

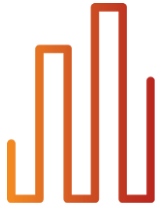
Frédéric Durand (LISER)

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# **Spatial planning at the cross- border scale in Europe**

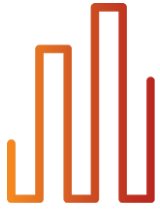
## Empirical evidences and findings

BorderLabs CE  
Kick-off conference  
13 November, 2024



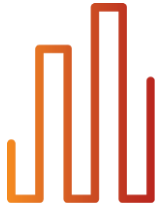
## European border context

- Border regions are intertwined by **multiple flows** (Schengen agreements)
  - From territorial margins to **areas of contact / interface**: border regions constitute “laboratories of the European integration” (Kramsch & Hooper, 2004)
  - With the mutation of the EU’s internal borders and the importance of cross-border practices (Durand & Decoville, 2019), **new needs have emerged** that require a better organization of flows, a concrete reshaping of border areas, and even a promotion of a cross-border regional identity (Passi, 2013)
- ➔ These **needs call for responses**, and spatial planning can provide answers

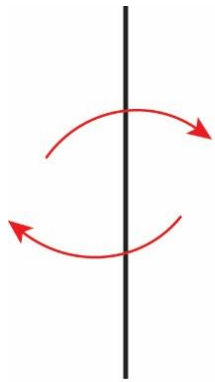


# Meeting the challenge of cross-border integration

- Cross-border integration both linked to **interactions** - notably economic ones (Anderson & Wever, 2003), and phenomena of **convergence** (De Boe et al., 1999; Decoville et al., 2013)
- **Equivocal relationships between interaction and convergence.** The existence of cross-border flows does not necessarily lead to the reduction of social inequalities between areas separated by a border
- **A fundamental ambivalence:** “It results as much from the symmetries and similarities between border territories as from the asymmetries and existing differentials on either side of border” (Durand, 2015)



# Multidimensionality of cross-border integration



Functional  
dimension

(to cross)



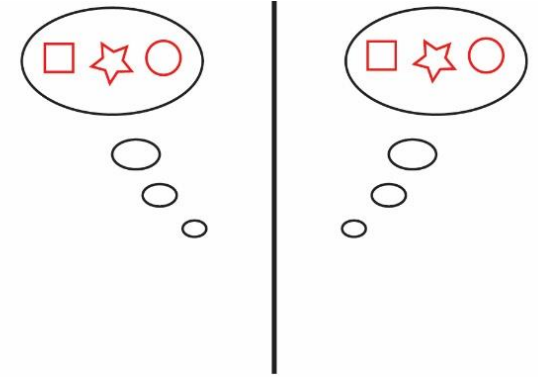
Structural  
dimension

(to converge)



Institutional  
dimension

(to cooperate)

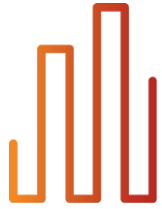


Ideational  
dimension

(to share)

Author: Durand Frédéric, LISER, 2016

**→ Spatial planning across border should take into account the different dimensions**



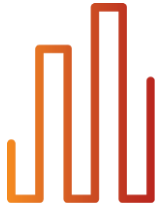
# Inherent ambiguities of cross-border spatial planning (CBSP)

**Spatial planning does not fit well with the notion of border** (Faludi, 2018):

- **Borders mark the end of political sovereignty** [demarcation lines]
  - Spatial planning is **traditionally rooted in state systems** [specific practices and regulatory tools for each country]
  - **No competence** at EU level, **no harmonisation** of planning systems (despite Europeanization of spatial planning) **and no common framework** for guiding spatial planning [planning across border is not a binding practice]
- ➔ Actors in charge of cross-border planning projects face **numerous obstacles**

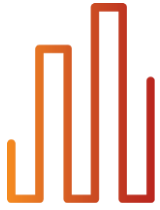
# Main types of obstacles of cross-border spatial planning

<b>Institutional obstacles</b>	Different state organisations (centralism, federalism)	Number of countries involved in the cooperation	Unbalanced representation of institutional levels and lack of coordination between them	Differentiated distribution of competencies according to administrative levels
<b>Legal obstacles</b>	Lack of compatibility between legal systems of territories	Absence of a clear regulatory framework and of legal tools at cross-border scale	Differences in land use, planning rules or building permits	
<b>Technical obstacles</b>	Lack of coordinated / harmonized planning tools	Problems with the management of public spaces or cross-border services	Non-availability of specific funds for cross-border projects	Lack of connectivity of domestic systems / networks
<b>Cultural obstacles</b>	Linguistic differences generating communication problems and misunderstandings	Discrepancies between planning cultures	Divergences in working methods for collecting data or for designing planning	Divergences concerning the definition / use of conceptual planning tools
<b>Political obstacles</b>	Divergences of planning visions	Discrepancies with respect to political priorities of each territory	National priorities overweigh cross-border ones	
<b>Fiscal obstacles</b>	Differentials in the levels of taxation	Differences with regards to the existence of taxes		
<b>Relational obstacles</b>	Quality of interpersonal relations between individuals	Divergences between the stakeholders in terms of legitimacy, experience, and leadership	Level of trust between implicated actors in cross-border governance	Gap in interest and political involvement for cross-border scale



# Paradoxes of cross-border spatial planning

- Actors have to deal with the **paradoxical necessities** to work for a cross-border common good and respecting the constraints imposed by the national regulatory frameworks and strategies (Paasi & Zimmerbauer, 2015)
  - In other words, actors are **constantly torn between domestic logics** that promote and defends its territorial sovereignty and **cross-border logics** that require to transcend the state framework
- ➔ CBSP implies “**an institution-building process**” to frame and facilitate collective action between actors on both side of the border (Peña, 2007)

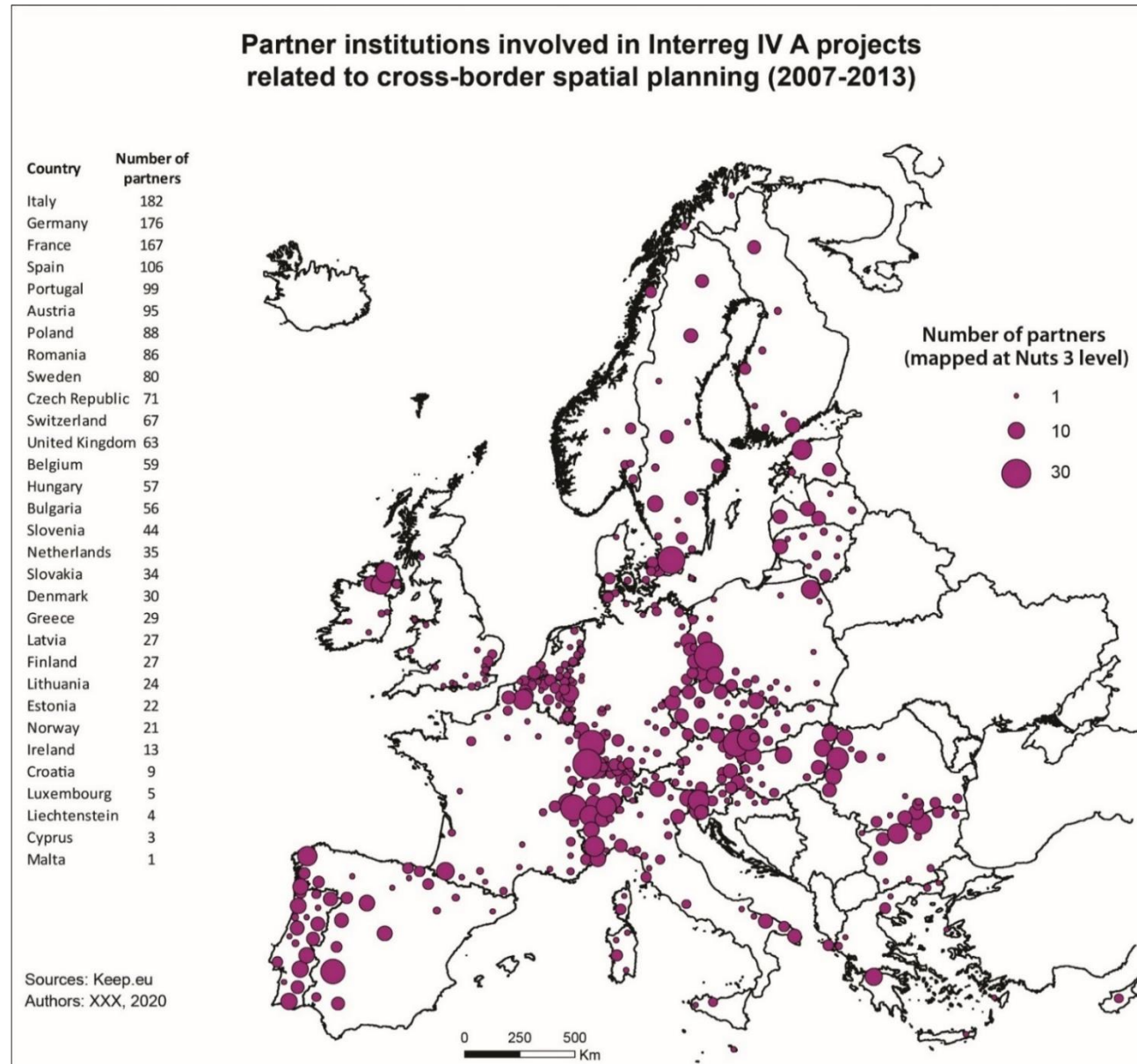


# An empirical approach to cross-border spatial planning - Methodology

- **Systemic approach** to better grasp the CBSP initiatives in Europe
- Use of **keep.eu database** which gather all the cross-border projects co-financed by European Regional Development Fund (ERDF – Interreg)
- Focus on the **Interreg IV A** programme for the **2007–2013 period**
- **6 758 CBSP projects have been identified**, based on the specific themes to which projects are associated in the database: *Regional planning and development, Urban development, Transport and mobility and Improving transport connections*
- **2 main objectives:** (i) Identification of actors involved in CBSP projects;  
(ii) Type of CBSP projects

# Distribution of the partner institutions involved in cross-border spatial planning projects

- **17 742 partners**
- Dynamic of **cooperation in CBSP** differs greatly from one region to another
- **Location of actors:** close to the border areas
- Wide representation of **local and regional authorities** ( $\approx 2/3$ )



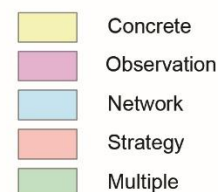
# An heterogeneous set of CBSP initiatives

- **10,8%** of the total Interreg IVA programme **budget** allocated to CBSP projects
- **Network** (26% of CBSP's projects for 18% of the total budget)
- **Observation** (29% for 18%)
- Drawing up (non-binding) territorial **strategies** (15% for 13%)
- **Concrete** development projects (30% for 50%)

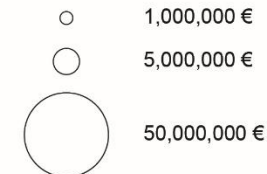
Budget of cross-border spatial planning projects by type of targeted outputs in the different Interreg programming areas



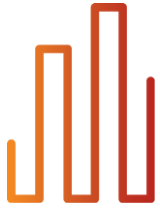
Type of cross-border spatial planning projects



Total budget of cross-border spatial planning projects per Interreg programming area

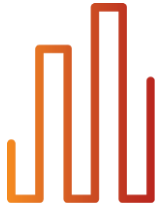


Source: keep.eu  
Authors: XXX, 2020



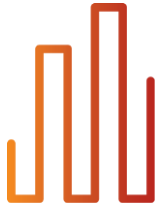
# Cross-border spatial planning in practice

- Actors in charge of spatial planning **have to know the existing legal frameworks** of both sides of the border, to **be embedded into local/regional networks**, and **have a certain political legitimacy**



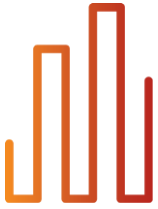
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- **Quality of the collaboration**, which first of all **requests trust** as well as a **capacity to step back** from short term and national interests in order to serve long term and collective cross-border objectives (Decoville and Durand, 2016)



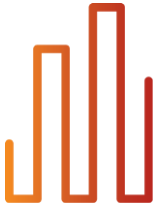
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- **Adopting** a cross-border spatial planning **strategy or a common roadmap** can provide tangible advantages that result from the combination of the means, the know-how and the resources on both sides of the border



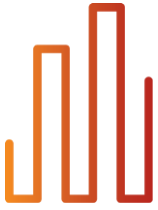
## Conclusion

- Cross-border spatial planning, due to its very **slow timeframe**, and the **systematic search for consensus** (which sometimes reduces the initial ambitions) **can generate disillusionment** for the actors involved
- Cross-border spatial planning is a **complex process** that takes place **over a long period**, is **iterative** and implies **solid ties** between actors



# Conclusion

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- Cross-border spatial planning is a **complex process** that takes place **over a long period**, is **iterative** and implies **solid ties** between actors
- CBSP is a fundamental practice for **shaping cross-border regions**, but also to prepare the world (and the working culture) of tomorrow
- In a fluctuating world with limited resources, in polycrises..., CBSP is a good practice that enable to shape another way of working **based on robustness** (pooling resources, cooperate to solve shared problems, strengthen local territorial anchorage, ensure a certain stability)



**Thank for your attention**

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