutscher Grenzverein e.V.*, Sankelmark

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Beate Dopatka, SHHB, Flensburg  
Frank Nickelsen, Secretary General, FUEN, Flensburg  
Ingrid Schumann, Executive Director, *Grenzfriedensbundes* and ADS, Flensburg  
Finn Slumstrup, President, *Grænseforeningen*, Copenhagen  
Knud-Erik Therkelsen, Executive Director, *Grænseforeningen*, Copenhagen

### **Education**

Peter Buhrmann, Director, Højskolen Østersøen  
Prof. Dr. Heiner Dunckel, Rektor, Flensburg University  
Prof. Dr. Elin Fredsted, Director, Institute for Danish Language and Literature, Flensburg University  
Helle Hildebrand, University of Southern Denmark  
Jens Hohwü, Chief Consultant, University of Southern Denmark  
Tina Hubert, Wissenschaftliche Mitarbeiterin Universität Flensburg  
Gyde Köster, Flensburg University  
Dr. Jørgen Kühl, Director, A.P. Møller Skolen, Dansk Skoleforening, Schleswig  
Paul Dieter Küssner, Director, Jaruplund Efterskole  
Dr. Rainer Pelka, Director, European Academy, Sankelmark  
Prof. Dr. Klaus Potthoff, Director, SCHIFF  
Prof. Dr. Michael Ruck, Institute for Politics, Flensburg University  
Dr. Silke Schielberg, SCHIFF  
Prof. Bjarne Graabech Sørensen, Vice Chancellor, University of Southern Denmark  
Dr. Alastair Walker, University of Kiel  
Prof. Dr. Carsten Yndigegn, Director European Studies, University of Southern Denmark  
Ewa Chylinski, Deputy Director, ECMI

### **Media**

Kirsten Lund Hansen, *Jydske Vestkysten*  
Raning Krueger, Journalist, *Flensborg Avis*  
Bjarne Lønborg, Editor in Chief, *Flensborg Avis*  
Siegfried Matlok, Editor in Chief, *Der Nordschleswiger*  
Helge Matthiesen, *Flensburger Tageblatt*  
Ernst Møller, *TV2 Syd*  
Flemming Nielsen, *DR Syd*  
Bjarne Truelsen, *Offener Kanal Flensburg*  
Peter Volgmann, *Flensborg Avis*

### **Business and Trade Associations**

Jørgen Mads Clausen, CEO, Danfoss, Als, Denmark  
Kirsten Grote, Universität Flensburg (International Management student; previously also active in Wirtschaftsförderung Nordfriesland)  
Peter Hansen, Regionskontor Sønderjylland-Schleswig, Padborg / DK  
Michael Jarrd Lutz, Seems Software, Hoptrup / DK  
Sönke Petersen, Innovations- und Immobilienzentrum Flensburg der Höft & Olsen GmbH  
Dr. Michael Schack, Industrie- und Handelskammer Flensburg

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Stephan Schmidt, Entwicklungsagentur Nord / WIREG, Flensburg  
Torben Dall Schmidt, Institut for Graenseregionsforskning /Syddansk Universitet, Apenrade / DK

### **Danish Minority**

Jens Christiansen, General Secretary, SSF  
Dieter Paul Küssner, Chairman, SSF  
Flemming Meyer, Chairman, SSV  
Dieter Lenz, Managing Director, SSV  
Horst Schneider, Managing Director, SdU  
Olaf Runz, Head of Department, *Dansk Skoleforening i Sydslesvig* (Danish minority schools)

### **German Volksgruppe**

Claus Diedrichsen, Deutscher Schul- und Sprachverein für Nordschleswig  
Harro Hallmann, Information Officer, BDN  
Hinrich Jürgensen, Chairman of BDN  
Nis-Edwin List-Petersen, Director Deutsche Bücherei  
Gösta Toft, Secretary of Schleswigsche Partei  
Peter Iver Johannsen, Secretary General, BDN  
Ilse Friis, Head Master, Deutsche Gymnasium  
Lennart Nickelsen, Secretary General, Deutschen Jugendverbandes

### **Frisians**

Thede Boysen, Minority Secretariat  
Gary Funck, *Nordfriisk Radio* (NFR)  
Petra Hansen, *Frasche Rådj*, Section Nord  
Jørgen Jensen Hahn, Chairman *Friisk Foriing*  
Lars Harms, Member Landtag, SSV  
Paul August Schwarfschwerdt, *Amt Bökingharde* and *Amt Südtondern*  
Walter Flach, School Master, *Nis Albrecht Johannsen Schule*

### **Roma/Sinti**

Herr Matthäus Weiss, Sinti und Roma e. V, Landesverband Schleswig-Holstein

### **Tourism**

In the frame of the qualitative expert survey following members of the tourism industry in national minority areas were anonymously interviewed: guest houses, hotels, reservation agents, tourism organizations, and museums, as well as political decision-makers, mayors, and opinion-shaping institutions such as schools.

## APPENDIX D: Questionnaire tourist industry

### Umfrage an die Tourismusakteure in der deutsch – dänischen Grenzregion (Version für schleswig-holsteinische Akteure)

1. In welchem Amt/Stadt wohnen Sie?

2. Woher kommen die meisten Touristen in Ihre(n) Stadt/Amt/Gemeinde?

Deutschland	Dänemark	Skandinavien	Sonstiges
-------------	----------	--------------	-----------

3. Bitte bewerten Sie den Einfluss folgender Faktoren auf die touristische Attraktivität in Ihrer Region auf einer Skala von 1-5, wobei 1 sehr hohen Einfluss und 5 keinen Einfluss bedeutet.

	sehr hoch (1)	Hoch (2)	weder noch (3)	Gering (4)	kein Einfluss (5)
Gastronomie					
Landschaft					
Preis					
Sehenswürdigkeiten					
Minderheitenkultur (Sprache, Feste, Architektur, Küche)					

4. Welche touristische Zielmärkte bearbeiten Sie derzeit? (Mehrfachnennungen möglich)

Deutschland	Dänemark	Skandinavien	andere europäische Staaten	Sonstiges
-------------	----------	--------------	----------------------------	-----------

5. Auswirkungen der Minderheiten auf den Tourismus

Wie sind Ihrer Meinung nach die Auswirkungen der folgenden Faktoren auf die Tourismusregion Schleswig-Holstein?

a) Auswirkungen der dänischen/ friesischen Minderheit auf das positive Image der Tourismusregion Schleswig-Holstein

sehr stark	stark	weder noch	gering	sehr gering
------------	-------	------------	--------	-------------

b) Einfluss der dänischen/ friesischen Minderheitenkultur auf die heutige regionale Küche.

sehr stark	stark	weder noch	gering	sehr gering
------------	-------	------------	--------	-------------

c) Bedeutung der dänischen/ friesischen Minderheit auf das Herkunftsland der Touristen (d.h. kommen z.B. mehr Dänen als Touristen nach Schleswig-Holstein durch die dänische Minderheit)

sehr stark	stark	weder noch	gering	sehr gering
------------	-------	------------	--------	-------------

d) Bedeutung der historischen Grenzregion als Tourismus-Attraktion

sehr stark	stark	weder noch	gering	sehr gering
------------	-------	------------	--------	-------------

e) Einfluss der dänischen/friesischen Architektur im Ortsbild Ihres Wohnortes

sehr stark	stark	weder noch	gering	sehr gering
------------	-------	------------	--------	-------------

f) Einfluss der dänischen/ friesischen Minderheit auf die Mentalität in Schleswig- Holstein

sehr stark	stark	weder noch	gering	sehr gering
------------	-------	------------	--------	-------------

6. Gibt es viele Kulturveranstaltungen der Minderheiten in Ihrem/Ihrer Amt/Gemeinde/Stadt?

Ja		Nein	
----	--	------	--

7. Wird bei den Kulturveranstaltungen der Minderheiten die Tracht getragen?

Ja		Nein	
----	--	------	--

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8. Werden bei den Veranstaltungen der Minderheiten typische Speisen serviert?

Ja		Nein	
----	--	------	--

9. Sehen Sie einen Mehrwert für den Tourismus durch die dänische Kultur?

Ja		Nein	
----	--	------	--

10. Wenn ja, wie könnte man dies Ihrer Meinung nach noch weiter ausbauen?

.....

11. Sehen Sie einen Mehrwert für den Tourismus durch die friesische Kultur?

Ja		Nein	
----	--	------	--

Wenn ja, wie könnte man dies Ihrer Meinung nach noch weiter ausbauen?

.....

12. Sehen Sie einen Mehrwert für den Tourismus durch die deutsche Kultur?

Ja		Nein	
----	--	------	--

Wenn ja, wie könnte man dies Ihrer Meinung nach noch weiter ausbauen?

.....

13. Wenn Sie Dänemark besuchen, welchen Mehrwert sehen Sie für den Tourismus durch die deutsche Minderheit und ihre Kultur in Dänemark?

.....

14. Welche Sprache sprechen Sie vorwiegend in der Familie?

Deutsch	Friesisch	Dänisch	Sonstiges
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## APPENDIX E: Questionnaire research and know-how institutions

Name Ihrer Institution: \_\_\_\_\_

1. Wie viele ständige Forscher/Wissenschaftler haben Sie im Jahr 2006 angestellt?

a. Welches professionelle Niveau repräsentierten sie:

Senior (Dokortitel)	Junior (MA und höher)
---------------------	-----------------------

2. Wie viele kurzfristige/projektbezogene Forscher haben Sie im Jahr 2006 angestellt?

a. Welches professionelle Niveau repräsentierten sie?

Senior (Dokortitel)	Junior (MA und höher)
---------------------	-----------------------

3. Wie viele dieser Wissenschaftler spezialisierten sich auf:

Deutsch-Dänische Grenzregionstudien	
Grenzregionstudien im allgemeinen	
Studien zur regionalen Entwicklung	
Minderheitenstudien	
Studien über Minderheitensprachen	
Studien über Minderheitenkonflikte	
Studien über die Aussöhnung von Minderheiten	

4. Wie viele Arbeitsstunden (220 Tage pro Jahr) wurden im Jahr 2006 für die Forschung in den folgenden Bereichen aufgewendet:

	Stundenzahl
Deutsch-Dänische Grenzregionstudien	
Grenzregionstudien im allgemeinen	
Studien zu der regionalen Entwicklung	
Minderheitenstudien/Minderheitenforschung	
Studien über Minderheitensprachen	
Studien über Minderheitenkonflikte	
Studien über die Aussöhnung von Minderheiten	

5. Wie viele laufende Projekte hatten Sie im Jahr 2006 in den folgenden Bereichen?

Deutsch-Dänische Grenzregionstudien	
Grenzregionstudien im allgemeinen	
Studien zu der regionalen Entwicklung	
Minderheitenstudien/Minderheitenforschung	
Studien über Minderheitensprachen	
Studien über Minderheitenkonflikte	
Studien über die Aussöhnung von Minderheiten	

a. Wenn keine, bitte begründen Sie:

Mangel an Finanzmittel	
Mangel an qualifizierten Wissenschaftlern	
Mangel an Zeit	
Andere	

6. Wie viele Projekte startete Ihre Institution im Jahre 2006?

0	1	2-3	3-5	5<
---	---	-----	-----	----

a. Wenn keine, bitte begründen Sie:

Mangel an Finanzmittel	
Mangel an qualifizierten Wissenschaftlern	
Mangel an Zeit	
Andere	

7. Welche der im 2006 gestarteten Projekte beziehen sich auf:

Deutsch-Dänische Grenzregionstudien	
Grenzregionstudien im allgemeinen	
Studien zu der regionalen Entwicklung	
Minderheitenstudien/Minderheitenforschung	
Studien über Minderheitensprachen	
Studien über Minderheitenkonflikte	
Studien über die Aussöhnung von Minderheiten	

8. Wie viele Projekte haben Sie im Jahre 2006 abgeschlossen?

0	1	2-3	3-5	5<
---	---	-----	-----	----

9. Welche der im 2006 abgeschlossenen Projekte beziehen sich auf:

Deutsch-Dänische Grenzregionstudien	
Grenzregionstudien im allgemeinen	
Studien zu der regionalen Entwicklung	
Minderheitenstudien/Minderheitenforschung	
Studien über Minderheitensprachen	
Studien über Minderheitenkonflikte	
Studien über die Aussöhnung von Minderheiten	

10. Wie finanzierten Sie die im Jahr 2006 laufenden/gestarteten/abgeschlossenen Projekte/Studien?

Eigenmittel	Öffentliche Mittel	Private Mittel	EU	Andere
-------------	--------------------	----------------	----	--------

11. Wie verbreiteten Sie die Ergebnisse der im Jahr 2006 abgeschlossenen Projekte und in welchem Umfang?

Art	Menge
Online-Publikation	
Gedruckte Publikation	
Pressemitteilung	
Öffentliche Veranstaltung (Konferenz/Seminar)	
Falls eine öffentliche Veranstaltung, wie viele in der deutsch-dänischen Grenzregion	
Lokale Medien (Fernsehen/Radio/Zeitungen)	
Internationale Medien	

12. In welcher Sprache verbreiteten Sie die Projektergebnisse?

Deutsch	Dänisch	Friesisch	Romani	Englisch	Andere
---------	---------	-----------	--------	----------	--------

13. Waren an irgendwelchen Ihrer Projekte/Studien Partner aus der deutsch-dänischen Grenzregion beteiligt?

ja	nein
----	------

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14. Wie viele öffentliche Veranstaltungen mit einem Bezug auf Minderheitenkompetenzen organisierte Ihre Institution in der Grenzregion im Jahre 2006?

0	1	2-3	3-5	5<
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15. Wie viele nicht-öffentliche Veranstaltungen mit einem Bezug auf Minderheitenkompetenzen organisierte Ihre Institution in der Grenzregion im Jahre 2006?

0	1	2-3	3-5	5<
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16. Haben Sie eine *fund raising*-Person angestellt (MBA oder ähnliches)?

Wenn ja:

Halbzeit	Vollzeit
----------	----------

17. Bitte beschreiben Sie kurz Zielsetzung/Bestreben/Mission Ihrer Institution:

18. Falls zutreffend, beschreiben Sie bitte kurz das Mandat Ihrer Institution:

19. Bitte beschreiben Sie kurz die Art der öffentlichen Aktivitäten, die Sie in der Grenzregion organisieren (wenn möglich, fügen Sie eine Liste der öffentlichen Veranstaltungen im Jahr 2006 bei)

0	1	2-3	3-5	5<
---	---	-----	-----	----

16. Haben Sie eine *fund raising*-Person angestellt (MBA oder ähnliches)?

Wenn ja:

Halbzeit	Vollzeit
----------	----------

17. Bitte beschreiben Sie kurz Zielsetzung/Bestreben/Mission Ihrer Institution:

18. Falls zutreffend, beschreiben Sie bitte kurz das Mandat Ihrer Institution:

19. Bitte beschreiben Sie kurz die Art der öffentlichen Aktivitäten, die Sie in der Grenzregion organisieren (wenn möglich, fügen Sie eine Liste der öffentlichen Veranstaltungen im Jahr 2006 bei)

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