

# TA2030 Pilot Action

Cross-Border Spatial Planning:  
*A vision for a zero-carbon  
cross-border functional region*

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## GUIDANCE NOTE

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For the application of the process  
“Luxembourg in Transition”  
in other territories



**#TerritorialAgenda**  
A future for all places

LUXEMBOURG IN  
**TRANSITION**



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# DEAR READERS,

*In June 2020, we launched an exciting process in Luxembourg with the aim of understanding what we have to do today to achieve carbon neutrality by 2050, thereby taking into account our particular situation of being firmly embedded in a cross-border functional region.*

*As a co-creative laboratory of ideas on a decarbonised and resilient territory, “Luxembourg in Transition” stands as a good practice that, I am sure, will assist other cross-border regions in tackling the ecological transition with the active collaboration of stakeholders and, above all, citizens.*

*With the recognition as a pilot action of the Territorial Agenda 2030, I am pleased that we were given the opportunity to share and discuss our experiences in the wider European context.*

*Now, I am proud to present to you this Guidance Note as the main result of the Pilot Action “Cross-Border Spatial Planning: A vision for a cross-border functional region. Under the leadership of the Department of Spatial Planning of the Ministry of Energy and Spatial Planning of Luxembourg, this Pilot Action brought together 13 partners from all levels of governance to learn from the experiences of the innovative process “Luxembourg in Transition” and provide guidance for its potential application.*

*I would like to thank all the partners for their dedicated interest, support and contributions. I am looking forward to hear about the experiences of other countries and regions engaging in such a process. Accomplishing the transition will only be possible with a clear idea of what needs to be done that is shared by all. In that spirit, I hope you find inspiration for your own transition project in this Guidance Note.*

**Claude Turmes**, Minister for Spatial Planning of Luxembourg



LE GOUVERNEMENT  
DU GRAND-DUCHÉ DE LUXEMBOURG  
Ministère de l'Énergie et de  
l'Aménagement du territoire

Département de l'aménagement  
du territoire

*Cross-Border cooperation plays a key role in EU integrations, which is sometimes overlooked, yet is key for our common future. Citizens and businesses in border regions cannot feel like second-class citizens, a feeling which, unfortunately, even today, is felt in border regions. The example of Luxembourg, and in particular this project on ecological transition, shows one of the ways forward and the possibilities in which the border regions, especially those densely populated, can work together for the betterment of all.*

**Emil Boc**, Chair of the CoR's COTER Commission, Mayor of Cluj-Napoca



**European Committee  
of the Regions**

*As the Benelux countries have been pioneers in the field of cross border spatial development with their First and Second Benelux Global Structure Outline (in 1986 and 1994), the Secretariat General of the Benelux Union is pleased to have participated actively in this European project under Luxembourg supervision, pushing the innovation on cross border spatial planning to a whole new level by presenting a long-term vision on how to deal with important challenges towards a sustainable society in a cross border context.*

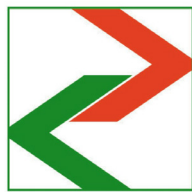
**Jean-Claude Meyer**, Deputy Secretary-General of the Benelux Union



SECRETARIAAT-GENERAAL  
SECRETARIAT GÉNÉRAL

*We welcome this very integrated approach by Luxembourg, building up on the Territorial Agenda 2030 and defining a cross-border functional region with a focus on its environmental aspects. The whole initiative is a promising exercise for many cross-border regions in Europe, proposing a very stimulating model for cross-border governance, planning and implementation. It has been a pleasure to follow the development of this pilot action and we are planning to widely disseminate its conclusions and recommendations, hoping that more EU Member States will also follow this path.*

**Karl-Heinz Lambertz**, President of the Association of European Border Regions (AEBR)



AEBR – AGEG – ARFE

*The MOT has participated with great interest in the “Luxembourg in Transition” process, which is in many ways an exemplary approach to taking account of cross-border interdependencies in the zero-carbon 2050 trajectory. The MOT stands by the actors of the cross-border functional area so that they can now transcribe these lessons into their respective spatial planning documents but also into their actions in favour of cross-border territorial cohesion. Thinking but also acting beyond the limits of the Grand Duchy of Luxembourg.*

**Christian Dupessey**, President of Mission Opérationnelle Transfrontalière (MOT)



*Being the busiest cross-border functional area, Luxembourg is not only a test-bed of a new-typed territoriality reaching beyond the national confines and generating a new concept of (cross-border) territorial cohesion, but it is the best practice example for further European cross-border living areas on how to design, manage, govern and monitor the processes defining stronger cross-border socio-economic integration in an environmentally sound and resilient manner. This document can be seen as a call to follow this best practice model.*

**Zsuzsanna Fejes PhD**, President of CESCO



## THE PILOT ACTION

# 01.

As an input for the revision of the Master Programme for Spatial Planning, the Department of Spatial Planning of the Ministry of Energy and Spatial Planning of Luxembourg wanted to develop territorial visions for the ecological transition of the cross-border functional region of Luxembourg until 2050 based on the principles of decarbonisation and resilience in a process called “Luxembourg in Transition”. Showcasing this process, the Department of Spatial Planning decided to set up the Pilot Action “Cross-Border Spatial Planning: A vision for a cross-border functional region” in the framework of the Territorial Agenda 2030 (TA2030).

The goal of the Pilot Action was to initiate a mutual learning process with partners from across Europe and allow for the application of the process or elements thereof in other territories (cross-border or not). In this sense, the Pilot Action is meant to “demonstrate, test and develop practices which contribute to achieving Territorial Agenda priorities” as outlined in Chapter IV of the TA2030.

The Pilot Action was particularly aimed at the local and regional level with a focus on the topics of decarbonisation, resilience and cooperation in (cross-border) functional regions. With this thematic focus, the territorial visioning process “Luxembourg in Transition” as well as the Pilot Action contribute to the priorities of “Healthy environment” and “Integration beyond borders” of the TA2030. Furthermore, the Pilot Action is meant to strengthen the following principles of the TA2030: place-based approaches, the consideration of the territorial impacts of sector policies, the cooperation between territories and territorial cohesion at the cross-border level. As Pilot Action Leader, the Department of Spatial Planning invited other public authorities and organisations to join the Pilot Action. The following partners decided to join:

- European Commission (DG Regio)
- European Committee of the Regions
- Benelux Union
- Switzerland (Federal Office for Spatial

Development)

- Rhineland-Palatinate (Ministry of the Interior and Sports)
- EGTC Eurorégion Nouvelle Aquitaine-Euskadi-Navarre
- EGTC Euregio Meuse-Rhine
- Kommunalgemeinschaft Europaregion POMERANIA e.V.
- Association of European Border Regions (AEBR)
- Central European Service for Cross-border Initiatives (CESCI)
- Mission Opérationnelle Transfrontalière (MOT)
- ICLEI – Local Governments for Sustainability

In the framework of the Pilot Action, the partners participated at several events of the process “Luxembourg in Transition” and came together in an online format at five occasions between March 2021 and January 2023. Over the course of these two years, the partners discussed various topics as well as elements of the process and developed this Guidance Note concerning the potential application of the process as the main output of the Pilot Action. Ideally, the experiences, lessons and exchanges from this process could inspire the development of cross-border territorial visions for decarbonisation and resilience in other territories across Europe.

## THIS GUIDANCE NOTE

# 02.

This Guidance Note is meant to provide guidance to those public authorities interested in applying the process “Luxembourg in Transition” or specific elements thereof in their territories (cross-border or not). The structure reflects the main questions related to designing, preparing, organising, running and

implementing such a process. For each question, the note presents how the Department of Spatial Planning of Luxembourg has handled the process and what public authorities interested in applying the process in their territories should consider based on lessons learned from the partners of the Pilot Action.

## “LUXEMBOURG IN TRANSITION” IN A NUTSHELL

# 03.

Launched by the Department of Spatial Planning of Luxembourg in June 2020, the urban-architectural and landscape consultation called “Luxembourg in Transition – Territorial visions for the low-carbon and sustainable future of the Luxembourg functional region” intended to develop territorial visions and implementation strategies with concrete projects for a decarbonised and resilient cross-border functional region of Luxembourg until 2050. It was inspired by other large-scale consultations that have been conducted, such as those for Greater Paris and Greater Geneva.

This international consultation was aimed at professionals, but also universities, technical institutes and research organisations with expertise in the fields of spatial planning, urban development, landscape planning and architecture, supported by environmental disciplines as well as the humanities and social sciences.

The process “Luxembourg in Transition” brought together 10 multidisciplinary teams

to take part in a three-stage process designed to deliver ecological transition scenarios for the territory of Luxembourg and its cross-border functional region. Although this territory is small both on a European and a global scale, “Luxembourg in Transition” can be seen as a laboratory or pilot case, where success could have a leverage effect by serving as a good practice that helps and inspires other territories.

Rather than a simple competition between teams, it was a call for bold ideas to be developed in parallel and in cooperation. The goal was to accompany the actions of decision-makers in the years to come and strengthen the support of citizens for a collective project involving a profound transformation of their way of life through inspiring visions (defined as “desirable futures”) and concrete ideas for projects.

**For more details:**

<https://luxembourginttransition.lu/en/>

LUXEMBOURG IN  
TRANSITION



## THE LUXEMBOURG PROCESS – 04. GUIDANCE FOR THE APPLICATION

In order to provide a focused and dedicated overview over what was done in Luxembourg and what should be kept in mind for the application of the process in other territories, the following text uses the same structure for each topic. In a “menu-style” overview, the whole range of topics that are relevant and important for the organisation of such a consultation are presented in four steps:

- Naming the topic
- Identifying the issue that is addressed under this topic
- Describing what was done in the process “Luxembourg in Transition”
- Highlighting some guidance for the application of the process in other territories

**The topics themselves are divided into three chapters:**

- 1. What do you want to achieve?**
- 2. What do you need?**
- 3. How to run the process?**



## 4.1 - WHAT DO YOU WANT TO ACHIEVE?

### a) Aim of the whole approach

#### Issue addressed: Opening minds through territorial visioning

##### → How was it done in “Luxembourg in Transition”

The aim of the process “Luxembourg in Transition” was to develop territorial visions for the ecological transition of the cross-border functional region of Luxembourg until 2050. The territorial visions, officially called “transition projects”, were the output of a consultation process, in which 10 multidisciplinary teams were tasked with developing transition scenarios and corresponding pilot projects for the cross-border functional region of Luxembourg. The time horizon of 2050 was chosen with regard to the goal set out in the European Green Deal for Europe’s economy and society to become climate-neutral by 2050.

The process itself was inspired by consultations such as “Le Grand Pari(s)” (2007-2009) and “Consultation Grand Genève” (2018-2020).

##### → Further Guidance for the application

The aim of the process should be, at least broadly, to develop one or several territorial visions for the transition of a specific region.

The territorial delimitation and the time horizon can be defined in a flexible way.

### b) Context of the approach

#### Issue addressed: Anchoring this innovative process in a concrete policy or strategy

##### → How was it done in “Luxembourg in Transition”

The process “Luxembourg in Transition” was organized in the context of the drafting of the new Master Programme for Spatial Planning (Programme directeur d’aménagement du territoire, PDAT), which is the main strategic document of spatial planning in Luxembourg. The PDAT served as an institutional, political and thematic anchor. However, the process did also fit into the context of a number of sectoral strategies, such as the National Energy and Climate Plan.

From the beginning, the process was meant to provide new ideas on how spatial planning can contribute to achieving the ecological transition of the territory. This also involved developing innovative solutions, instruments and projects. In this sense, the territorial visions were supposed to serve as a resource for the drafting of the new Master Programme for Spatial Planning.

##### → Further Guidance for the application

It is important to embed the activity in a strategic context, no matter whether it is territorial or sectoral, and contributes to a concrete strategic policy document or a mid-to long-term policy process.

The focus should lie on innovation and thinking outside the box in spatial planning.

The teams should be able to see from the beginning for which purpose their territorial visions will be used.

## **c) Territory**

### **Issue addressed: Promoting cross-border integration and cohesion**

#### **→ How was it done in “Luxembourg in Transition”**

Due to the high level of cross-border integration and the functional linkages in the so-called “Greater Region” (Grande Région), it was decided to focus on the territory of Luxembourg and its neighbouring regions. This decision added the dimension of territorial cohesion in the cross-border region.

The delimitation of the cross-border functional region of Luxembourg was not simply defined by the administrative boundaries of the Greater Region’s institutional members, but by the number and percentage of residents commuting to Luxembourg. The delimitation included every local authority in the Greater Region, in which at least 4 % of residents were commuting to Luxembourg.

#### **→ Further Guidance for the application**

The process should be linked to a functional region that crosses a border – either an internal administrative border or a national border.

In the case of a cross-border functional region, the following factors can play a role in defining the delimitation:

- Overall political willingness and leadership to launch the process on both sides of the border
- Differing levels and areas of policy-making competences on both sides of the border and/or possible legal obstacles to joint actions or projects
- Heterogeneous territorial, economic and social conditions on both sides of the border
- Different levels of cross-border cooperation and interaction across Europe
- Different types and levels of intensity with regards to cross-border functional linkages

## **d) Theme(s) to be addressed in the approach**

### **Issue addressed: Mastering the ecological transition of the (cross-border) territory**

#### **→ How was it done in “Luxembourg in Transition”**

The central theme of “Luxembourg in Transition” was the ecological transition of the territory, which refers to the process of reducing the ecological footprint in a sustainable way by reaching the objectives of climate neutrality, resilience and no net land take through spatial planning.

The main priorities, in relation to spatial planning, included:

- How can spatial planning contribute to reducing greenhouse gas emissions?
- How can spatial planning contribute to adapting the territory to climate change?
- How can spatial planning contribute to reducing the use of resources?
- How can spatial planning contribute to maintaining ecosystems and promoting biodiversity?
- How can spatial planning contribute to addressing the social and economic dimension of the ecological transition?

There was also a strong cross-border dimension to the ecological transition of the territory. As the climate and biodiversity crisis constitutes a common challenge that transcends national borders and the territory of Luxembourg is embedded in a wider bioregion, the delimitation of the territory of focus was, from the beginning, defined as cross-border in nature. The Grand Duchy of Luxembourg cannot reach the above-mentioned objectives on its own, but relies – due to functional linkages – on its neighbouring regions. This interdependence called for the additional question of how spatial planning can contribute to achieving territorial cohesion in the cross-border functional region.

#### **→ Further Guidance for the application**

The various themes, objectives and priorities can be defined in a flexible way, but should be connected to spatial planning in some way and call for concrete questions to be answered through the process.

## **e) The process component**

- **Issue addressed: Unlocking the territorial capital by promoting**
- **the integration of sector policies**
- **multi-level governance**
- **public participation**
- **and basing policy on evidence**

### **→ How was it done in “Luxembourg in Transition”**

The process-based approach was meant to break the territorial visions down to concrete pilot projects that could be launched immediately.

The process itself was underpinned by the place-based approach with the following dimensions:

- territorial: The focus of the visions was supposed to lie on how to unlock the perspectives, assets and potential (i.e. “capital”) of the territory through spatial planning.
- integrated: The territorial visions were supposed to integrate different sector policies and the process was organized in close cooperation with the relevant sector ministries.
- multi-level: The process was built on the cooperation between the different levels of governance, with the involvement of local authorities in the case studies.
- participatory: The process was designed to encourage public participation and a Citizens’ Committee was established to support the work of the teams.
- evidence-based: The soundness of the territorial visions was a key condition and their scientific quality was assessed by a Scientific Committee.

### **→ Further Guidance for the application**

It is important to propose concrete pilot projects as a result of the process in order to implement the territorial vision and test certain elements. This shall help to facilitate the ownership of local and regional authorities.

The place-based approach is meant to tailor the process and work of the teams to the region in question.

The territorial dimension is a key component of the place-based approach and sets the focus towards a territorial visioning process.

The integrated, multi-level and participatory dimensions of the approach are meant to facilitate ownership and reduce conflict among various stakeholders.

The evidence-based dimension of the approach is meant to build trust in the soundness of the territorial vision.

## 4.2 - WHAT DO YOU NEED?

### f) Political support

#### Issue addressed: Creating political ownership

##### → How was it done in “Luxembourg in Transition”

The Minister for Spatial Planning was inspired by the process “Consultation Grand Genève” and decided to organise a similar process in the context of the drafting of the new Master Programme for Spatial Planning. Therefore, the process “Luxembourg in Transition” had the full backing of the Minister for Spatial Planning. The process was also actively supported by the relevant sector ministries.

##### → Further Guidance for the application

Political backing as well as the willingness of different sector policies to support the process are indispensable for organising, carrying out and anchoring such a process in the national policymaking context.

### g) Staff

#### Issue addressed: Securing the human resources for running the process

##### → How was it done in “Luxembourg in Transition”

The process “Luxembourg in Transition” was organised and carried out by an internal and external staff.

- Internal staff: Three staff members from the Department of Spatial Planning were supervising the organisation of the process, with support from other colleagues on a case-by-case basis. Two staff members had the necessary background in spatial planning and one staff member was an expert in public relations.
- External staff: An external service provider was tasked with handling daily business and the scientific management of the process.

##### → Further Guidance for the application

In order to organise and carry out the process, it is important to provide the necessary staff – both internal and external.

- The internal staff, knowing the context and sensitivities, is necessary to create a link between the strategic context and the process (in-house and in the territory) and thereby make sure that the outcomes respond to the policy needs. Depending on the level of ambition and the scope of the potential process, the number of internal staff members can be defined in a flexible way.
- The whole approach and process requires monitoring and steering, which is hardly manageable without a dedicated external staff to handle daily business. However, this might not be necessary in all cases, depending on the level of ambition and scope of the potential process.

## **h) Funding**

### **Issue addressed: Securing the financial resources for contracted services**

#### **→ How was it done in “Luxembourg in Transition”**

The process “Luxembourg in Transition” needed funding in order to, firstly, organise the international consultation and, secondly, pay the external service provider to handle daily business and the scientific management of the process.

International consultation: As the consultation was split into three stages, a successful team that advanced to the third stage could receive 200.000 € in funding with:

- 30.000 € for the first stage (up to 14 teams),
- 60.000 € for the second stage (up to 7 teams) and
- 110.000 € for the third stage (up to 4 teams).

The process was financed by the national Climate and Energy Fund (*Fonds climat et énergie*).

The implementation of the pilot projects will be financed by national funding and potentially European funding.

Additional funding for the external staff for handling daily business and the scientific management of the process was secured.

#### **→ Further Guidance for the application**

While depending on the level of ambition and scope of the potential process, the main challenge for organising and carrying out such a process is the identification of potential funding sources. European funding could be explored, with instruments such as the ERDF and Interreg. Given the cross-border dimension, Interreg funding might be the most promising potential funding source.

## **i) Partners and Governance**

**Issue addressed: Establishing legitimacy and ownership within the country and across the border**

### **→ How was it done in “Luxembourg in Transition”**

The process “Luxembourg in Transition” was organised and carried out by the Department of Spatial Planning, as contracting authority, with the involvement of a number of partners and stakeholders.

In light of the integrated dimension of the place-based approach, the process was organised and carried out in close cooperation with the four relevant sector ministries: The Ministry of the Environment, Climate and Sustainable Development, the Ministry of Mobility and Public Works, the Ministry of Housing, and the Ministry of the Economy.

The process was also organised and carried out in consultation with the relevant partner authorities from the institutional members of the Greater Region, in particular the ministries represented in the Territorial Development Coordination Committee of the Summit of the Greater Region.

The involvement of partners and stakeholders was mainly reflected in the governance structure of the process.

Due to the scale and thematic scope of the process “Luxembourg in Transition”, a governance structure was established to manage the process and evaluate the outputs. The governance structure consisted of the following committees: *Scientific Committee*, *Consultative Committee*, *Interministerial Committee*.

### **→ Further Guidance for the application**

While depending on the level of ambition and scope of the potential process, the main challenge for organising and carrying out such a process is the identification of potential funding sources. European funding could be explored, with instruments such as the ERDF and Interreg. Given the cross-border dimension, Interreg funding might be the most promising potential funding source.

## i.i) Scientific Committee

### Issue addressed: Basing policy on evidence

#### → How was it done in “Luxembourg in Transition”

The Scientific Committee consisted of 15 scientists and practitioners who came from Luxembourg, the Greater Region and Europe as a whole. The members of the Scientific Committee represented diverse disciplines, such as civil engineering, sociology, law, spatial planning, urban development, material physics, political science, history, and economics. The purpose of the Scientific Committee was to assess the scientific quality of the teams’ outputs.

#### → Further Guidance for the application

The involvement of scientists and practitioners is important to build trust in the soundness of the territorial visions. The multidisciplinary setup of the Scientific Committee can help to see the territorial visions from different perspectives and thereby uncover innovation. At least some of the scientists and practitioners should come from the region in order to bring a good knowledge of the territory to the process and create a strong link with the regional scientific community.

## i.ii) Consultative Committee

### Issue addressed: Promoting cross-border integration and multi-level governance

#### → How was it done in “Luxembourg in Transition”

The Consultative Committee consisted of 16 representatives from various partner and stakeholder organisations that came from Luxembourg and the Greater Region. The members included representatives from: the partner authorities from the institutional members of the Greater Region, the association of cities and municipalities, the professional chambers, the order of architects and engineers, the centre for architecture, the national statistics office, the youth association, environmental and groups, and the research institute for social sciences. The purpose of the Consultative Committee was to evaluate the teams’ outputs and propose a selection of teams to advance to the next stage.

#### → Further Guidance for the application

The involvement of partner and stakeholder organisations is important to create legitimacy and ownership. This involvement can also be used to gather specific feedback from those who might, at a later point, be involved in the implementation of pilot projects. In the case of a cross-border functional region, it is essential to closely involve the partner authorities from the neighbouring country or countries. Ideally, the process could even be co-organised. In the long run, this will help to create a common narrative and promote cross-border integration.



### i.iii) Interministerial Committee

**Issue addressed: Promoting the integration of sector policies and anchoring the process**

#### **→ How was it done in “Luxembourg in Transition”**

The Interministerial Committee consisted of representatives from the Department of Spatial Planning, the Ministry of the Environment, Climate and Sustainable Development, the Ministry of Mobility and Public Works, the Ministry of Housing, and the Ministry of the Economy. The purpose of the Interministerial Committee was to steer the entire process and formally select the teams to advance to the next stage.

#### **→ Further Guidance for the application**

For the integrated dimension of the place-based approach to function, the relevant sector ministries need to be closely involved or even co-organise the process. This helps to anchor the process and its results in the national policymaking context.

## 4.3 - HOW TO RUN THE PROCESS?

### j) Competition

#### Issue addressed: Unlocking innovation through coopetition

##### → How was it done in “Luxembourg in Transition”

The first step consisted in defining the form of the process “Luxembourg in Transition”. The process was designed as a coopetition, which means that while the initial 10 teams were undergoing a competitive three-stage selection process, they were still meant to cooperate in the end by focusing their final reports and case studies on complementary themes as well as by jointly formulating policy recommendations for the Department of Spatial Planning.

##### → Further Guidance for the application

The element of coopetition is relatively important. While the competitive element lies in the production of high-quality outputs, which are judged against each other on the basis of scientific quality, relevance and innovation, the cooperative element lies in the development of territorial visions with a complementary thematic concentration on the basis of, for example, specific areas of expertise.

## **k) Calendar and stages**

### **Issue addressed: Keeping interest and the momentum**

#### **→ How was it done in “Luxembourg in Transition”**

The second step consisted of defining the calendar and milestones of the process “Luxembourg in Transition”. The process was divided into three stages:

- Stage 1: The methodological framework for the transition project
- Stage 2: The transition project adapted to the cross-border functional region
- Stage 3: The transition project phased and broken down into pilot projects

The process was officially running for 20 months from June 2020 to January 2022, but the preparations began as early as December 2019.

The preliminary phase, in which the call for proposals was open, ran from 16 June 2020 – 31 August 2020. All the proposals were assessed and evaluated during the month of September 2020. The initial 10 teams were selected and notified at the beginning of October.

The milestones of the process were defined as the (online) seminars where the teams were asked to present the reports that they had submitted for the respective stage to the different committees.

The different stages always lasted for about three months:

- Stage 1: 15 October 2020 – 22 January 2021
- Stage 2: 1 February 2021 – 4 June 2021
- Stage 3: 14 June 2021 – 24 December 2021

The closing event took place on 19 May 2022 in Esch/Belval.

#### **→ Further Guidance for the application**

The calendar and milestones largely depend on the number of stages and teams, which in turn depend on the level of ambition and scope of the potential process.

It is important to keep a strict time management in the process in order to keep the momentum.

## **l) Public procurement**

### **Issue addressed: Ensuring competition and fair treatment**

#### **→ How was it done in “Luxembourg in Transition”**

The third step consisted of preparing the public procurement. The call for proposals for the process “Luxembourg in Transition” took the form of an open procedure of public procurement for services. The public procurement procedure was published on the TED (Tenders Electronic Daily), which is the online version of the Supplement to the Official Journal of the EU and is dedicated to European public procurement.

#### **→ Further Guidance for the application**

The public procurement procedure also largely depends on the number of stages and funding available, but an open procedure that is published on the TED has the benefit of enabling teams from all over Europe to submit tenders and present innovative ideas.

## **m) Initial selection**

### **Issue addressed: Combining formal planning with informal planning**

#### **→ How was it done in “Luxembourg in Transition”**

The selection of the initial teams admitted to Stage 1 was carried out in accordance with the selection and contract award criteria of the public procurement procedure.

One of the selection criteria was the multidisciplinary composition of the teams, which needed to include members representing spatial planning/urban development, the environmental sciences and the social sciences. In addition, the project leader had to have at least 10 years of experience in several of the disciplines and the main team members all needed to prove a high proficiency in French or English.

The contract award criteria included the quality of a five-page cover letter on the methodology proposed for developing the territorial vision, the extent of the multidisciplinary composition and the references of the teams. As the budget for the teams was fixed, the price itself was not a criterion. While it had been considered to select up to 14 teams admitted to Stage 1 of the process “Luxembourg in Transition”, the committees proposed a list of 10 initial teams.

#### **→ Further Guidance for the application**

The selection and contract award criteria can be defined in a flexible way, but the multidisciplinary composition of the teams is key for the development of the territorial visions as well as a transparent process to create trust among the teams as well as between the teams and the organisers.

## **n) Selection under Stages 1-3**

### **Issue addressed: Moving from the methodological framework to pilot projects**

#### **→ How was it done in “Luxembourg in Transition”**

The process “Luxembourg in Transition” was divided into three iterative stages. The teams admitted to the next stage were meant to build upon their work from the previous stage.

*Stage 1: The methodological framework for the transition project*

In this stage, the teams were supposed to develop their “transition project” based on the objectives and the temporal framework (2020-2050). Therefore, the methodology of the first stage was based on the following elements:

- How to get from the current state of emissions to a desirable future?
- Demonstrate an understanding of the societal effort that is necessary
- Measure the effectiveness of each action with regards to reaching the objective
- Differentiate between the impacts of various sectors: mobility, housing, alimentation and consumption of goods, leisure activities
- Define a model (“metric”) allowing to measure the impact of actions that are proposed in the next two stages in order to reach the objectives
- Cross-reference this model with the economic, social and environmental projections
- Establish a matrix of strategies and tactics that will be essential for designing the territorial vision at the level of the cross-border functional region in the next stage

*Stage 2: The transition project adapted to the cross-border functional region*

In this stage, the teams were supposed to adapt the principles, methods, instruments as well as the “metric” developed in the first stage to the cross-border dimension. Therefore, the methodology of the second stage was based on the following elements:

- What is the ideal space and perimeter for a territorial reorganization that takes into account new living

modes in line with the environmental imperative?

- Which type of territorial reorganization at the cross-border level is necessary to reach the overall objective in the areas of commuting, land take and energy consumption?
- How can the transition project contribute to the affirmation of a cross-border territory and community?

*Stage 3: The transition project phased and broken down into pilot projects*

In this stage, the teams were supposed to provide pathways for the territory, based on case studies and concrete pilot projects. It was important to demonstrate the systemic value of the approach that each team had adopted in the transition project and to anticipate the effects that the decision to focus on one particular theme might have on the other fields of action.

*Decision procedures under each stage*

The decision procedure concerns the selection of the teams admitted to the next stage and the process of scientific coordination:

- The first step consisted of a scientific assessment by the Scientific Committee based on the scientific quality of the teams’ outputs.
- The second step consisted of a qualitative opinion by the Consultative Committee based on the specific fields of expertise that the partners and stakeholders brought to the table.
- The third step consisted of a consultation of the Interministerial Committee that considered the scientific assessment and the qualitative opinion.
- At a later point in time, the Citizens’ Committee was added to the decision-making procedure and it added an external perspective to the teams’ outputs.

The final decision was taken by the contracting authority, based on the opinions and results of the consultations within the Committees.

### → Further Guidance for the application

It is important to ensure a selection process and result, which is transparent and understandable for those participating in the process, in order to create ownership and the necessary momentum for the implementation and further use of the results.

## **o) Harvesting**

### **Issue addressed: Using the outputs and results of the consultation in policy-making**

#### → How was it done in “Luxembourg in Transition”

The outputs and results of the process “Luxembourg in Transition” were harvested by using elements in the drafting of the new Master Programme for Spatial Planning.

For instance, the four guiding principles of the PDAT are based on the results of the process “Luxembourg in Transition”:

- Organise/prepare the resilience of the territory
- Safeguard territorial, social and economic cohesion
- Optimise the use of natural resources
- Work towards the carbon-neutrality of the territory

Furthermore, the objective of tending towards no net land take by 2050 and instruments such as transferrable development rights or the cross-border consultation have their origin in the work of the teams.

Beyond that, a few pilot projects were selected out of the results of the consultation process right after its closure.

#### → Further Guidance for the application

It is of utmost importance regarding the credibility of the whole approach to ensure that the results are taken up in policy documents. Moreover, the decisions on the follow-up should be taken immediately after having closed the consultation process. This should happen in full transparency for all actors involved. As the entire process relies on the commitment, involvement and contribution of many actors and stakeholders, it is crucial to show them that their engagement had an impact.

## **p) Communication and follow-up**

### **Issue addressed: Keeping the momentum and ensuring a long-term impact**

#### **→ How was it done in “Luxembourg in Transition”**

In order to avoid becoming a one-off process, an annual “Luxembourg in Transition DAY” was proclaimed and first held on 19 May 2022. This annual event is meant to build a transition community and support the dissemination, to the general as well as an informed public, of the consultation’s ideas and concepts. Moreover, an informational film (22 minutes) was produced for the general public in order to showcase the consultation and let the teams present their work.

Regarding the communication and further dissemination of the ideas and concepts of the consultation, a mobile exhibition consisting of 16 panels was created to tell the story of the consultation and present certain highlights from the last stage of the process.

#### **→ Further Guidance for the application**

Should there be the wish and ambition to create a long-lasting impact of such a process, it is important to create a recurrent occasion, which refers back to the initial process and builds upon it. This is particularly important for long-term processes, where we have to take into account that the whole transition itself will take many years, if not to say decades.

# 05.

## FOLLOW-UP IN THE FRAMEWORK OF THE TA2030

With the publication of this Guidance Note, the partners formally conclude their work in the framework of the Pilot Action “Cross-Border Spatial Planning: A vision for a zero-carbon cross-border functional region”. At the final meeting on 19 January 2023, there was unanimous agreement that the mutual learning process was a worthwhile experience that deepened the understanding of the challenges linked to the ecological transition of the territory seen from the perspective of a cross-border functional region. The partners hope that this Guidance Note will inspire other territories (cross-border or not) to apply the process “Luxembourg in Transition” or elements thereof. The partners and the Pilot Action Leader remain ready to provide advice to any interested authority or body.

As the main output of this Pilot Action, the partners submitted this Guidance Note to the Presidency. Furthermore, they encourage the Member States, the local and regional authorities as well as their associations at various levels, the European Commission, the European Parliament, the European Committee of the Regions, the European Economic and Social Committee, the European Investment Bank and all other relevant players to promote and share this Guidance Note, where appropriate and in the context of their regular mandate, as a contribution to the implementation of the Territorial Agenda 2030 and its priorities.





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Ministère de l'Énergie et de  
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PILOT ACTIONS