Luxembourg in the Greater Region: Integrated Planning in a Cross-Border Polycentric Metropolitan Region

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Overview

- The cross-border dimension of planning in Luxembourg:
  - Luxembourg and its borders

- Cross-border planning in the Greater Region:
  - The Greater Region and its institutions
  - The Coordination Committee for Spatial Development (CCDT)
  - The Spatial Development Perspective of the Greater Region (SDTGR)
  - The Geographic Information System of the Greater Region (SIG-GR)

- A bilateral initiative of cross-border planning:
  - LU-FR: EGTC Alzette Belval
The cross-border dimension of planning in Luxembourg
Luxembourg and its borders (2)
Law of 17 April 2018 on Spatial Planning

Article 1, Paragraph 1:

Spatial planning ensures the coordination of sectoral policies at the municipal, inter-municipal, national, cross-border and international level with an impact on the development of the territory.
The Master Programme for Spatial Planning (PDAT)

- Current version dates from 2003.
- Non-binding strategic document that determines the government’s general guidelines and priority objectives for the sustainable development of the “living environment”.
- Adopted by government decision.
- Revision process 2018-2020

3 Chapters:

- I. Basic Elements
- II. Guidelines and Political Objectives
- III. Priorities for Sustainable Spatial Development

Each of the 3 chapters also explores the European and cross-border dimension of the theme.
Chapter I. describes the broad tendencies of development and the operational framework of spatial planning in Luxembourg.

- Sub-chapter I.3. “Beyond the borders” explores the international context at three levels:
  
  1) Europe
  
  2) Greater Region Saar-Lor-Lux and Benelux:
     * Spatial Development Perspective of Saar-Lor-Lux+
     * Second Benelux Structural Outline
  
     * Interreg II A Wallonia-Lorraine-Luxembourg: 4 cross-border agglomerations
     * Interreg II A Germany-Luxembourg: Trinational Nature Park
Chapter II. describes the political objectives as well as the general guidelines of spatial planning in Luxembourg.

- Sub-chapter II.3. “Integration into European Perspectives” explores how the guidelines and political objectives of the Master Programme can be integrated into the international strategies mentioned in the first chapter, in particular with regards to the following priorities:
  - Polycentric spatial development and new urban-rural relationship
  - Equal access to infrastructure and knowledge
  - Sustainable management of nature and cultural heritage

- References include the European Spatial Development Perspective and the Spatial Development Perspective of Saar-Lor-Lux+. 
Transport network (Saar-Lor-Lux+)
Chapter III. describes the 5 intervention areas, support measures, monitoring framework, and communication measures of the Master Programme.

➢ The fifth intervention area in sub-chapter III.1. deals with the “Capitalization of European and cross-border initiatives”:
  • How could the development of an institutional structure for action in the Greater Region strengthen cross-border cooperation?
Cross-border planning in the Greater Region
The Greater Region (1)

Belgium: Wallonia and Federation of Wallonia-Brussels, German-speaking Community of Belgium

Germany: Saarland, Rhineland-Palatinate

France: Lorraine (Departments Meurthe-et-Moselle, Moselle, Meuse and Vosges*) as part of the Region Grand Est

Luxembourg
3 languages – 4 countries – 5 regions – 11* partners (and 2 observers)

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<tr>
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<th>GR</th>
<th>EU-28</th>
<th>GR as % of EU-28</th>
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</thead>
<tbody>
<tr>
<td>Surface</td>
<td>65.400 km²</td>
<td>4.463.600 km²</td>
<td>1,5%</td>
</tr>
<tr>
<td>Population (2016)</td>
<td>11,6 million</td>
<td>510,2 million</td>
<td>2,3%</td>
</tr>
<tr>
<td>GDP (2016)</td>
<td>€368 billion</td>
<td>€14.800 billion</td>
<td>2,5%</td>
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Institutional structure of the Greater Region

- Summit of the Greater Region
  - 24-monthly rotating presidency
  - strategic management

- Committee of the Personal Representatives
  - operational management

- 15 Working Groups
  - implementation

- Interregional Parliamentary Council
  - consultation & recommendations

- Economic and Social Committee
  - consultation & recommendations
Luxembourgish Presidency of the 11th Summit of the Greater Region 2008-2009

- Joint Declaration of 17th July 2009

- Achievements = Institutionalisation?
  - Resolution concerning the mutual information and consultation/concertation in the field of spatial planning and spatial development at the level of the Greater Region.
  - Guide on the Implementation of the Territorial Agenda and the Leipzig Charter in the Greater Region
  - ESPON Project METROBORDER (Cross-Border Polycentric Metropolitan Regions) with stakeholders from CH, DE, FR, BE, LU and the University of Luxembourg as lead partner.
  - Establishment of the Geographic Information System of the Greater Region (SIG-GR)
  - Establishment of the Coordination Committee for Spatial Development (CCDT)
  - Creation of a network of the Nature Parks of the Greater Region
The Coordination Committee for Spatial Development (CCDT)

- One of the Summit’s 15 Working Groups
- Established in 2008 and institutionally anchored in 2009 under the Luxembourgish Presidency of the 11th Summit
- 9 partners (question of planning competences)
- Technical support from the Secretariat of the Summit
- Chaired by a representative of the Luxembourgish Ministry of Energy and Spatial Planning (currently: Director-General Marie-Josée Vidal)
- Meets 5-6 times per year

Objectives:

- Exchange, coordination, concertation and information regarding spatial planning
- Preparation of ministerial meetings
- Development of a Spatial Development Perspective of the Greater Region (formal mandate from the Summit)
METROBORDER – Cross-Border Polycentric Metropolitan Regions

- Targeted analysis project of the ESPON 2013 Programme
- January 2009 – December 2010
- Stakeholders: Lead by CH, with DE, FR, Wallonia, LU
- Lead partner: University of Luxembourg

Thematic scope:

- [The METROBORDER Project] addresses cross-border metropolitan regions in Europe in relation to the policy aim of polycentric development.
- It aims at identifying criteria, potentials and governance practices for cross-border polycentric metropolitan regions (CBPMR) in Europe and at proposing options for development strategies towards a multilevel approach for two case study regions: Upper Rhine Region and the Greater Region.
Definition

- The Metroborder project understands CBPMRs as *political constructions based on cross-border agreements* which consider the existence of national borders as a resource for increasing interactions at the local level and based on the embeddedness of the metropolitan centre(s) in global networks.

- Because CBPMRs are composed of *several urban centres* located on either side of a border, these regional political initiatives can mobilise *different geographical scales* in order to utilise the assets and complementarities of the morphological and functional *polycentricity*.

- The aim to further develop the CBPMR is a strategy towards meeting the challenge of *‘critical mass’* (considering limited demographic size or economic weight connectivity).
The Greater Region shows a clear functional, demographic, and morphological polycentricity that is the basis for the overall functioning of the region.

The extraordinary functional integration in the core zone not only has spill-over effects but also paves the way for the future development potentials.
Interreg Project SDTGR (Schéma de Développement Territorial de la Grande Région)

- Duration: 01.01.2018 – 31.12.2021 (4 years)
- Budget: € 1,491,627,41€ (€ 801,263,27 ERDF)
- Specific Objective 8: Strengthen cross-border cooperation in the field of R&D to make the Greater Region a location for research excellence
- 25 partners, with LU Ministry of Energy and Spatial Planning as lead partner
Objective: Develop a joint **Spatial Development Perspective of the Greater Region** that includes:

- an analysis of the challenges and opportunities resulting from the socioeconomic development tendencies
- an operational cross-border strategy
- recommendations for a more efficient implementation through national, regional and inter-municipal planning documents
- priority measures and projects for the short, medium and long term
- ... in the framework of a participatory process

4 thematic fields:

- Demographic development
- Mobility
- Economic development, including tourism, education and training
- Environment, energy and climate
Activities

2018

- Development of a common knowledge base and “language”
- 4 thematic reports on the state of the territory of the Greater Region

2019

- Participatory process
- Organisation of a conference on spatial development in the Greater Region with representatives from the various institutions and stakeholders of the Greater Region
- 2 policy labs and 1 workshop
State of the Territory of the Greater Region

Evolution de la population en âge de travailler entre 2000 et 2016*
Veränderung der erwerbsfähigen Bevölkerung zwischen 2000 und 2016*

Effectifs de la population en âge de travailler (20-64 ans)
Bevölkerung im erwerbsfähigen Alter (20-64 Jahre)

en augmentation en diminution
Zunahme Abnahme
- 100
- 1 000
- 10 000

Evolution de la population en âge de travailler (20-64 ans)
entre 2000 et 2016 (en %)
Veränderung der Bevölkerung im erwerbsfähigen Alter (20-64 Jahre)
zwischen 2000 und 2016 (in %)
-16,0 % à / bis -7,1 %
-7,0 % à / bis -0,1 %
0,0 % à / bis 10,0 %
10,1 % à / bis 20,0 %
20,1 % à / bis 60,0 %

The Geographic Information System of the Greater Region (GIS-GR)

- Established as an Interreg A project from 2010-2013
- Legal framework: Convention 2014-2018 (€ 125,000 p.a.)
  Convention 2019-2023 (€ 150,000 p.a.)
- 14 partners

- Main objective:
  - Cross-border territorial monitoring: harmonization of data and production of thematic maps
  - Presentation of maps and data on trilingual Geoportal of the Greater Region
  - Supporting the Working Parties of the Summit

- 13 thematic fields – 35 indicators – 120 maps and analyses
Work process

- MEA Luxembourg: full-time position
- Geo Institute RLP: 20% secondment

1. Request working party
2. Data transfer to GIS-GR
3. Data harmonization and mapping
4. Validation by working party and comments
5. Validation by GIS-GR steering committee
6. Publication on geoportal
Renewable energy in the Greater Region
A bilateral initiative of cross-border planning
EGTC Alzette Belval

- Established in 2013

- Partners:
  - The Grand-Duchy of Luxembourg
  - 4 Luxembourgish municipalities
  - The Republic of France
  - 4 French territorial entities

- Objectives:
  - Advance the development of a cross-border agglomeration by facilitating and deepening the cooperation with regards to the sustainable development of the territory across borders
  - Develop a territorial vision
  - Initiate, facilitate and implement projects to translate this territorial vision into reality
From state of the territory to strategic vision

- Integration of planning documents

- Themes:
  - Urban hierarchy
  - Urban development
  - Economic development
  - Environment
  - Mobility

- Steps:
  1. Analysing the relevant planning documents on both sides of the border
  2. Summarising the guidelines and priorities as well as zooming in on specific sites
  3. Developing a synthetic vision per theme and opening the discussion
  4. Developing a strategic vision for the cross-border agglomeration by highlighting the internal spatial dynamics and joint priorities per theme
Integrating different urban hierarchies
Challenge of coopetition?
Conclusions
Conclusions

- Time and commitment
- Institutionalisation
- Innovative instruments: EGTC, ECBM?
- The role of Interreg
- Coopetition and creating win-win outcomes
Keywords:

- Law of 17 April 2018 on Spatial Planning
  - English summary
- Website of the Greater Region
- ESPON METROBORDER Project (2010)
- Information on Spatial Development Perspective of the Greater Region
- Geographic Information System / Geoportal of the Greater Region
- EGTC Alzette Belval