



## The Greater Region

An overlapping of public cross-border communities in a competitive environment

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# Public governance and European legitimacies

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- Public governance: different meanings
  - ▶ A power-sharing system to improve efficiency
  - ▶ A solution where there is no government
  - ▶ A proof that there is no desire to create a government
  - ▶ Good governance: “everything enabling to live, last and prosper” (De Boissieu – 2004)
- European changes over the past decades
  - ▶ A legitimacy crisis of European institutions due partly to a weak European public sphere
  - ▶ National states entering often a process of power-sharing externally (EU) and internally
  - ▶ A scaling down of issues at the local/regional level to respond to global economic challenges
- The Euro-regions: one of the scales of European legitimacy ?
  - ▶ European legislations enabling competition between territories
  - ▶ European legislations enabling cross-border integration in terms of flows (workers – trade...)
  - ▶ Border regions: areas potentially most affected by territorial economic competition / integration
  - ▶ The Euro-regions: a search for local European interests in an insecure globalized economy
  - ▶ The Euro-regions: a laboratory of European legitimacy to live, last and prosper ?

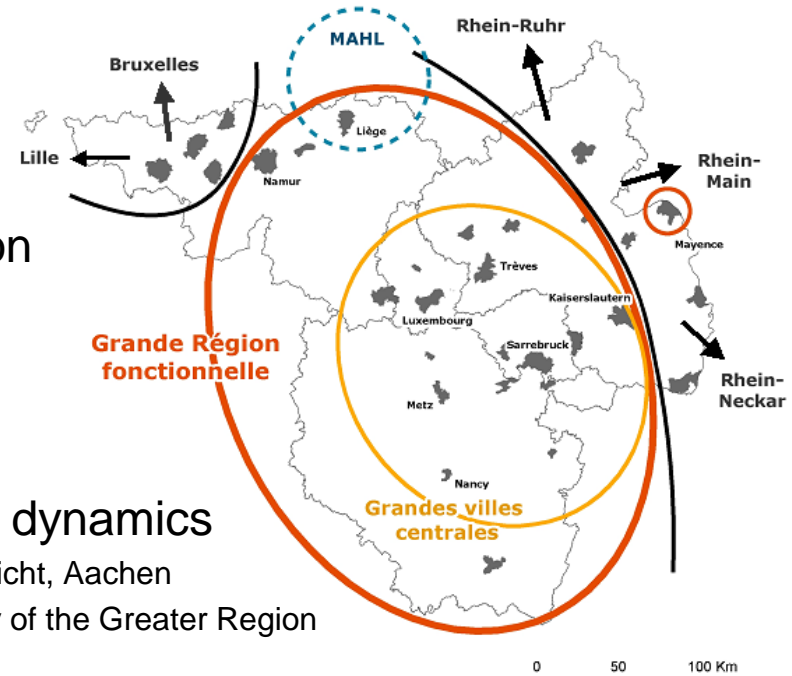
# The Greater Region: an Euro-region going towards multi-level communities of structural projects ?

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- Hypothesis: The Greater Region (GR) is characterised by an overlapping of public cross-border communities used mainly as a communication grid in a private competitive environment leading to some spatial integrations
- Methodology:
  - ▶ an analysis of data concerning social and economic links between Luxembourg and its neighbours
  - ▶ an analysis of public cross-borders connections existing in the Euro-region (Regional/Local)
- Presentation in 4 parts
  - 1- Some aspects of socio-economic integration and competition in the GR
  - 2- A presentation of the GR governance, its meanings and main achievements
  - 3- The analysis of more local governance systems in the GR
  - 4- A synthesis of existing and potential communities

# 1- The Greater Region: size, location and differentiation

- A large European Region
  - ▶ 67 000 km<sup>2</sup>
  - ▶ A size equivalent to Ireland
  - ▶ 11 M. inhabitants
- ... connecting 4 founding States of the Union
  - ▶ France
  - ▶ Germany
  - ▶ Belgium
  - ▶ Luxembourg
- ...included in many different other territorial dynamics
  - ▶ Main cities of Wallonia connected to Brussels, Lille, Maastricht, Aachen
  - ▶ Most of the major cities in Rheinland-Pfalz at the periphery of the Greater Region
- A greater potential of co-operation in the heart of the territory...
  - ▶ Luxembourg and the surrounding areas
  - ▶ Saarland/Lorraine
- ... sharing common characteristics
  - ▶ A common past: Steel industry and mining activities
  - ▶ A long standing reality : A green belt (natural parks) crossing borders
  - ▶ A booming Luxembourgish economy leading to a cross-border integration in terms of flows (workers – trade)

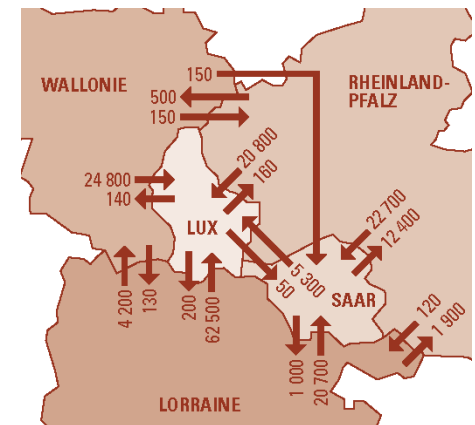


# 1- A progressive integration due to the flows of cross-border workers centred mainly around Luxembourg

- A process concerning only 4 % of jobs (0.17 M.) existing in the Greater Region (4.6 M.)...

**Cross-border workers**

Working place / Place of résidence	Saarland	Lorraine	Luxembourg	Rheinland-Pfalz	Wallonie	Total
Saarland		20 700	50	22 700	150	43 600
Lorraine	1 000		200	120	130	1 450
Luxembourg	5 300	62 500		20 800	24 800	113 400
Rheinland-Pfalz	12 400	1 900	160		150	14 610
Wallonie		4 200	140	500		4 840
<b>Total</b>	<b>18 700</b>	<b>89 300</b>	<b>550</b>	<b>44 120</b>	<b>25 230</b>	<b>177 900</b>



Source: Statistiques en bref 2008 - Edit: Offices Statistiques de la Grande Region - January 2008

- ...but an increasing volume between Luxembourg and its neighbours

**Cross-border workers occupied in Luxembourg**

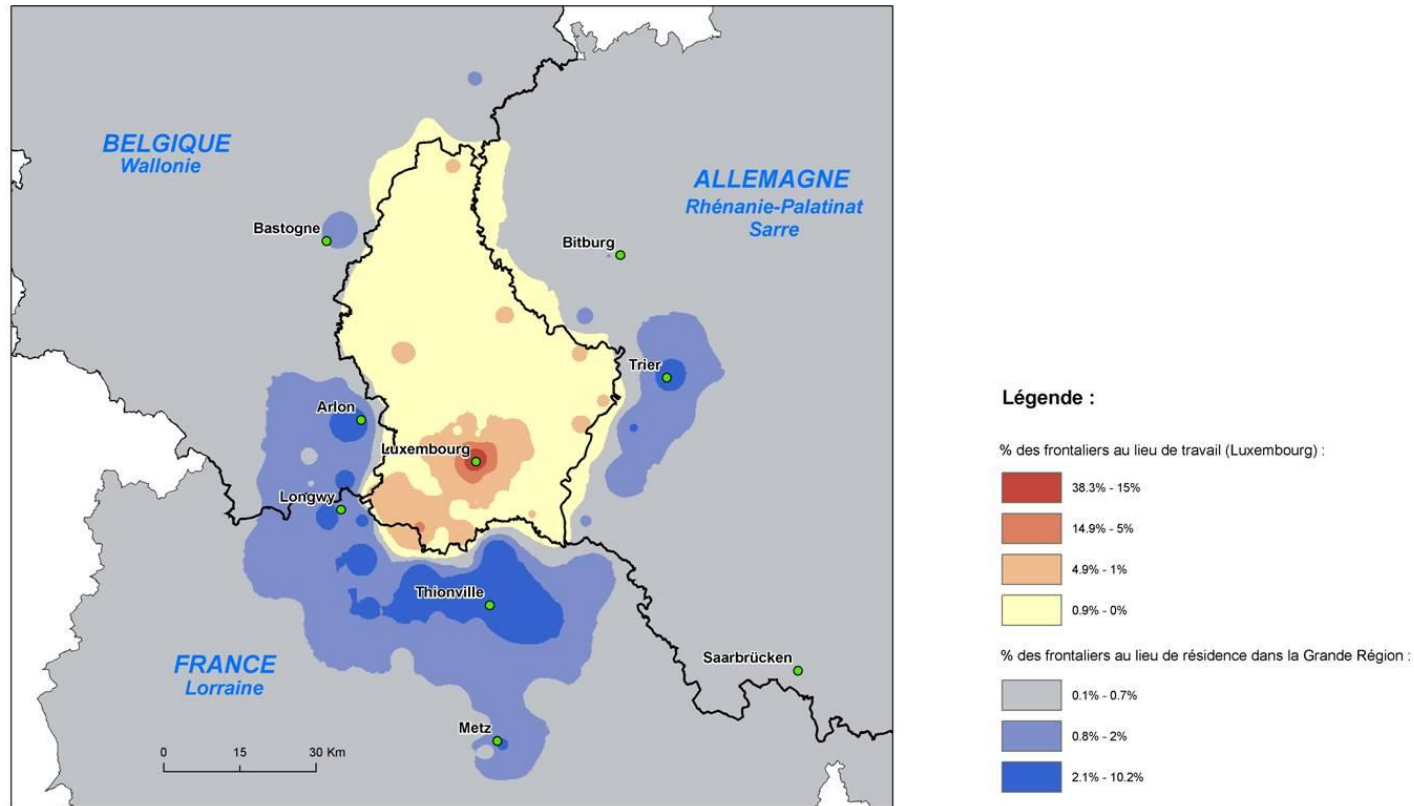
Place of residence	1974	1980	1990	1995	2000	2005	2006
Belgium	5.700	5.700	12.300	17.200	25.000	32.200	33.700
France	4.400	4.700	16.600	29.500	48.300	62.000	65.500
Germany	1.300	1.500	6.400	10.200	17.000	27.000	29.800
<b>Total</b>	<b>11.400</b>	<b>11.900</b>	<b>35.300</b>	<b>56.900</b>	<b>90.300</b>	<b>121.200</b>	<b>129.000</b>

- ▶ 1974: 9% of wage-earners in Lux. live abroad
- ▶ 2006: 42% of wage-earners in Lux. live abroad
- ▶ 2007: 14.000 new salaried jobs in Lux.  
70% of them occupied by non-residents

Source: Statec

# 1- A phenomenon concerning above all narrow border areas (the Luxembourgish case)

Vue synthétique de la répartition des frontaliers au lieu de résidence dans la Grande Région et de leur répartition au lieu de travail (Luxembourg).



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Source des données : Cellule GEODE, Administration des Contributions  
Source du fond de carte : © EuroGeographics 2002 pour les limites administratives  
Conception cartographique : Marc Schneider, Cellule GEODE, 2004

# 1- A progressive integration through trade (A Luxembourgish perspective)

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- A Luxembourgish balance of trade showing the importance of the Greater Region
  - ▶ Luxembourg has imported 2,7 billions € of goods from the Greater Region in 2005 (20% of its total importation)
  - ▶ Luxembourg has exported 1,22 billions € of goods into the Greater Region in 2005 (12% of its total exportation)
  - ▶ 27% of Luxembourgish importations coming from the surrounding states are from the Greater Region
  - ▶ 22% of Luxembourgish exportations coming from the surrounding states are from the Greater Region
- The spending of cross-border workers
  - ▶ In their country of work: nearly 8.000 € spent per year by the average cross-border worker occupied in Luxembourg  
A total of 1 billion € (estimation Statec/Ceps-Instead . 2002 -2003 )
  - ▶ In their country of residence: an impact on the housing market and the development of shopping centres
- The cross-border spending of other individuals
  - ▶ The average household in Luxembourg spends 5.000 € per year abroad and in the Greater Region  
A total of 0,9 billion € (estimation Statec – 2004)
  - ▶ The total annual spending of Luxembourgish residents in the German City of Trier is estimated at 163 M. € (Ilres - 2005)
  - ▶ A low potential spending in Luxembourg of people living within 30 km of the Grand-Duchy border estimated yearly at 274 M € (estimation Statec – 2007)

# 1- A progressive integration through social benefits distributions

- Access to social benefits for cross-border workers
  - ▶ Pensions
  - ▶ Health care
  - ▶ Maternity leave
  - ▶ Child benefits

Evolution of the Luxembourgish child benefits distribution in foreign countries (in millions €)

Year	Belgium	France	Germany	Italy	Portugal	Other countries EC	Others	Total	Proportion of child benefits distributed abroad (%)
1975	1,70	1,09	0,72	0,18	0,63	0,02	0,16	4,5	12,2
1980	2,75	2,17	0,91	0,21	0,55	0,02	0,20	6,81	11,4
1985	3,74	3,09	1,10	0,16	0,37	0,03	0,22	8,71	11,6
1990	6,49	8,95	2,72	0,19	4,14	0,10	0,29	22,87	18,6
1995	13,06	25,94	6,90	0,17	6,08	0,33	0,00	52,48	22,3
2000	37,09	72,81	17,62	0,48	6,67	0,80	0,17	135,63	32,5
2005	69,13	140,21	39,39	0,57	5,54	2,46	1,61	258,91	<b>40,7</b>

NB: amounts estimated before 2000

Source : IGSS - 2005

# 1- The Greater Region is also a space of competition

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- In the globalized economy, small states are more flexible to be attractive
  - ▶ Luxembourg has developed a national regulation system attracting workers and businesses...
  - ▶ ...benefiting to surrounding areas through cross-border workers and their private wealth
- In the globalized economy, a non-harmonized European taxes/social regulation is a source of competition more vivid in border regions
  - ▶ Difficulties for territories in the vicinity of Luxembourg to keep qualified working force
  - ▶ Difficulties for territories in the vicinity of Luxembourg to develop high added-value businesses
    - A development of shopping centres – logistic activities requiring land and low-qualified people
- In a competitive environment, what is the right scale for territorial solidarity ?
  - ▶ An economic differential due to national borders putting into question local public finances and the ability to develop structural cross-border territorial cohesion policy
  - ▶ A general bilateral solidarity between Luxembourg and the whole of Belgium since 2004
    - Public funding transfer to the Belgian communes linked to the number of cross-border workers
  - ▶ A specific multi-scales cross-border solidarity linked to some public transport projects
  - ▶ An absence of cross-border system to put back on the job market, cross-border workers made redundant

## 2- An increasing multi-level/multi-thematic “Greater Region” governance

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- An intergovernmental commission process starting in the early 1970's
  - ▶ 1<sup>st</sup> objective: industrial and mining reconversion issues concerning areas in the border region
  - ▶ 3 national governments: France – Germany - Luxembourg
- A regional commission decided by the 3 States in 1980
  - ▶ Objective: to develop a political cooperation between regional government
  - ▶ Territory: Saar-Lor-Lux-Trier/Westpfalz (not the whole of the Greater Region)
  - ▶ 7 public bodies: 1 government (L), 2 länder (G), 4 regional/dpt. State representatives (F)
  - ▶ The arrival of other partners in the 1990's as observers which will be fully integrated in 2005
    - Walloon Regional Council and the French and German Community Authorities (B)
    - Regional and Departmental Councils located in Lorraine (F)
  - ▶ Thematic working groups (13 – culture, economy...) and decision taken on a consensus basis
  - ▶ Yearly meeting and turning presidency
- Greater Region Executives' Summits (1995)
  - ▶ Objective: to give new impulsions to the interregional and cross-border co-operation
  - ▶ Territory: the whole of the Greater Region
  - ▶ 10 public bodies not sharing the same powers: Govt – Lander – Regions – Depts. – Communities
  - ▶ A possible association of the civil society in the process
  - ▶ Thematic working groups (8) and decision taken on a consensus basis
  - ▶ Summits and turning presidency every 18 months
  - ▶ In 2004/2005, Regional Commission and Summit merge (The Summit = Executive)

## 2- Towards a fragmented “Greater Region” public sphere

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- An interregional workers unions council in Saar-Lor-Lux-Trier/Westpfalz (1976)
  - ▶ The 1<sup>st</sup> interregional workers union council in Europe
  - ▶ Common resolutions concerning phenomenon concerning the Greater Region workers
- An interregional parliamentary council (1986)
  - ▶ Members from regional (B/F), land (G) and national (L) parliaments
  - ▶ The arrival of the German and French speaking community parliaments of Belgium in 2006
  - ▶ 10 representatives for each region
  - ▶ 6 thematic commissions (eco. – social affairs – transports – environment – education – security)
  - ▶ 2 meetings a year and a turning presidency
  - ▶ Objective: to promote the role of the Greater Region and to contribute to cross-border cooperation
- An interregional press assoc. (IPI): an embryo of a mediated public sphere (1994)
  - ▶ 120 members (journalists) cooperating at the Greater Region scale – a common secretariat
- An economic and social committee for the Greater Region (1997)
  - ▶ 36 members (6 per region) divided in 3 colleges (Workers Unions – Employers fed. – Others)
  - ▶ Mandated by the Summits to give advices and/or resolution on specific themes
  - ▶ The committee can also submit interregional themes of debates to the Summits
  - ▶ A minimum of 2 meetings a year and a president elected for the duration of the Summit Presidency
- A Greater Region network of mediators (2003)
  - ▶ Objective: to improve citizen possibilities to formulate grievances concerning cross-border issues
  - ▶ Network of public bodies competent to receive petition and complaints from citizens

## 2- A multi-level governance leading to a greater cultural cohabitation...

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- Interregional institutions with no executive powers...
  - ▶ No delegation of sovereignty from the components towards the Greater Region institutions
  - ▶ An enlargement of involved bodies not sharing the same powers and financial resources
  - ▶ The permanency of national regulations (structural decision making taken partly outside the area)
  - ▶ Interregional decisions can only be taken on a consensus base – the realm of Para-diplomacy
- ...but flourishing as communication grids are needed in a globalized world
  - ▶ The necessity to have a long-standing communication in an interregional competitive environment
  - ▶ The necessity to know the interregional context for a better understanding of issues  
(The success of interregional observatories, statistic offices studies, exchange of information)
  - ▶ The necessity to develop a diplomacy for regional authorities to be known and heard in Europe  
(common lobbying in Europe: common resolutions – delegation in the Committee of Regions)
  - ▶ The necessity of the Greater Region partnerships to increase a sense of identity  
(identity of each regional components – interregional sense of European community)
- The cultural identity issue: a focal point in the political debate
  - ▶ An emphasis of the common past (from the middle age to the industrial revolution) in the 1<sup>st</sup> Summit
  - ▶ The migrating interregional Summits in cities of the area with the Regional Commission/Summits
  - ▶ A search for an another name than “Greater Region” (stopped in 2007)
  - ▶ A “Greater Region House” in Luxembourg since 1999
  - ▶ An interregional “European Capital of Culture” Luxembourg/Greater Region (2007)

## 2-...and a financial incentive to build up other Greater Region networks

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- A “Greater Region” interreg IIC E-bird programme (2004-2006)
  - ▶ A FEDER budget of 3.2 M €
  - ▶ General objective: to reinforce identity and sense of belonging at the Greater Region level
  - ▶ 5 types of projects financed: communication tools – training – studies – information centres – books
  - ▶ 20 networking projects linked to territorial development, culture and training/research
- A “Greater Region” Interreg IVA programme (2007-2013)
  - ▶ A FEDER budget of 106 M €
  - ▶ 3 main objectives
    - To sustain a competitive interregional economy, innovation and employment
    - To increase the attractiveness of territories (spatial planning – mobility – environment)
    - To develop knowledge, social cohesion and cultural resources valorisation
  - ▶ 195 projects expected (not necessarily at the Greater Region scale, possibility at infra-regional one)
  - ▶ An average 0.5 M € of FEDER budget per project
  - ▶ A Greater Region Technical Secretary dedicated to the programme
  - ▶ A Greater Region Selection Committee grouping public authorities partly different from Summit ones
    - 1 in Luxembourg: State
    - 2 in Belgium : Walloon Regional Council (representing also the French Speaking Community) and German Speaking Community Authority
    - 2 in Germany: Länder of Rheinland-Pfalz and Saarland
    - 5 in France: Regional State (Prefect) – Regional Council and 3 Dpt. Councils of Lorraine
  - ▶ A Greater Region Selection Committee and Sub-regional ones deciding on a consensus base

### 3- Local cross-border communities inherited from the past...

#### Cross-border development projects involving local public councils in the Greater Region (MOSAME Survey)

##### Predominantly rural areas

- Parcs Hautes Fagnes - Nordeifel
- Parcs Our - Südeifel
- Parcs Haute-Sûre - Forêt d'Anlier
- GEIE Islek Ohne Grenzen
- Pays de l'Attert
- Réseau écologique Ardennes Belgo-luxembourgeoises (Parc des 2 Ourthes)

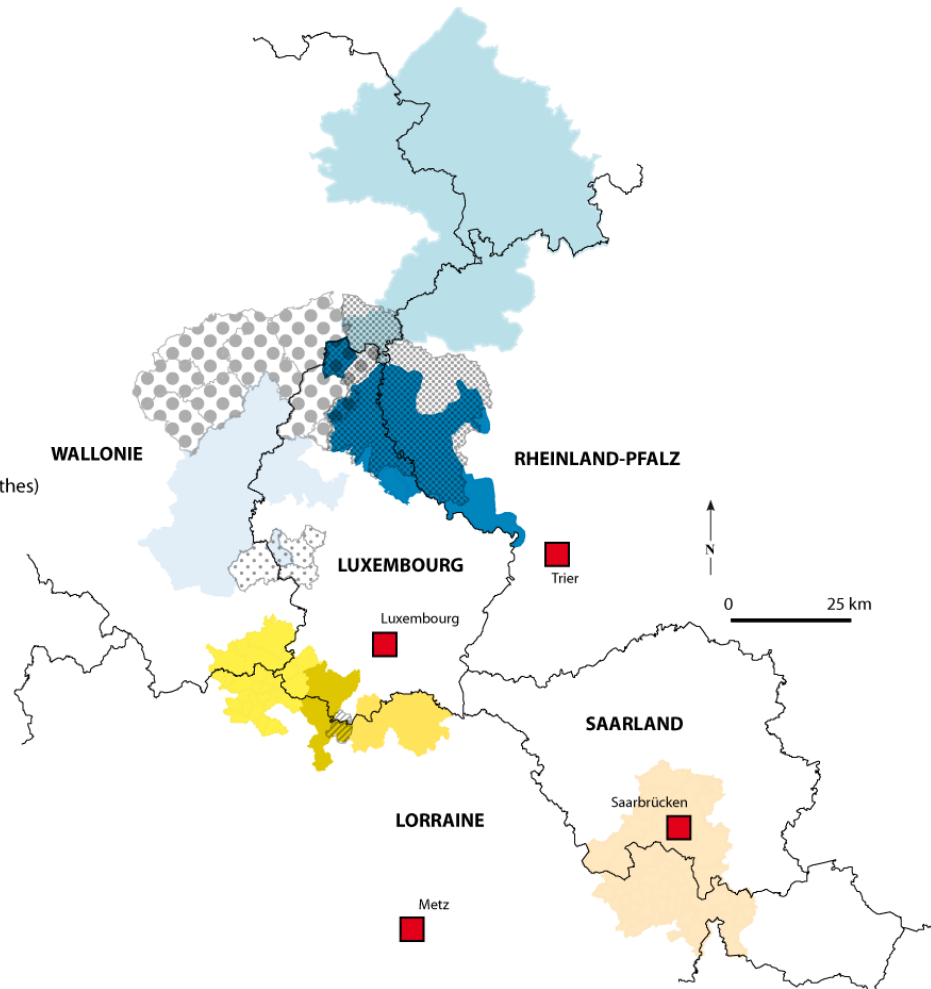
##### Predominantly urban areas

- Agglomération PED
- Agglomération Esch/Alzette -Villerupt
- Dudelange-Volmerange (Communautés de Communes de Cattenom)
- Agglomération Saar-Moselle Est
- Parc Fenderie Ottange-Rumelange

##### LORRAINE Major spatial components of the Greater Region

- Trier Major cities

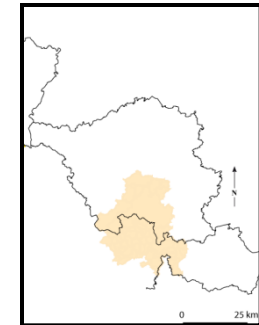
Auteurs: Michel DESHAYES (Université de Nancy) - Christian LAMOUR (CEPS/INSTEAD), 2007  
Sources cartographiques pour les limites administratives: EuroGeographics 2002



### 3- ...located in 3 interregional ensembles

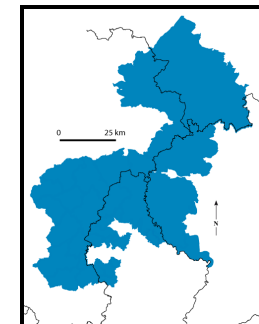
- Saar-East Moselle Agglomeration

- ▶ An urban area with a heavy industry past
- ▶ A polarisation by Saarbrücken
- ▶ An cross-border industrial reconversion (Eurozone)
- ▶ A cross-border strategy (Association ZSMA)



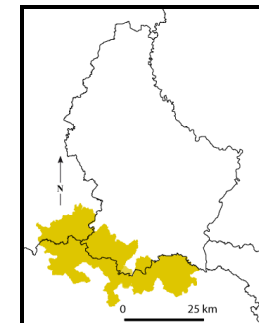
- Ardennes-Eifel

- ▶ A rural area having many natural parks
- ▶ A counter-urbanisation process linked to Lux. eco.



- The cross-border LorLux ensemble

- ▶ An area with a mining and heavy industry past
- ▶ A restructuration process linked to the Lux. economy
- ▶ 2 major cross-border projects: PED - Belval



### 3- ...not scaled up in spite of changing spatial patterns

- Some cross-border long-standing environmental and cultural links...
  - ▶ Ardennes/Eifel: large physical ensembles, rural identity and Luxembourgish language
  - ▶ LorLux: narrow valleys, industrial identity, melting pot and Luxembourgish language
  - ▶ Saar/East Mos.: valley, industrial identity and Platt language
- ...on the decline
  - ▶ Decline of local cross-border languages in family circles if not official ones
  - ▶ Decline of the massive factory workers communities (Lor-Lux – Saar/Est Moselle)
  - ▶ Arrival of new comers working less and less locally (Lor-Lux – Ardennes)
- Development patterns taking place partly at another scale
  - ▶ Cross-border metropolitan process in the Saar-East Moselle area polarised mainly by Saarbrücken
  - ▶ Cross-border metropolitan process in the Lor-Lux and Ardennes powered mainly by Luxembourg-City
- Still, a sense of political community based on past “self-sufficient” areas
  - ▶ The weight of history in the configuration of local cross-border common interest
  - ▶ The weight of proximity in the configuration of common interest (getting larger: doing less/being with nat. competitors)
  - ▶ A reconfiguration meaning often a peripheral positioning in a potential area of co-operation (Luxembourg City Metropolitan area – Belval cross-border urban areas for the Lor-Lux territorial projects)
  - ▶ Interreg programmes encouraging a deepening of co-operation in the existing areas of co-operation



### 3- The PED: a territorial project experiencing the Greater Region process (from focused governmental agenda to multi-thematic/multi-level governance)

- An urban cross-border agglomeration
  - ▶ 3 countries: Belgium– France – Luxembourg
  - ▶ 25 Communes on 356 km<sup>2</sup>
  - ▶ 4 small towns between 15.000 and 20.000 residents
  - ▶ 14.000 cross-border workers occupied in Luxembourg
- A top-down Governmental project (1985-1995)
  - ▶ Cross-border community of problem due to heavy industry crisis
  - ▶ Massive investments from governmental agencies in favour of industrial reconversion in local parts
  - ▶ Creation of thousands of jobs partly destroyed since the 1990's due the globalised competition
- A multi-level governance agenda and diversification of issues (1996-2007)
  - ▶ A multi-level governance association regrouping local authorities and state/regional authorities
  - ▶ An objective under the command of the local: the building up of a community of gains for an agglomeration
  - ▶ Development scheme on housing, economy, transports, equipments, environment
  - ▶ Results after 12 years: arena of debates – observatories – common lobbying – common marketing policy
  - ▶ Still, 3 national parts in competitions to attract businesses (anarchic development of shopping centres)
  - ▶ A tendency to put emphasis on culture and identity since the early 2000's
- Towards networked communities ?
  - ▶ The building up of specific concrete projects linking local organisations not necessarily at the PED scale
  - ▶ A global territory as an arena of political debates, intelligence, co-ordination and lobbying put under pressure



## 4- The Greater Region: an overlapping of multi-level cross-border communication grids...

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- From focused communities of problems in the 1970's and 1980's....
  - ▶ Responsibilities of National/Regional governments
  - ▶ Economic restructuring of industrial border areas
  - ▶ Massive national investments with a cross-border co-ordination on small zoning
- To territorial communities of interests since the 1980's....
  - ▶ Realm of multi-governance and global strategic resolution/lobbying for large areas
  - ▶ Limited resources allocated for the implementation of cross-border initiatives
  - ▶ Building up of public sphere embryos and cross-border debates
- ...and networked communities of gains since the 1990's
  - ▶ Interreg programmes as an incentive to put in place networks at different scales in the GR
  - ▶ Interreg as incentive for the Greater Region scale since 2004
  - ▶ Limited resources allocated for structural cross-border initiatives
  - ▶ Networks of cities, associations...
- Towards communities of cross-border structuring projects ?
  - ▶ A symbol: Opening of "Deutsch-Luxemburgisches Schengen-Lyzeum" in Perl (G) in 2007
  - ▶ The arrival of the "European Grouping of Territorial Co-operation" (EGCT)

## 4- ...ready to use the EGCT as a tool of multi-level European legitimacy and first-step cross-border government ?

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- 3 long-standing facts of the public multi-level governance in the GR
  - ▶ A construction of cross-border political communities at all scales (local/interregional/multi-scale)
  - ▶ A fragmented cross-border public sphere progressing slowly
  - ▶ No delegation of authority from existing national public bodies to cross-border ones
- In that context, what will the EGCT mean ?
  - ▶ A continuation of the “strategic resolutions” agenda from the 1980’s ?
  - ▶ A continuation of the “strategic resolutions” agenda + return of national investments of 70’s/80’s ?
  - ▶ The end of multi-level European governance and progressive creation of cross-border government ?
- The central “legitimacy and multiculturalism” issues
  - ▶ The democratic arena is mainly constructed around national frameworks
  - ▶ Political projects suppose solidarity and citizenship, mainly constructed around national frameworks
  - ▶ Is the European multicultural cohabitation strong enough in the Greater Region to move
    - from a consensual multi-level European governance and potentially conflicting multi-level national legitimacy...
    - ...to a cross-border integration of authority implying potential conflicts and social resistance at a European local scale ?