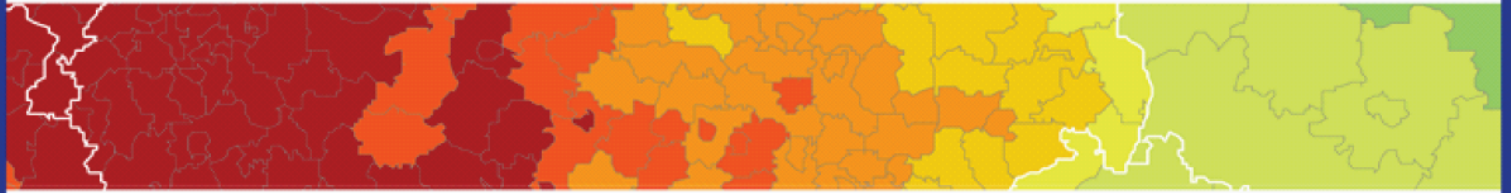


Inspire policy making by territorial evidence



ESPON ACTAREA

Thinking and planning in areas of territorial cooperation

Targeted analysis

European Atlas of Soft Territorial Cooperation

Version 30/11/2017

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ESPON ACTAREA
Thinking and planning in areas of
territorial cooperation

European Atlas
of Soft Territorial Cooperation

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Abbreviations

AA	Action Area
ADEME	French national energy agency
AGAPE	Agence d'Urbanisme et de Développement Durable Lorraine Nord
AGURAM	Agence d'Urbanisme d'Agglomérations de Moselle
CBC	Cross-border cooperation
CC	Communauté de Communes
COTRAO	Communauté de Travail des Alpes Occidentales
DC	Development council
EAFRD	European Agricultural Fund for Rural Development
ECP	ESPN Contact Point
EGTC	European Grouping of Territorial Cooperation
EPCI	Etablissement public de coopération inter communale
ERDF	European Regional Development Fund
ERDV	European region Danube-Vltava
ESF	European Social Fund
ESPN	European Territorial Observatory Network
EU	European Union
EUCOR	European Confederation of Universities on the Upper Rhine
EUSALP	EU Strategy for the Alpine Region
IBK	Internationale Bodensee-Konferenz
IGKB	Gewässerschutzkommission für den Bodensee
IKRA	Int. Regierungskommission Alpenrhein
IRR	Internationale Rheinregulierung
IWWA	Internationale Wasserwehr Alpenrhein
LEADER	EU-initiative "Links between actions for the development of the rural economy"
MP	Metropolitan Pole
NGO/GO	Non-governmental organisation/governmental organisation
NUTS	Nomenclature of Territorial Units for Statistics
PACA	Provence-Alpes-Côte d'Azur
PETR	Pôle d'équilibre territoriaux et ruraux
ROK-B	Raumordnungskonferenz Bodensee / Spatial Planning Conference Lake Constance
SCOT	Schéma de Cohérence Territoriale
SRADDET	Regional scheme for spatial planning and territorial equality
SRDEII	Regional scheme on economic development, innovation and business internationalisation
SSS	Swiss Spatial Strategy
RMT/TMO	Région métropolitaine trinationale / Trinationale Metropolregion Oberrhein
TNC	Transnational cooperation
TP	Territorial Pole
UBC	Union of the Baltic Cities

1 Preface

This Atlas contains detailed descriptions of 13 European examples of soft territorial cooperation areas. The selection of cases presented makes no claim to comprehensiveness nor (statistical) representativeness. Cases were selected out of a multitude of identified examples with a view on fitting the project's definition of soft territorial cooperation.

Soft territorial cooperation areas were defined as initiatives that define the sectoral scope and geographical boundaries in an 'open' or 'fuzzy' way, based on a notion of 'community of intent' as a voluntary collaboration open to public and private actors who decide to jointly address territory-specific opportunities and challenges. Their other main characteristics are:

- a medium to long term integrative perspective (i.e. not limited to the implementation of a single project);
- seeking to enhance the capacities of involved players, making them actors of their own development;
- renewing relations between institutional levels, sectors of activity and types of actors (e.g. NGOs, private companies, local and regional authorities, agencies...).

The soft territorial cooperation areas presented in this Atlas show variations of these characteristics and "openness" in how they define their cooperation area, partnership, thematic scope, type of interventions and governance structure. The way in which case study descriptions are structured shall allow the reader to quickly capture case study characteristics, make cross-connections between the different cases and draw his/ her own conclusions from the presented material. The project team's findings and conclusions can be found in the main project report.

1.1 How to use this Atlas?

Each of the 13 case studies presented in this Atlas is structured in four sections, supported by a graphical element:

1.) Geographical setting

The geographical context of the case study area is presented with a view to explaining the cooperation rationale and choice of cooperation perimeter that can be derived from the natural and geographical conditions of the cooperation area. Mapshots illustrate the geographical context and cooperation rationale – see 1.1.1 for how to read a mapshot.

2.) Policy framework and existing collaborations

Cooperation instances are embedded in a regulatory, institutional and governance framework, which is important to understand the cooperation instance's choice of cooperation perimeter, partners, structures, objectives, topics and type of activities as well as the historical dimension of the cooperation. Also part of the existing institutional framework are other cooperation

instances that overlap thematically and/ or territorially with the case study cooperation area. Institutional maps help understand the ‘cooperation’ landscape in which the analysed soft territorial cooperation instance is embedded and give a visual impression of the institutional thickness around the cooperation area – see 1.1.2 for how to read an institutional map.

3.) Synthesis of the case study

The main features of the case study cooperation in terms of territorial fuzziness, thematic openness, organisational flexibility, membership variety and resource diversity are summarised. Each cooperation instance is rated along these five dimensions on a scale from ‘very low’ (1) to ‘very high’ (4) and the result presented in the form of a spidergraph to facilitate the comparison between different cases regarding their degree of softness – see **Error! Reference source not found.** for how to read a spidergraph.

4.) Main case study characteristics

The study object “soft territorial cooperation areas” was operationalised by means of eight dimensions characterising soft territorial cooperation and their possible manifestations were defined. These dimensions are: 1.) strategic ambitions, 2.) degree and type of formalisation, 3.) resources, 4.) territorial coverage and geographical scale, 5.) timeframe, 6.) levels and actors, 7.) areas of intervention and 8.) kind of activities. As, ultimately, the purpose of the case studies was to compare and draw generalisable conclusions from the examples, presenting all cases and their characteristics in the form of a table facilitated the comparative analysis.

1.1 How to read the graphs in this Atlas?

The graphs used in this report are intended to support the understanding of the presented soft territorial cooperation areas and their main case study characteristics. Since many of these characteristics can hardly be synthesised and conveyed using traditional maps and graphs, the project developed new forms of representations: **mapshots, institutional maps and spidergraphs**. In addition to being illustrations, they are analytical tools and are also intended for use as tools to inform, enrich and facilitate discussions in participative planning processes.

Since these graphs form a central element of the case study descriptions, the following sections give an introduction on how to read them.

1.1.1 Mapshots

A mapshot is a conceptual representation of a cooperation area that includes geographic features and patterns and trends of relevance for observed or potential cooperation dynamics. Shown information is based on available geographical and socio-economic data (national or regional statistics), thus quantitative information, but also qualitative information on territorial trends from expert interviews, legal documents and grey literature.

Geographic processes such as polarising trends, gradients, discontinuities are made immediately visible to the recipient, while they may require more advanced map-reading skills

if displayed using a traditional choropleth map. However, a mapshot is not designed to be immediately readable without an accompanying text. Its purpose is to allow stakeholders and decision-makers to reflect on how social, economic and natural patterns and trends are organised geographically, and on the opportunities and challenges deriving from this organisation. They therefore require that readers dwell on the symbols used and on the general logic of the representation.

Map symbols

Each set of mapshots is based on a specific language with its vocabulary (a thematic dictionary) and grammar (overlying rules), which was developed to be usable for showing issues of inter-territorial cooperation.

Figure 1: Dictionary of ideas/concepts and symbols for mapshots





































presents the main symbols used. Three core dimensions of territorial cooperation are represented: **geographic features, cooperation issues and socio-economic structures (or dynamics)**.

The category '**Basic geographic features**' includes poles and axes around which territorial development is organised. The shape of the cooperation area is simplified to remove all unnecessary noise. Only shape components that are necessary to understand spatial configuration of the cooperation area are kept: metropolitan areas and cities as structuring elements of the urban hierarchy around which the rest of the territory is organised, road and/or railway lines as 'structuring infrastructure axis' which orient flows of people, goods and information in space, and rivers, mountains, lakes, etc. as 'structuring natural features'.

Three types of **cooperation issues** are represented: first, the hardness/flexibility of the perimeter (which help the reader to distinguish between hard and soft cooperation, and/or between main and enlarged area); second, the cooperation rationale, e.g. a geographic feature such as a lake or a mountain range around which cooperation efforts are organised or a border to an external area against which actors of the cooperation area position themselves; third, the cooperation landscape. This 'landscape' includes three kinds of components: cooperation gaps or challenges (e.g. a natural feature such as a river), cooperation axes and overlapping cooperation instances that may require enhanced cooperation.

Finally, choropleth symbols (i.e. hue and value) are used to represent **structuring social, demographic and economic patterns** between sub-units of the cooperation area.

Figure 1: Dictionary of ideas/concepts and symbols for mapshots

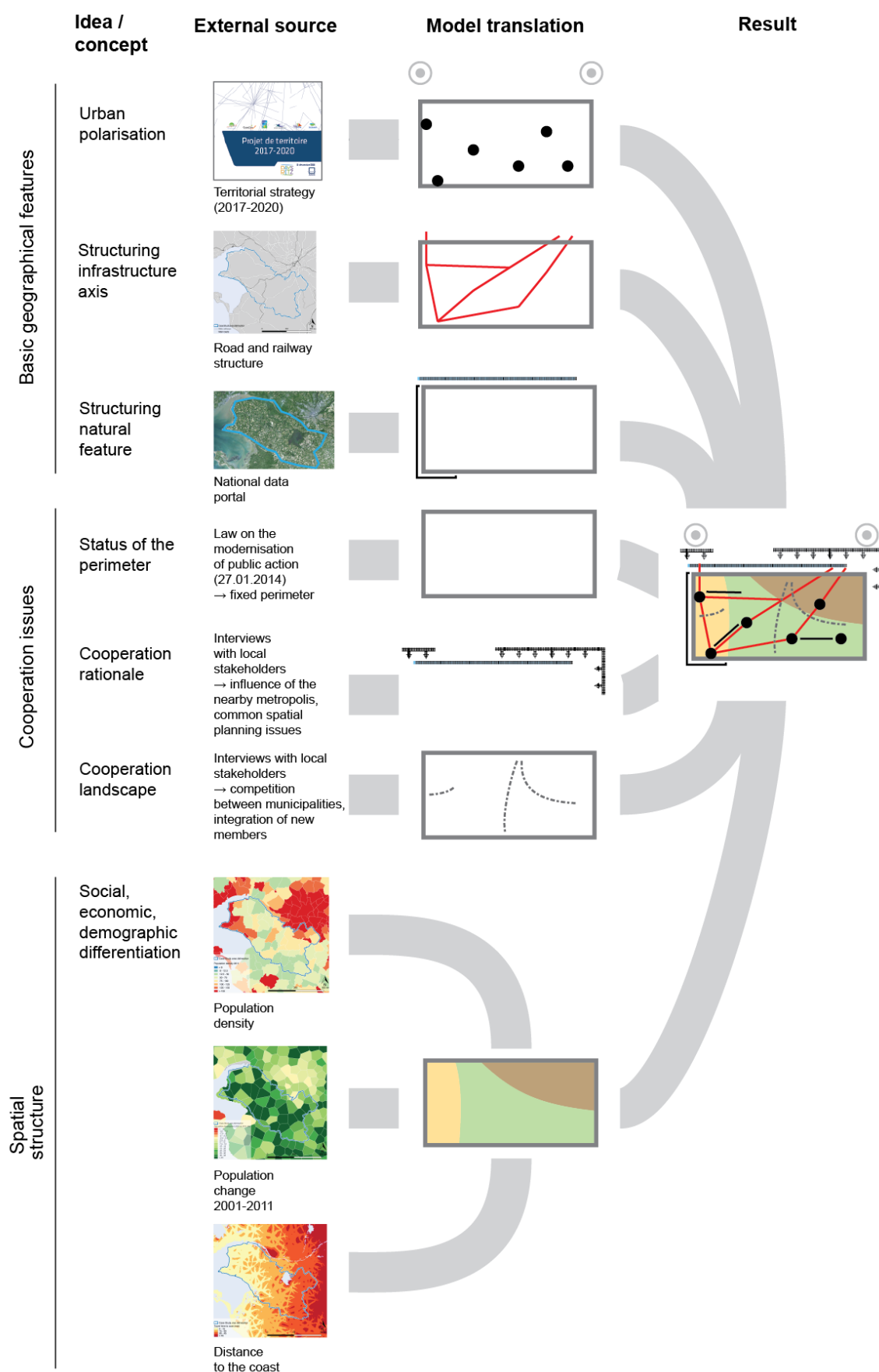
Dimension	Idea / concept	Basic sign	Potential declination	Comments
Basic geographical features	Simplified shape of the cooperation instance	 geometric shape	 square  hexagon  circle  triangle  other	
	Urban hierarchy	 a circle	 metropolis  regional centre  local node	
	Structuring infrastructure axis	 white line with grey outline	 major infrastructure axis  intermediate infrastructure axis	non deterministic use
	Structuring natural feature	 line	 river  coastline	non deterministic use
Cooperation issues	Status of the perimeter	 Line (grey 50%, 3 pts)	 Hard (or core area)  Flexible (or associated territories)	
	Cooperation rationale	 Thin grid	 to counteract an external pressure (e.g. from a metropolis)  to manage a physical object or a resource  to foster a specific relation	non-exhaustive list
	Cooperation landscape	 curved line	 cooperation challenge: mountain  cooperation challenge: border  cooperation challenge: language  cooperation axis  overlapping instance of cooperation	
Spatial structure	Social, economic, demographic differentiation	 background color	     	

Source: ESPON ACTAREA (2017)

Each dimensions of territorial cooperation is broken down into a concept which is translated into a set of symbols. Symbols are then overlaid and result in the model map. Figure 2: Sources and elaboration of mapshots (based on the example of Pays de Retz)

gives an overview of the process, based on the example of the Territorial Pole ‘Pays de Retz’ (see case study 07). It is important to understand that the mapshot is an ‘expert interpretation’ of different types of evidence and as such relies on editorial decisions: what is relevant to be represented and what is not? There is no deterministic relation between geographical features, spatial structures and cooperation issues. Whether or not to integrate a physical axis or a cooperation challenge is not a question of objective hierarchy (e.g. road capacities, river discharge) or an automatic relation (e.g. ‘administrative borders imply cooperation challenge’). The integration of elements depends on the interpretation of the expert and is based on a thorough analysis of local and regional development issues and a compilation of insights from policy makers and stakeholders.

Figure 2: Sources and elaboration of mapshots (based on the example of Pays de Retz)



1.1.2 Institutional maps

Institutional maps synthesise geographic overlaps of administrative units and cooperation areas of relevance for the targeted cooperation instance. They help to understand the institutional context and cooperation setting in which the cooperation instance is embedded.

Institutional maps show in a highly simplified way how different cooperation areas in a region relate to one another geographically: which ones overlap, occupy adjacent areas or are embedded in each other on different scales.

Institutional maps help discerning patterns of cooperation:

- Institutional mappings make it possible to take stock of existing cooperation instances which are relevant for the promotion of the soft cooperation area.
- The mappings can indicate the degree of the 'Institutional thickness', i.e. the number of the cooperation initiatives in a specific territory.
- Moreover, in some cases, a spatial concentration of cooperation instances can be observed, for example in metropolitan core areas or around a specific geographical feature.
- The mappings visualise multi-level governance. Some cooperation instances operate in a context with multiple relevant bodies on the same level, while others relate to systems of administrative units and cooperation instances embedded in each other, which are thus of multi-level character.
- In some cases, adjacent perimeters cover a cooperation region, in other cases, overlapping perimeters cover a certain area. Irrespective of the situation, institutional mappings help to compare the spatial foci of cooperation initiatives within a given area.
- The institutional mappings produced by the ACTAREA project do not represent the political priorities or project activities in the regions, nor do they display concrete measures taken. They rather show in which perimeters and through which cooperation platforms activities take place.

Drawing rules

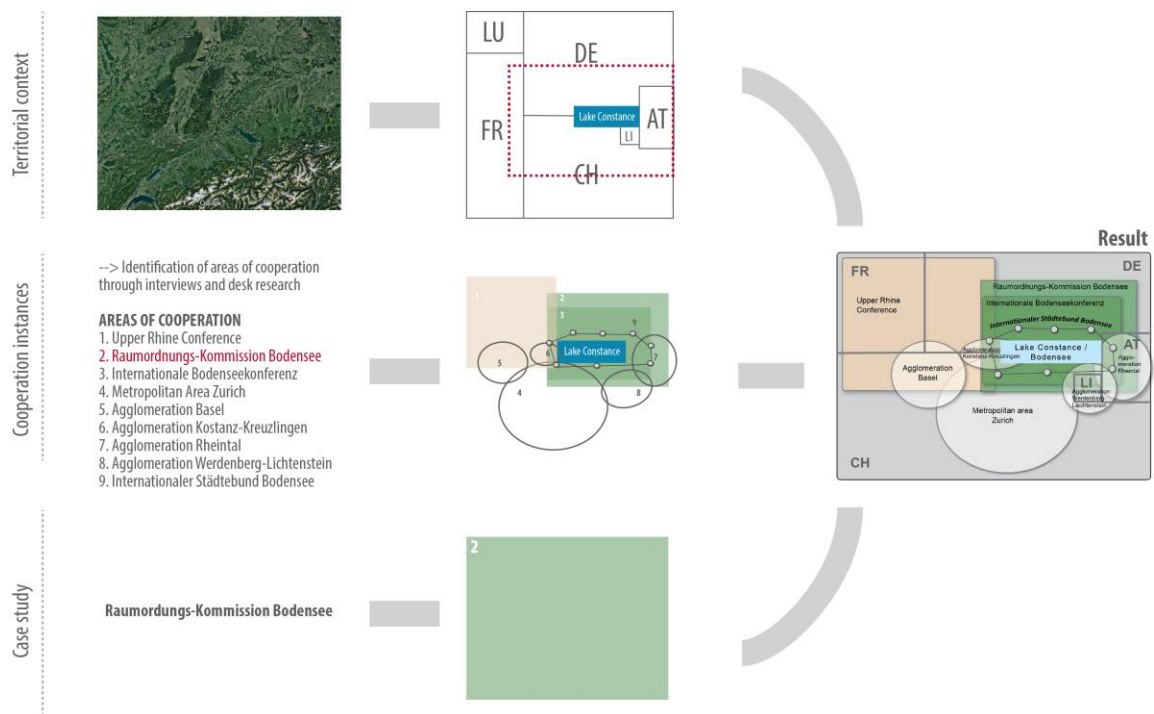
The following drawing rules are applied, albeit in a flexible way depending on what ought to be shown:

- The selection of cooperation instances to be shown in the map is based on information from interviews and document analyses. Criteria to include cooperation areas is their spatial proximity to the case study and similarities in terms of targeted cooperation themes and/ or actors.
- Maps primarily show cooperation areas as rectangles and, depending on the specific case, borders between political-administrative territories as lines. If the cooperation perimeter is not identical with the perimeter of the cooperation partner it should be shown in the map. For example, in the case of the Spatial Development Conference Lake Constance, the '*Planungsregion Allgäu*' is partner, but only some of its districts

make up the cooperation perimeter; in the case of the Upper Rhine Region, the Federal State of Baden Württemberg is the institutional partner, but only some of its sub-regions ('*Regierungsbezirke*') make up the perimeter.

- The representation of each cooperation areas focuses on the size of its area in relation to the size of other cooperation areas. While proportions as well as simple topological relations (i.e. next to, within, partly within, etc.) ought to be roughly preserved, the shape of each cooperation area is reduce to a simple geographical shape (usually a rectangle).
- In terms of colour scheme, the convention introduced is to show the cooperation instance in question in a contrasting colour. Administrative territories are usually shown in grey.

Figure 3: Sources and elaboration of institutional maps (based on the example of *Raumordnungskonferenz Bodensee/ Spatial Development Conference Lake Constance*)



Source: ESPON ACTAREA (2017)

1.1.3 Spidergraphs

'Spider Graphs' are visualisations of political geographies, i.e. the relationship between political action and its territorial dimension, by presenting aspects of each cooperation instance in a quantified and standardised way. As such they are not only communication tools, but also provide a comparative perspective as different instances of soft territorial cooperation can be compared regarding their softness or the softness of the policy framework to that of the concrete cooperation areas that have emerge under the framework.

Spider graphs are a form of representation of the multi-dimensional character of territorial cooperation. The eight dimensions of soft territorial cooperation were taken as starting point to

classify each cooperation regarding its degrees of softness. For the purpose of easy comparison and communication and in order to densify the visual representation and to give the values a 'direction', the number of dimensions was reduced from eight to five by merging selected categories. This densification does not change the analytical steps, but only the visual representation.

Each soft territorial cooperation instance was classified regarding each of the five dimensions on a scale from 'very low' (1) to 'very high' (4). The values are assigned on the basis of the criteria listed in Table 1. Figure 4 shows the example of a resulting graph.

Table 1: Assignment of spider graph values based on cooperation instance characteristics

	1 very low	2 low	3 high	4 very high
Territorial fuzziness	not open for modification	open for modification after institutional amendment	open for modifications	territorial flexibility important characteristic
Thematic openness	very strong orientation on a specific topic	focus on one topic, but open in principle	more than one topic and / flexible agenda	no thematic limitations
Organisational flexibility	fixed and stable institutionalisation	institutionalised with easy options for amendments	only light forms of institutionalisation	informal, not institutionalised setting
Membership variety	one actor group is dominant (level; public/ private)	one group is dominant, but others play a minor role	more than one group with equal rights	multi-level setting with public and private actors
Resource diversity	limited to one type of resources	one instrument is dominant, but others are sometimes combined	several instruments are combined	very broad variety of resources

Source: ESPON ACTAREA (2017)

Figure 4: Example of a spidergraph

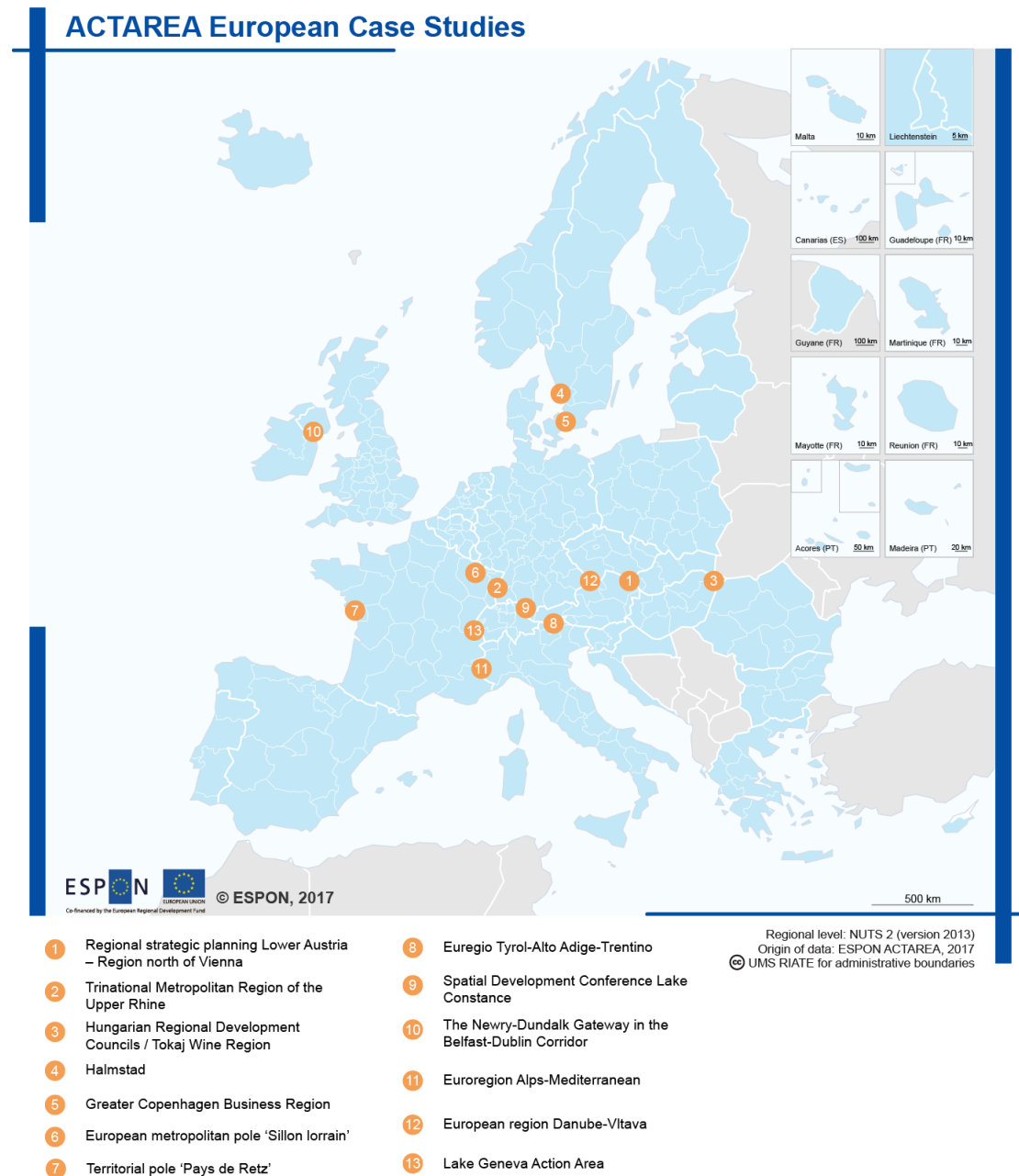


Source: ESPON ACTAREA (2017)

2 European Atlas of Soft Territorial Cooperation

Figure shows the location of the 13 examples of soft territorial cooperation contained in this Atlas.

Figure 5: ACTAREA Case study areas



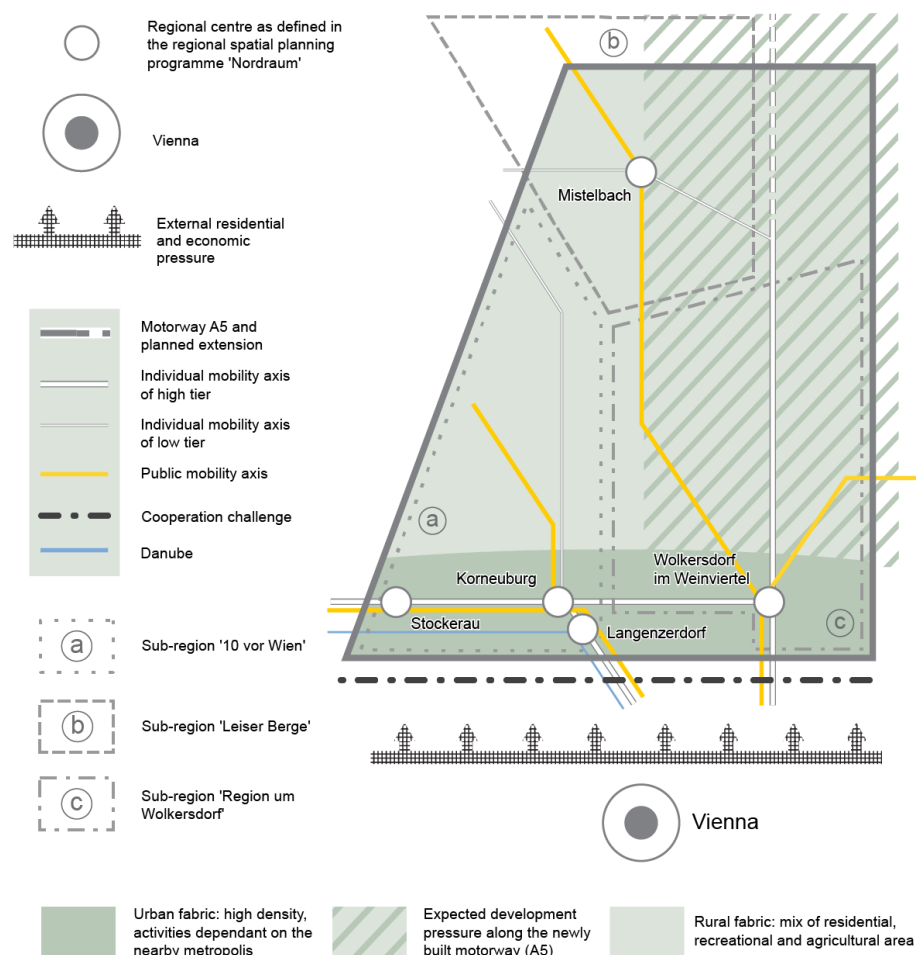
Source: ESPON ACTAREA (2017)

01 Regionale Leitplanung Niederösterreich – Region Nordraum / Regional strategic planning Lower Austria – Region north of Vienna

Geographical setting

The case study area is located just north of the City of Vienna along the newly built (and yet unfinished) highway A5, connecting Vienna (AT) with Brno (CZ). It comprises 7,775.7 km² and 108,200 inhabitants. The highway will improve the accessibility of the region and reduce commute time to Vienna which, in connection with the relatively cheap land prices in the region, is likely to lead to both increased building development and pressure on available land. In order to manage growth and development, 25 municipalities got together, under the auspices of the Office for Spatial Planning and Regional Policy of Lower Austria, to develop a binding regional spatial planning programme that defines centres as well as boundaries of growth on a regional scale, using the regional strategic planning instrument.

Figure 6: Mapshot Strategic planning region north of Vienna

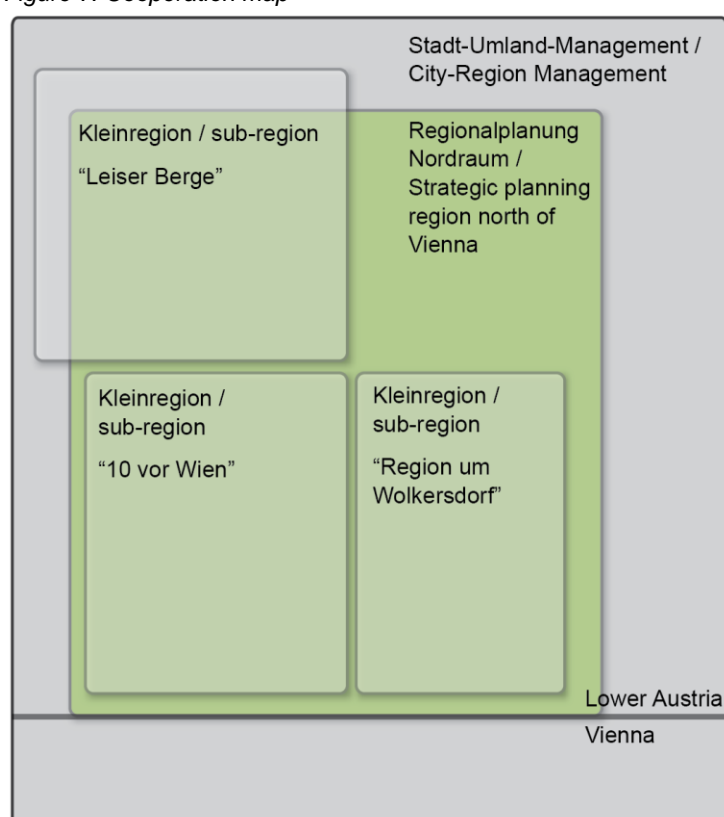


Source: ESPON ACTAREA (2017)

The choice of perimeter was a blend of functional (i.e. proximity to the highway) and practical considerations (i.e. use of existing cooperation structures). The cooperation area integrates three existing sub-regional inter-municipal cooperation instances. In addition, a few municipalities not part of any of the three sub-regions were asked to join the cooperation, while one municipality decided to stay out of the process. As main outcome of the planning process, centres of growth (i.e. regional centres that are characterised by the availability of a minimum number of services of general interests and infrastructure connections) as well as boundaries of growth were defined on the regional level.

Policy framework and existing cooperation

Figure 7: Cooperation map



Source: ESPON ACTAREA (2017)

The "Regionale Leitplanung Niederösterreich" (regional strategic planning) is **a soft and flexible planning instrument** that combines two existing instruments: the very soft, bottom-up sub-regional development concept ("*kleinregionales Rahmenkonzept*") with the hard, top-down regional spatial planning programme ("*regionales Raumordnungsprogramm*"). The sub-regional development concept supports the bottom-up formation of so-called sub-regions as self-governed groupings of municipalities that receive subsidies for developing a joint concept and typically implement "Interreg-type" of activities (soft interventions). The strength of the sub-regional development concept is its voluntary, bottom-up character. The regional spatial planning programme, on the other hand, is a hard planning instrument for the management of

spatial development on a regional scale (1:50,000) with a binding outcome. It is important to note in this context that a 'region' is defined in the Spatial Planning Law as a "coherent area that is characterised by a similar problem or functional link and that, hence, ought to be subject to a regional spatial planning programme or development concept." The Federal Province of Lower Austria has the legal mandate (and obligation) to, when the need arises, enforce regional spatial planning programmes and may develop them in a top-down planning process. In the regional strategic planning approach, however, the programme is developed with and by the affected municipalities. That increases the ownership and acceptance of the planning outcome, and avoids a lengthy and costly consultation process that would have to follow a more top-down planning approach. The rationale behind combining the two instruments is to make use of the cooperation culture in the existing sub-regions and move it to a next, more strategic level.

However, the regional strategic planning instrument must not necessarily culminate in a regional spatial planning programme. It is flexible enough to allow also for other (less binding) outcomes as shown by the case of the regional strategic planning in the region south of Vienna. There, the final outcome was guiding principles for spatial development in the cooperation area, endorsed by the involved municipalities, which will only in a next step be translated into concrete actions and projects.

Rather than a self-governed and bottom-up initiated cooperation, regional strategic planning is a **facilitated process that is initiated top-down**. The process was facilitated by the Regional Development Agency, the Office for Spatial Planning and Regional Policy of Lower Austria and external consultants. Surrounding regions and, in particular, the City of Vienna, were involved via a supra-regional Dialogue Forum. Furthermore, the City-Region Management Agency (*Stadt-Umland Management*), a joint agency of the City of Vienna (having the status of Federal Province) and the Federal Provinces of Lower Austria and Burgenland, is engaged in coordinating and mediating between the City of Vienna and its hinterland.

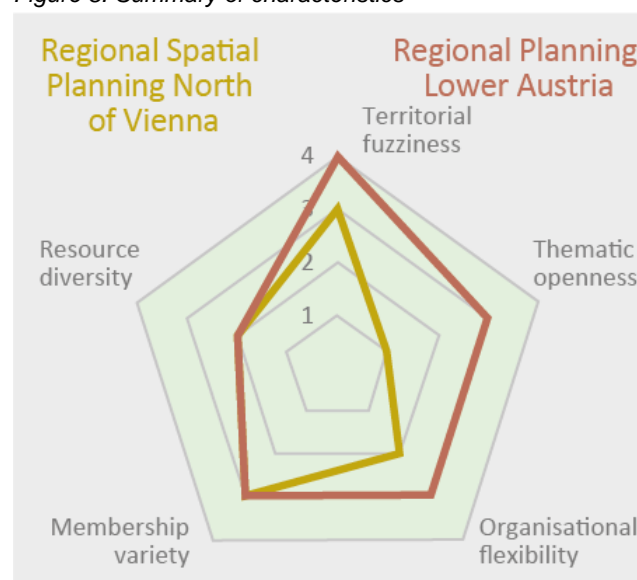
Synthesis of the case study

The regional strategic planning instrument is a strategic spatial planning instrument with a long-term perspective, for the definition of binding zones for residential and business location development for each municipality ("development boundaries") and mineral extraction sites and indicates landscapes/ nature areas that ought to be preserved. The concrete cooperation areas use and strengthen existing cooperation structures to the extent possible (in the case of regional strategic planning for the region north of Vienna, three existing sub-regional cooperation spaces) and established additional ad-hoc project structures (**organisational flexibility**), while the policy framework is deliberately open and flexible to various settings. Once the planning process is over, project structures are slimmed down and only the project steering group (political board) continues for the purpose of monitoring the implementation of the joint outcome. Cooperation continues also in the framework of the pre-existing cooperation structures that were incorporated in the new cooperation area. The cooperation areas dispose

of own resources in that the participating municipalities are supported financially by the Federal Provinces to ensure that the process does not incur any extra expenses for them (**resource diversity**). Furthermore, the process is actively supported with money, manpower and the provision of data by the Federal Province (Office for Spatial Planning and Regional Policy, Regional Development Agency of Lower Austria) and external experts. However, the motivation of stakeholders to participate is the common understanding of a need to act jointly to tackle an existing or anticipated problem and not the financial incentive. The planning instrument is anchored in the Lower Austrian Spatial Planning Law. It groups existing territories (municipalities, districts) under a new (working) title. The framework does not foresee predefined cooperation areas and is open to very different delineations. However, in practice, cooperation takes place on a regional scale with between 20 and 25 municipalities joining up (**territorial fuzziness**). While the duration of the cooperation framework is, in principle, unlimited, the concrete regional strategic planning processes are set up as projects and end with the final outcome of the planning process. The cooperation involves primarily public actors in a multilevel coordination structure, whose objective is to renew the relationship between the Federal Province and the municipal level in order to establish a mode of cooperation on equal terms (**membership variety**).

The main policy areas and fields of intervention addressed may vary according to the specific need in the cooperation area. Typically, these are spatial planning (residential and business location development), traffic and mobility planning and management, development of a building culture, and environmental planning (landscape conservation, green space maintenance, water management) (**thematic openness**).

Figure 8: Summary of characteristics



Source: ESPON ACTAREA (2017)

Main case study characteristics

	Dimension	Case study framework characteristics	Case study characteristics
Policy context	Strategic ambition	<ul style="list-style-type: none"> - The strategic long-term goal of the soft planning instrument "Regionale Leitplanung Niederösterreich" (regional strategic planning) is to link a soft, bottom-up ("<i>kleinregionales Rahmenkonzept</i>" – sub-regional development concept) with a hard, top-down planning instrument ("<i>regionales Raumordnungsprogramm</i>" – regional spatial planning programme). - Strategic ambition to renew the relationship between the Federal Province level and the municipal level and to establish a mode of cooperation on equal terms ("<i>Kooperation auf Augenhöhe</i>"). - The rationale behind the use of this soft planning instrument (and "hidden agenda" of the Office for Spatial Planning of Lower Austria) in order to agree on a hard instrument (regional spatial planning programme) is to ease the decision-making process through stakeholder involvement, by increasing the ownership and acceptance of the planning outcome, and to get around the lengthy and costly consultation process that would follow a more top-down planning approach. - The degree of bindingness of the outcome may vary as shown by the two concrete cases. 	<ul style="list-style-type: none"> - Strategic long-term goal to manage growth and development in the region that is likely affected by the construction of a new highway (A5 – connecting Vienna-AT and Brno-CZ) by developing a binding regional spatial planning programme. The new highway will improve the accessibility of the region (and reduce commute time) which, in connection with the relatively cheap land prices in the region, is likely to lead to increased building development. - The programme has been finalised and adopted in 2015 by the Federal Province Government of Lower Austria in the form of a regulation ("<i>Verordnung</i>"). The corresponding plan (M 1:50,000) defines three types of municipalities in view of their suitability for further development and expansion. In accordance with this typology of municipalities, it contains binding definitions of zones for residential and business location development for each municipality ("development boundaries") and mineral extraction sites and indicates landscapes/nature areas that ought to be preserved.
	Degree and type of formalisation	<ul style="list-style-type: none"> - Ad-hoc project structures as well as permanent structures are established (existing bodies/structures are used and strengthened as much as possible). Typically this is: <ol style="list-style-type: none"> 1) A project steering group: consists of selected representatives of the involved municipalities. 2) Thematic/ sub-regional working groups: either in the form of regional thematic partnerships or focus groups. These groups involve a large range of actors on municipal and federal province level and are introduced to break down the large group into sub-groups of a workable size. 3) Regional forum: includes all involved municipalities (e.g. the existing mayor's conference in the case of the region south of Vienna, a regional dialogue 	<ul style="list-style-type: none"> - non-institutionalised, ad-hoc governance structure and flexible process for a formal and binding outcome. - The following structures were established: <ol style="list-style-type: none"> 1) Project steering group: consisted of four mayors including one representative of the two sub-regions represented in the region north of Vienna, and two additional mayors from large municipalities. They were nominated to be part of the steering group. 2) Municipal round: 3 focus groups with representative from the municipalities in order to work in smaller groups (of ~10 municipalities) on sub-regional topics and scale. 3) Lower Austrian round: including representatives from the Federal Province Level (Office

	Dimension	Case study framework characteristics	Case study characteristics
		<p>forum, in the case of the region north of Vienna)</p> <p>4) In the case of the strategic planning process in the region south of Vienna, an existing permanent body ("intercommunal waste management association) has been established and was entrusted with the additional task of coordinating the implementation of the strategic plan.</p> <ul style="list-style-type: none"> - The process is facilitated and supported by the regional development agencies (NÖ Regional GmbH and Stadt-Umland Management GmbH), the Office for Spatial Planning and Regional Policy and by an external team of consultants. Once the planning phase has been finalised, project structures are slimmed down and only the project steering group (political board) continues for the purpose of monitoring the implementation of the joint outcome. 	<p>for Spatial Planning and Regional Policy of Lower Austria) and additional thematic experts, where needed.</p> <p>4) Regional Dialogue Forum: decision-making body, involving all actors including the Regional Sectoral Minister.</p> <p>5) Supra-regional Dialogue Forum: for the coordination with surrounding regions and, in particular, with the City of Vienna.</p> <p>In addition, thematic workshops were organised. The general public and private stakeholders were not part of the process but duly informed (public relations were managed). The process was facilitated by the Regional Development Agency and City-Region Management Agency, the Office for Spatial Planning and Regional Policy of Lower Austria and external consultants.</p>
	Resources	<ul style="list-style-type: none"> - The planning instrument is anchored in the Lower Austrian spatial planning law (§ 1). The Federal Province has the legal mandate to initiate a top-down regional spatial planning programme (§ 3) where required. - Participating municipalities receive subsidies by the Federal Country for planning and implementation. - The Federal Country (Office for Spatial Planning) supports the process with manpower and helps with the provision of data. - The framework supports a concrete mission (i.e. development of a regional spatial plan), but is open as regards its outcome (binding versus indicative/guiding character). 	<ul style="list-style-type: none"> - All planning and regional development instruments used are anchored in the Lower Austrian spatial planning law. - Participating municipalities receive subsidies by the Federal Province for being part of the regional strategic planning process. The process was facilitated and supported (with data analysis, facilitation, etc.) by the Office for Spatial Planning and Regional Policy of Lower Austria and the regional development agency.
	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - The framework does not foresee predefined cooperation areas and is open to very different delineations (in practice, the cooperation takes place on a regional scale with btw. 20 and 25 municipalities joining up). The logic behind the perimeters chosen varies, but cooperation areas are largely aligned with existing cooperation structures (in particular, existing sub-regions, so-called "<i>Kleinregionen</i>"): <ul style="list-style-type: none"> - In the case of the regional strategic planning process south of Vienna, 	<ul style="list-style-type: none"> - 25 municipalities that are affected by the highway development. They were approached individually (one municipality declined the invitation) by the Office for Spatial Planning and Regional Policy. - The region north of Vienna comprises 7,775.7 km² and 108,200 inhabitants. - Existing cooperation structures were incorporated (two existing sub-regions, comprising of 19 municipalities).

	Dimension	Case study framework characteristics	Case study characteristics
		<p>the existing administrative perimeter of the district Mödling was chosen. It follows quite closely the delineation of the functional area (commuter patterns) and city-region perimeter.</p> <ul style="list-style-type: none"> - In the case of the regional strategic planning north of Vienna, the expected development along the newly built (yet unfinished) A5 highway defined the perimeter of the cooperation area. - Furthermore, the cooperation areas aim to coordinate and cooperate with the surrounding areas (also across the boundaries of Federal Countries) where relevant. <p>In either case, the cooperation areas are always defined as a community of intent and based on an existing need: municipalities are free to join or not, respectively drop out; their motivation to take part is strongly influenced by the awareness of the need for a joint approach to mitigate unwished spatial developments.</p> <p>NB: A region is defined in the Spatial Planning Law as a "coherent area that is characterized by a similar problem or functional link and that, hence, ought to be subject to a regional spatial planning programme or development concept. Defined regions do not exist in Lower Austria (the district level has no planning competence). Inter-municipal cooperation is voluntary only and organized in so-called sub-regions (organised bottom-up and not pre-defined either, but get subsidies). Inter-municipal/ regional cooperation on hard planning issues (in particular zoning) is hampered by the Austrian tax system. Taxes are collected on the level of the Federal Province and redistributed according to the size of a municipality in terms of inhabitants and business locations, thus disincentivising intermunicipal cooperation.</p>	

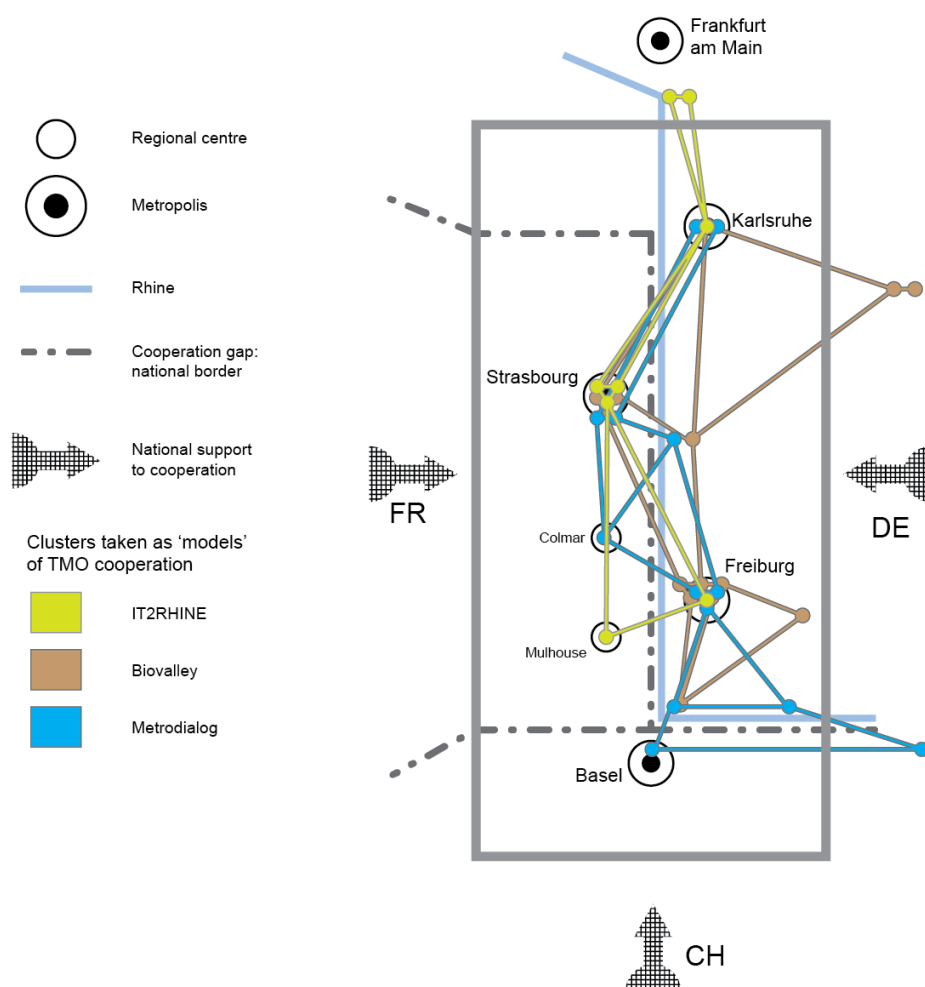
	Dimension	Case study framework characteristics	Case study characteristics
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - The duration of the cooperation framework is unlimited (it will persist at least until the next amendment of the spatial planning law) - The concrete regional strategic planning processes are set up as projects and end with the final outcome of the planning process (regional strategic plan / regional spatial planning programme). After that, the region continues cooperating either within the existing sub-regional structure and/or the newly created/enhanced structures (case dependent). The project steering group remains to monitor the implementation of the planning outcome and at least one annual monitoring meeting is organised. - Concrete implementation projects may be organised in different settings (e.g. the idea of introducing the lead partner principle for single projects has been brought up in the case of the region south of Vienna). 	<ul style="list-style-type: none"> - The regional strategic plan is valid until 2025; the inter-municipal cooperation continues in the framework of sub-regions. Once a year a project steering group meeting is called in to monitor the implementation of the plan. Furthermore, the region continues with concrete projects (e.g. currently, a project on tackling vacant wholesale premises).
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - Multi-level governance set-up involving the federal and municipal level (and district level); participation is voluntary, but high awareness of the importance to be part of it - No involvement of private actors and the general public <p>Typical actors are:</p> <ul style="list-style-type: none"> - Mayors of the involved municipalities and selected delegates of the municipal councils - Senior officials in the municipalities (e.g. Amtsleiter, Bauamtsleiter), city planning department (where applicable) - Regional development agency - District authority ("Bezirkshauptmannschaft") - Different departments of the Federal Country of Lower Austria, in particular the Office for Spatial Planning of the Federal Country of Lower Austria, Department for supra-municipal spatial planning (but also transport, environment, etc.) 	<p>Multi-level coordination structure:</p> <ul style="list-style-type: none"> - Municipal political (mayors, municipal council delegates) and administrative level - Federal provincial political (Minister) and administrative level (Office for Spatial Planning and Regional Policy, other sectoral departments) - Other provincial agencies (development agency, economic agency) and planners (local spatial planners, regional planning association)

Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> - Spatial planning; integrative approach: development of residential and business settlement, transport, environment - Not pre-defined and context/territory-dependent; in the case of the region south of Vienna, transport played a larger role; in the case of the region north of Vienna, environmental planning played a greater role. 	<ul style="list-style-type: none"> - Spatial planning - integrative approach: definition of areas (and boundaries) of residential and business location development and landscapes worth preserving.
	Kind of activities	<ul style="list-style-type: none"> - Development of regional spatial planning programme/ plan 	<ul style="list-style-type: none"> - Development of a binding spatial development programme.

02 Trinationale Metropolregion Oberrhein / Région Métropolitaine Trinationale du Rhin Supérieur / Trinational Metropolitan Region of the Upper Rhine

Geographical setting

Figure 9: Mapshot Trinational Metropolitan Region of the Upper Rhine



Source: ESPON ACTAREA (2017)

The Upper Rhine Region is a polycentric region with high economic strength, based on innovative clusters in technological industries. The Rhine, accompanied by middle range mountains (Black Forest, Vosges) is an important geographical element as it characterises the landscape, challenges transport infrastructure, and serves as an element for regional identification.

Though the population density is pretty high, there are no dominant metropolises but several medium-sized cities that make up a polycentric network. However, this polycentric area brings together a solid number of considerable metropolitan functions, amongst them:

- Political headquarter functions, in particular in Strasburg, on a regional level also in Basel, Freiburg, Karlsruhe, Mulhouse etc.
- Transport gateway functions, (amongst others) with the three international airports of Basel-Mulhouse-Freiburg, Karlsruhe/Baden-Baden and Strasbourg; the high-speed railway corridor along the Rhine, complemented by a series of international trade fair places.
- An innovation hub, because of a highly innovative industry and a high density and diversity of public research and higher innovation institutions. More than 150 scientific institutions are the basis for a very productive economy and prosperity (GDP per capita > EUR 35,000).

This polycentric urban network, the high level of economic performance and innovativeness as well as the political functions are characterised by strong cross-border dimension. The region has always been a pioneer in terms of cross-border cooperation. In the 1940s, the airport Basel was the first binational airport worldwide; the Upper Rhine Conference goes back to the 1970s; and since the late 1980s, the Pamina region in the north of the Upper Rhine perimeter is one of the pioneers and benchmark regions with regard to INTERREG activities. In parallel, four Eurodistricts have been established, of which two have recently taken on an EGTC structure. One might add the pioneering cross-border actor Regio Basiliensis from 1963, the Landscape Exhibition (garden of two watersides) in Strasburg Kehl in 2004 and many more well-known milestones of cross-border integration that –in sum– constitute the role-model position of the Upper Rhine region for cross-border integration.

Existing collaborations

The ESPON project Metroborder (2011) has shown that this polycentric cross-border region must be considered as a metropolitan region, in principle comparable to classical domestic metropolises. However, from a political point of view, it is not always easy to position the region – being both rather polycentric and very much cross-border – in relation to monocentric, classical domestic metropolises.

The Trinational Metropolitan Region of the Upper Rhine (RMT/TMO) was founded in 2010. It is not explicitly linked to a policy framework. However, the establishment of metropolitan regions on the German side and the territorial reforms on the French side of the borders have played an important role.

The thematic priority lies clearly in the science-economy interface. A secondary motivation is the positioning towards the domestic policy of metropolitan areas. The establishment of the RMT/TMO meets a considerable institutional thickness with many cross-border aspects:

- The Conference of the Upper Rhine has its roots in the 1970s. Its forerunner was a classical intergovernmental body, like the governmental commission with representatives from France, Germany and Switzerland, the binational regional committee for the northern part of the Upper Rhine area and the Trinational Regional Committee for the southern part. Since 1996, the Upper Rhine Conference has a joint secretary, located in Kehl. In the same year, the so called Karlsruhe agreement has been concluded by France, Switzerland and Germany (as well as Luxembourg), that allows strong cooperation agreements on the local level. This Karlsruhe agreement can be seen as a forerunner of the EGTC regulation on European level (from 2006). This shows the important role of the Upper Rhine region and Conference for cross-border integration across Europe. From today's point of view, the Upper Rhine Conference, is highly institutionalised. Despite its cross-border character, the process of 'hardening' has progressed pretty far. The institutional committees comprise of an executive committee with high ranking representative from the member regions (for the nation states involved), with a political plenum with up to 25 members from the three national backgrounds; a joint secretary with permanent representatives from each country involved, a coordinative committee for complex issues, and 12 thematic working groups. This institution is certainly one of the 'hardest' cross-border cooperation territories, and looks back on a success story of integration. At the same time, the character of institutionalised cooperation and the clear anchorage in international law might be seen as a gap for softer spaces. The RMT/TMO is – in a way – the soft 'backing' of the formal cross-border cooperation of the Upper Rhine Conference. It doubles its perimeter as a non-formal cooperation.
- The four Eurodistricts go back to a bilateral framework between France and Germany in 2003, initialised within the framework of the Upper Rhine conference. They cover the whole Upper Rhine region, namely with the Regio Pamina (founded as Eurodistrict in 2003), Strasbourg Ortenau (2005), Region Freiburg / Centre and Sud Alsace (2006), and the Trinational Eurodistrict Basel (2007). Two of these Eurodistricts have now taken the form of an EGTC (Pamina and Strasbourg-Ortenau), which can be seen as a form of continuity with regard to innovative institutionalisation.

This list is far from being complete – one might mention the High-Rhine-Conference, the trinational center for the environment (TRUZ/CTE), the metropolitan conference Basel (MKB), and the Infobest structure for providing information in particular for cross-border commuters. Even more topical are two institutions with a strong Swiss dimension:

- The Agglo Basel is the respective Swiss development agglomeration programme which has a strong cross-border perspective.
- The Regio Basiliensis is one of the most experienced European institutions with a cross-border mission, founded in 1963.

Policy framework

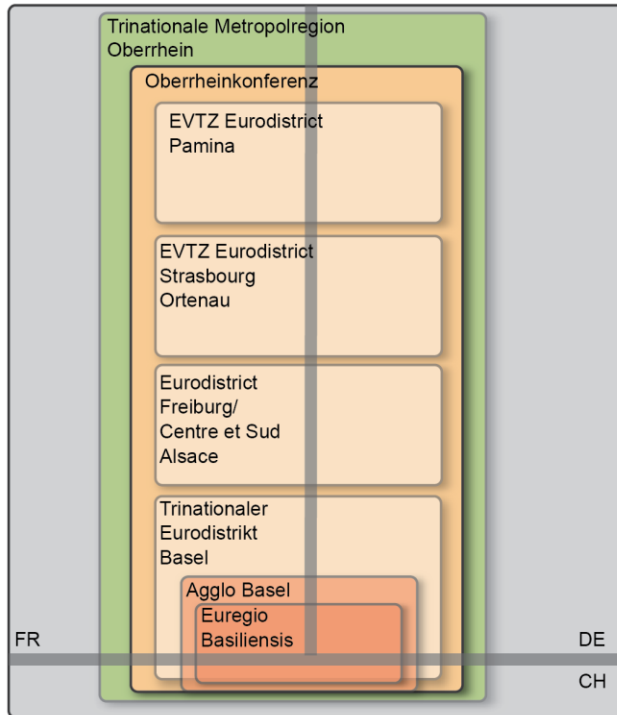
With regard to the policy framework, several arguments can be mobilised: The Upper Rhine regions has initialised a series of innovative policy frameworks, in particular the Karlsruhe agreement, the Eurodistricts, and the Infobest structure. Moreover, the Upper Rhine region is active in adopting the EGTC structure.

At the same time, one key driving force for establishing the RMT/TMO was the motivation to establish the cross-border metropolitan region as politically equivalent to domestic metropolitan regions. That was a topic in France and in Germany, due to internal processes with regard to territorial reforms and new instruments of regional development.

In 2016, cross-border polycentric metropolitan regions were recognised on the German federal level. – The concept of ‘European Metropolitan Regions’ was established in the 1990. This has been seen against the background that the federal system in Germany assigns the mandates for spatial planning and development mostly on the level of the *Länder* (federal states). The influence is limited to the formulation of abstract objectives (*‘Leitbilder’*) and discursive means like pilot projects. The recognition of individual metropolitan regions in the sense of this policy framework is the result of a committee with representatives from all the 16 *Länder* and one from the federal level. The recognition does not have legal consequences but only opens the floor for concretisation processes on the regional level. The policy dimension shows that governance development is the main objective. The development of new decision-making patterns for functional regions on the inter-municipal level is an important objective. The concretisation on the regional level differs considerably, with some regions having distinct parliaments, others being mostly project based and others focussing on planning departments. The definition of spatial perimeters is left open to the individual regions that apply for the status of a Metropolitan region, and the perimeter can change anytime.

Today, 16 European Metropolitan Regions are officially acknowledged. These comprise far more than half of the German territory and population, and have very different forms of governance and thematic agendas. Four cross border regions (Lake Constance, Upper Rhine, Greater Region, Euroregion Aachen-Maas-Rhine) have paved the way towards the recognition of cross-border metropolitan regions in the framework of a pilot project. With the new strategy of spatial development on German federal level, the potentials of cross-border metropolitan regions are acknowledged and further support is foreseen, even if there is no official list of the relevant individual cases.

Figure 10: Cooperation map Trinational Metropolitan Region of the Upper Rhine

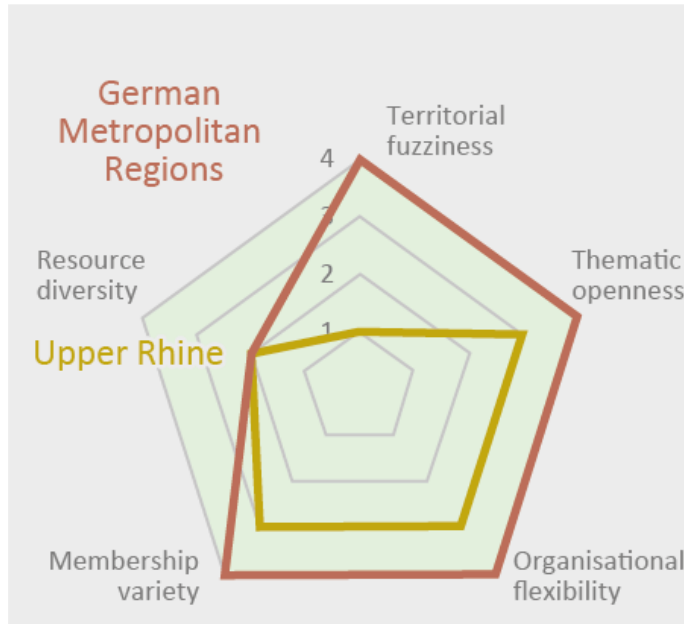


Source: ESPON ACTAREA (2017)

Synthesis of the case study

The Trinational Metropolitan Region has a very open framework with a strategic character. It is a particular case as it 'doubles' a more formalised cross-border cooperation perimeter of the Upper Rhine Conference. It intentionally aims at developing the governance structure by means of a very open platform and almost without own resources, working on a given territory. As said before, there is no explicit policy framework for the RMT/TMO. The RMT/TMO has itself played a role in influencing policy frameworks, and there are different national policy frameworks that have had a certain influence on the RMT/TMO case, in particular the on-going processes of territorial reforms in France, the agglomeration policy in Switzerland, and the establishment of the so-called European Metropolitan Regions in Germany. We take the latter case for a more detailed exploration in the following section as it can be seen as the most concrete influence.

Figure 11: Summary of characteristics the Trinational Metropolitan Region of the Upper Rhine



Source: ESPON ACTAREA (2017)

The spidergraph synthesis the characteristics of the case study in a very condensed way and is based on the analytical insights presented in the table below. We see here (in clock-wise direction) that:

- The **territorial fuzziness** is very different between the individual case of the RMT/TMO and the policy framework of the German Metropolitan Regions. The federal policy framework does not prescribe the spatial logic for perimeter definitions, nor is there a defined number of potential metropolitan regions. Even if the federal level assigns the status of metropolitan regions, the regions are free to change their perimeter (and their members). The case of the RMT/TMO is different as the Upper Rhine Conference is the defined reference perimeter, and there are no debates about this spatial focus. The RMT/TMO is developing 'in the shadow' of the Upper Rhine Conference without challenging it.
- The **thematic openness** shows high values for both objects. For the German Metropolitan Regions, this can be explained as follows: The federal system in Germany assigns the mandates for spatial planning and development mostly on the level of the Länder. The influence is limited to the formulation of abstract objectives ('Leitbilder') and discursive means, like pilot projects. Offering the category of Metropolitan Regions as a new territorial format implies to influence spatial development without using any juridical planning instruments. In the 1990s, when developing this format, it was a major motivation to overcome the strong municipal focus and to pave the way for larger, functional territories. The Trinational Metropolitan Region of the Upper Rhine shows high values in the policy dimension: the political focus is far wider than implementation, but encompasses agenda setting and governance development as well. This means concretely the establishment of the RMT/TMO as Metropolitan Region in the German

policy framework and it implies influencing the development of the Upper Rhine region in a strategic way, with a particular focus on the innovation-economy interface.

The RMT/TMO cooperation is about strategic spatial development, even if planning issues do not play an explicit prominent role. The activities comprise mostly informal consultation processes that help to support activities that are implemented on other levels (Interreg projects etc.).

- Following the territorial and thematic openness, also the **organisational flexibility** shows high values. For the framework of metropolitan regions, the question of organisation is left open. And indeed, the so far established regions follow very different ways of functioning and comprise of more administrative and more political governance structures. The concretisation on the regional level differs considerably, with some regions having distinct parliaments, some being mostly project based, and others focussing on planning departments. The development of new decision-making patterns for functional regions on the inter-municipal level is an important objective. The RMT/TMO has a strong link with the existing cooperation space of the Upper Rhine Conference, which is a well-established cross-border cooperation space. Further developing the governance setting is a key objective.
- The **membership variety** is large for the policy framework as it is open to a broad range of actors. It has always been open for semi-public and private actors and since 2016, the framework now explicitly mentions the relevance of the cross-border dimension. The activity dimension is particularly open as any activities are possible; concretisation is a regional task.

The RMT/TMO involves scientific institutions and enterprises, and the participation of civil society is an important objective. At the same time, these actors are more to be seen as addressees than as cooperation partners for the public institutions.

- The **resource diversity** shows low values for both objects. On the federal level, there are no concrete resources foreseen for the metropolitan regions. It is true that agenda setting is an intentional power of the metropolitan regions, but neither planning instruments nor financial resources are assigned. The instrumental dimension also shows low values for the RMT/TMO cooperation as it is mainly about influencing the impacts of existing resources from other sources, be it cross-border or domestic.

Main case study characteristics

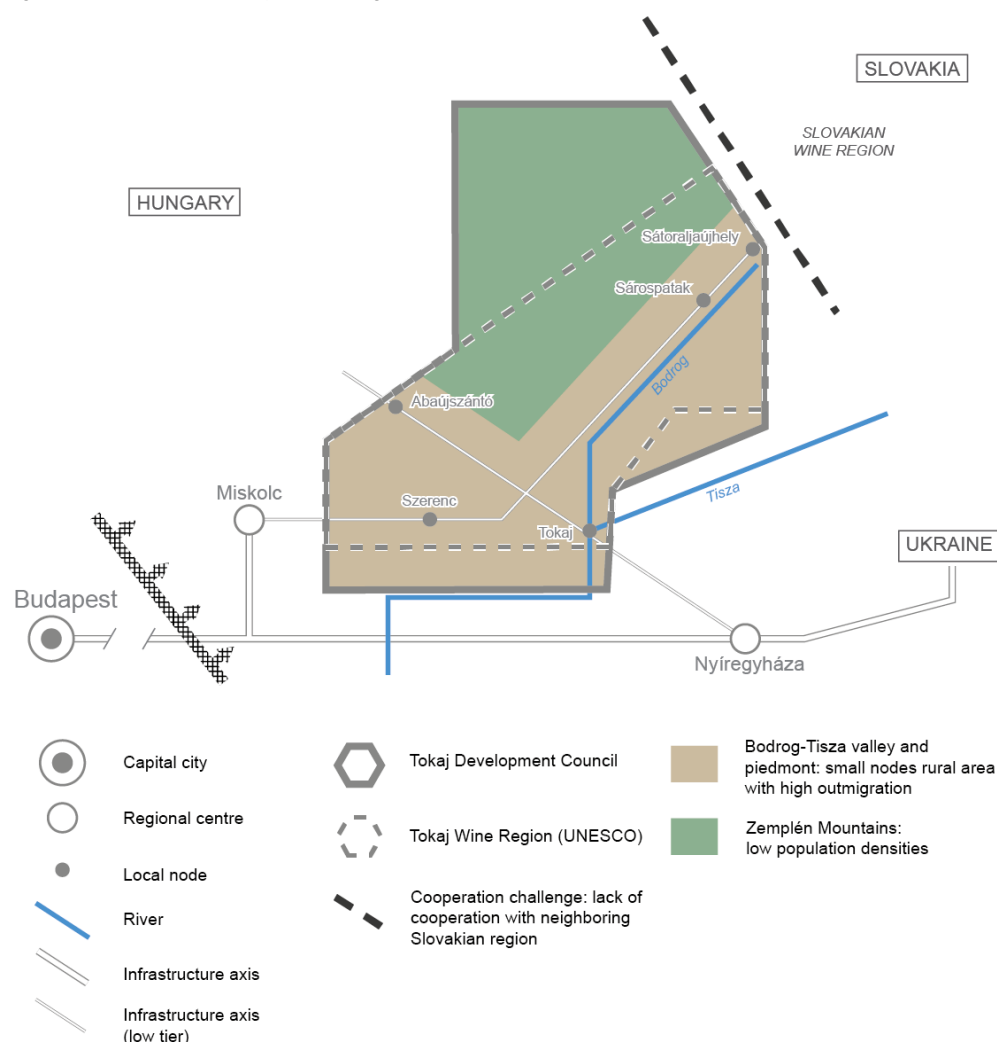
	Dimension	Case study framework characteristics	Case study characteristics
Policy context	Strategic ambition	<ul style="list-style-type: none"> - Overcoming very decentralised thinking in regional 'central places' and introducing a level on top - Paradigmatic shift towards competitive regions on a global level 	<ul style="list-style-type: none"> - Initial ambition: including Upper Rhine area in list of so called "Europäische Metropolregionen" in Germany (currently 11 regions, covering large parts of German territory) – successful in March 2016; in parallel French metropolitan policy (Strasbourg) important - Content based ambitions: overcoming to small Interreg-A-projects but instead fostering innovation, strengthening the link between economy and scientific institutions (only strategic document "Strategie 2020 für die TMO")
	Degree and type of formalisation	<ul style="list-style-type: none"> - Very flexible: Recognition by MKRO (Ministerkonferenz Raumordnung = representatives from all Länder) the only necessary step – the rest can be institutionalised in different degrees, depending on the will of the Länder 	<ul style="list-style-type: none"> - Rather informal, but strongly linked to the more formal Upper Rhine conference (same perimeter). Idea behind: no institutions, but always have the decision-makers around the table
	Resources	<ul style="list-style-type: none"> - 'European Metropolitan Regions' are part of the 'Leitbilder der Bundesraumordnung'. As spatial development is a political competence of the Länder, this cannot be seen as a legal mandate. 	<ul style="list-style-type: none"> - Mainly based on Interreg A (the only strategic document is identical with the Operational Programme)
	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - Amendable - No fixed boundaries - Cross-border dimension explicitly foreseen since 2016 - Meso size 	<ul style="list-style-type: none"> - Identical with Upper Rhine conference; fixed and stable territory; meso level
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - Open-ended, not defined 	<ul style="list-style-type: none"> - Permanent, long-term, but not explicitly defined - Founded 2010 ('Offenbacher Erklärung')
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - Not defined, open for non-public members 	<ul style="list-style-type: none"> - Dominantly public, however economy plays an important role (Biovalley, IT2Rhine, Energivie, Trinationales Energie-Netzwerk), civil society is a permanent addressee (dialogue citizen)

Patterns of intervention	Areas of intervention	- Open, flexible	<ul style="list-style-type: none"> - It works on the basis of four pillars, namely science, economy, civil society and politics. There is a strong focus on the interface of scientific institutions and an innovative economy (e.g. EUCOR-European Confederation of Universities on the Upper Rhine). - hardly reference to spatial planning; instead regional development via innovative economy
	Kind of activities	- Open, flexible	<ul style="list-style-type: none"> - Principle idea: Background network, backing existing structures, developing project dynamic

03 Hungarian Regional Development Councils / Tokaj Wine Region

Geographical setting

Figure 12: Mapshot Tokaj Wine Region

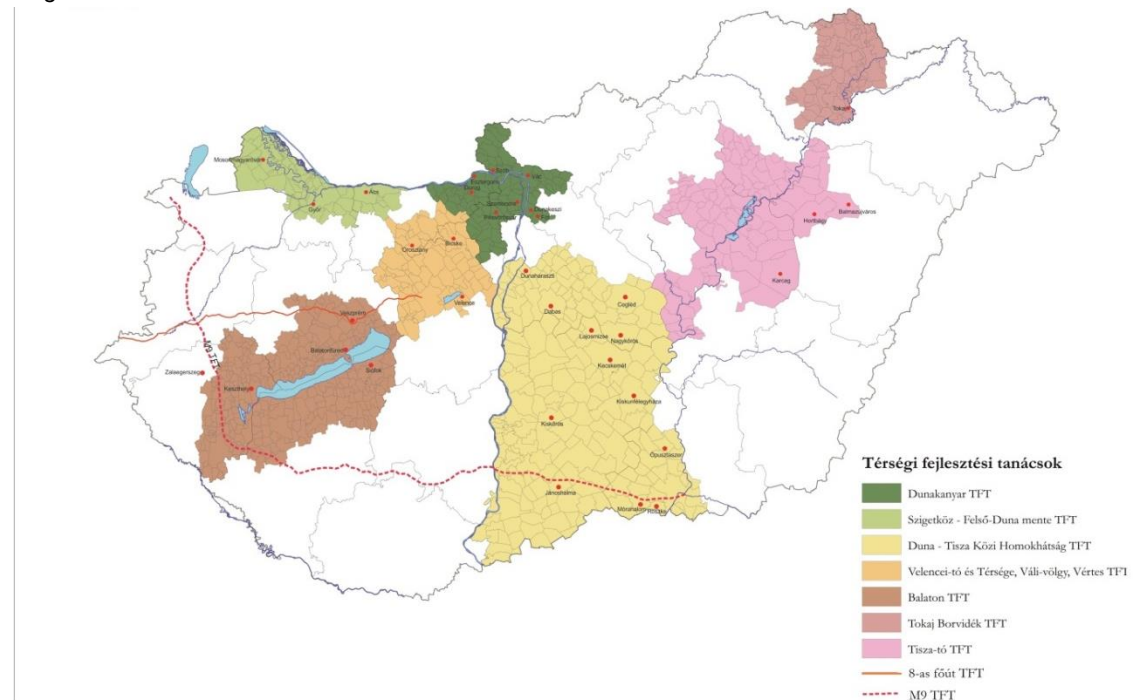


Source: ESPON ACTAREA (2017)

According to national law, Hungarian counties are entitled to set-up Regional Development Councils (hereinafter RDCs), which offer an organisational structure to foster cooperation with a focus on certain territorial development aspects considered of national importance, such as tourism or motorway development. These tasks may target wider regions, and for this purpose Hungary created the Act on Regional Development and Regional Planning in 1996, which created the opportunity for Regional Development Councils to extent administrative borders. Out of the nine RDCs in Hungary, two are of particular importance for the realisation of the national territorial development perspectives of Hungary and can therefore be supported

financially from the state-level: the Tokaj Wine Region Development Council and the Lake Balaton Development Council.

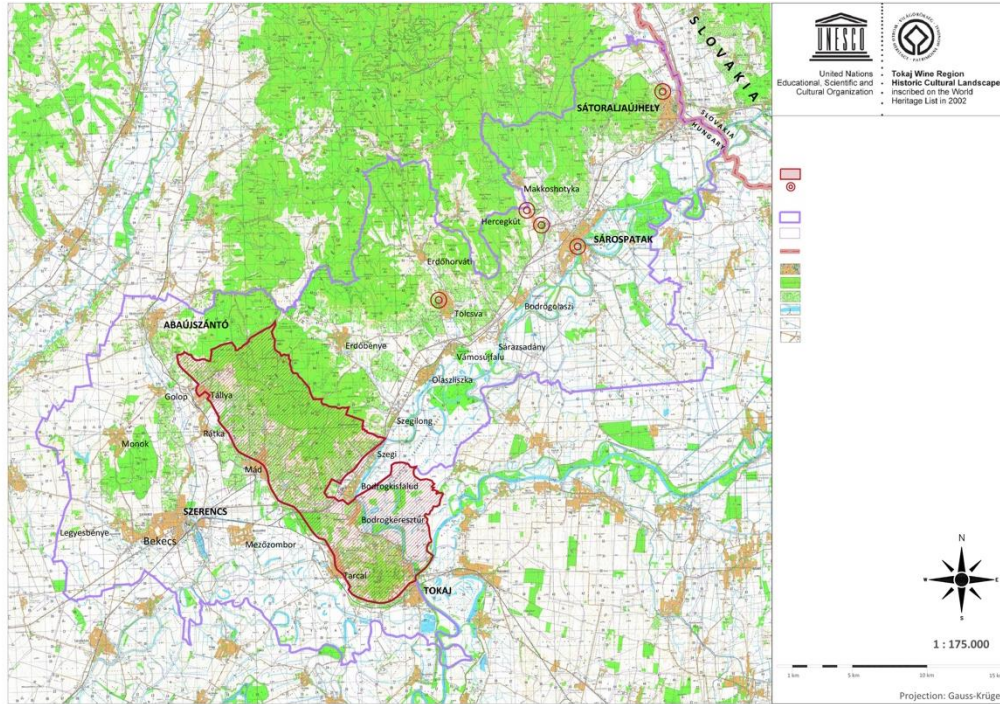
Figure 13: Territorial coverage of Regional Development Councils in Hungary, including the Tokaj Wine Region.



Source: Edited by: T. Chmelik (Ministry for National Economy, Hungary)

The Regional Development Council (RDC) of the wine region Tokaj is located in the northeast of Hungary bordering Slovakia and encompasses the Hungarian part of the Tokaj Wine Region within the wider Tokaj Wine Region. The main wineries are located alongside the rivers Tisza and Bodrog. The RDC of the Wine Region itself consists of 27 municipalities. The UNESCO declared the Wine Region a Historic Cultural Landscape in 2002. Most of the parts of the RDC are included in the UNESCO World Heritage site. From the RDC, 9 municipalities are involved in the core zone.

Figure 14: Territorial coverage of the Tokaj Wine Region.



Source: UNESCO, 2002

Cooperation in the RDC was initiated in 2014 and aims to develop the Tokaj Wine Region while at the same time supporting the preservation of the World Heritage site. The RDC is relatively new and has two offices, one in Budapest and one in Tokaj. Due to the strongly centralised Hungarian system, these cooperation axes as well as the closer relationship between the national and the local level through the RDC, are important steps in regional development. At the same time, it has to be noted that the strong role of the national level influences the regional development and the cooperation. Because of this strong influence, this can be seen as a challenge by the regional level. The regional level is an intermediate level, which is still important for the municipalities.

Good cooperation between the municipalities is an important step in the regional development. However, the influence of the different wineries and their inclusion in the process is of overall importance, in particular regarding the preservation of the UNESCO World heritage.

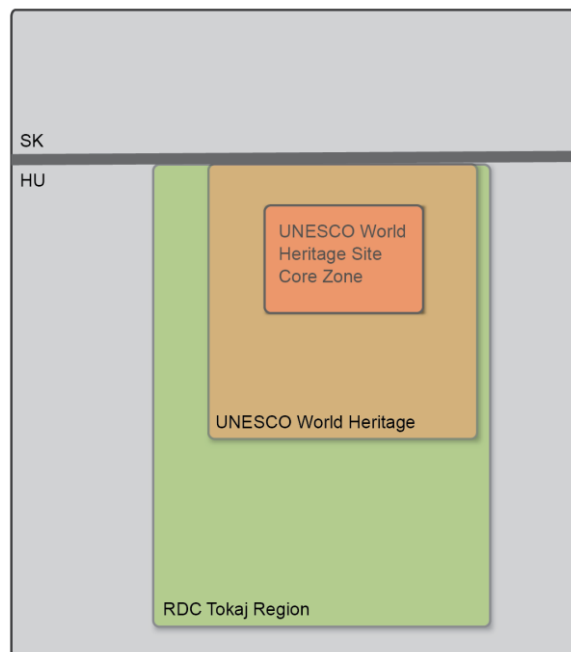
The RDCs task was to develop a strategic plan for regional development following the requirements of the ESIF operational programmes, which are the main funding sources for activities in the region.

One of the challenges for the regional development is the rural character and relative remoteness. Tokaj region is an economically lagging region with a strong net out-migration of (particularly) young people moving mainly to Budapest. It is also poorly connected to transport networks. In addition, there are social tensions linked to cohabitation with a significant Roma population.

The national border with Slovakia provides a cooperation gap. Apart from a few Interreg projects across the border there is little cooperation, though some parts of the Slovakian side are geo-physically of the same region. The dispute around the designation of origin of wine, the name “Tokaj” between Slovakia and Hungary, and the right to use the brand Tokaj, was only settled in 2013. This shows the considerable frictions the national border still creates.

Policy framework and existing collaborations

Figure 15: Cooperation map Tokaj Wine Region

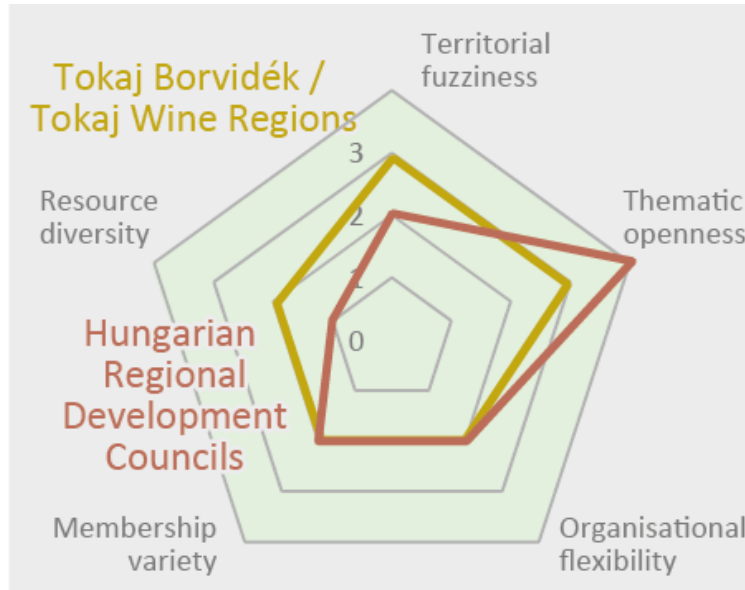


Source: ESPON ACTAREA (2017)

Synthesis of the case study

The Regional Development Council of the Tokaj Wine Region, still being relatively new is an important interlocutor between the municipalities and the national level. Through the RDC the activities in concerning the preservation the UNESCO World Heritage site can be better aligned with activities implemented under the ESIF Operational Programmes. The RDC is given a special status at the Hungarian national level through finances of the RDC.

Figure 16: Summary of characteristics of the Tokaj Wine Region.



Source: ESPON ACTAREA (2017)

The Hungarian Regional Development Council, and the examples of the Tokaj Wine Region, can be understood as an administrative form and provision of legal framework for cooperation in regions with particular functional development interests.

The spidergraph synthesises the characteristics of the case study in a condensed way. We see here (in clock-wise direction) that:

- The **territorial fuzziness** is relatively high. The policy framework of the RDC allows existing administrative territories to develop under a new label, whereas the framework as such targets regional authorities. The concrete applications of the framework is fuzzier. The individual regional initiatives are open to expand. In the case of the Tokaj Wine Region for example, the territory addressed currently includes 27 municipalities. However, depending on the foreseen activities, other neighbouring municipalities may well be included.
- The **thematic openness** of the policy framework is very broad. RDCs can be developed around very different thematic areas, ranging from cooperation around transport axis and regional touristic developments to regional products and many more. The concrete application of the framework then often shows a lower degree of openness. In the Tokaj Wine Region the spidergraph is rated relatively high with a 3. The common theme of the Wine Region reveals the broad development goal of the region. In order to develop the Wine Region, however, a huge diversity of projects can be developed, either for example in terms of marketing, touristic infrastructure or environmental preservation.
- The **organisational flexibility** is ranked as 2, and is considered to be in the middle range. The policy framework allows for different types of institutionalisation. However, the recognition on the national level is an example of a limitation of RDCs that may want to develop. The organisation of the RDCs differs in detail, however all RDCs somehow

have a secretariat supporting implementation either as an independent office or as part of a regional administration. Once an organisational setting is chosen, it may change. However, in most cases the general setting is kept.

- The **membership variety** is ranked as 2, both for the policy framework as for the Tokaj Wine Region. The framework allows different types of stakeholders from different levels to be included. However, the main stakeholders involved are regional and local administrative units. In terms of participation the RDC in the Tokaj Wine Region is formally rather hard organised with the single level of municipalities cooperating. However, the different organisational structures may foresee involvement of other stakeholders as observers or similar. Private stakeholders are often partners in concrete implementation activities. In the Tokaj Wine Region this may include the development of a touristic cycle path, for example. The particularity here is that a close cooperation has been developed with the UNESCO World heritage office.
- The **resource diversity** is ranked differently for the policy framework than for the individual case presented here. This is due to the RDC framework relying on funds from the founder counties and in two cases, one of them being the Tokaj Wine Regions, with additional funds through operational programmes. The individual frameworks, however, may foresee to apply for funds or cooperate with other organisations. For example, the Tokaj Wine Region cooperates with the UNESCO and applies for a diversity of funds, e.g. funds from National Geography.

In comparison to the broader policy framework, the description of soft characteristics changes with regard to the case studies in particular in one aspects: The RDCs are foreseen to target specific needs, e.g. the development of the wine region. Though the activities can be manifold, the policy context and focus is much more concrete in the regional cases.

Main case study characteristics

	Dimension	Policy framework characteristics	Case study characteristics
Policy context	Strategic ambition	<ul style="list-style-type: none"> - The policy framework of the Regional Development Council offers opportunities for regions to develop a joint strategy. - The general idea of the RDCs is to develop strategic long-term goals around territorial assets. The RDCs shall open-up the opportunity to cooperate around these particular joint development objectives. These are defined in the process of the RDC development, and differ from one RDC to another. - Two RDCs (Lake Balaton Development Council and Tokaj Wine Region's Regional Development Council) are highlighted and considered to have special functions defined already in the law and their set-up needs to meet more specific criteria according to the regulation. This is to devote a more strategic position to them in the realisation of not only regional, but national territorial development policy perspectives as well. 	<ul style="list-style-type: none"> - The Tokaj Wine Region Development Council has a rather long-term strategic goal to preserve and develop the Tokaj Wine Region as an economic, cultural and environmentally intact region. - The region has in addition been appointed to be one of the Priority Business Regions for tourism development within Hungary, and is therefore now a touristic destination recognised at the national level.
	Degree and type of formalisation	<ul style="list-style-type: none"> - An RDC itself is a formal body with a legally limited composition: it must comprise each president and 1-1 extra representative from the concerned county councils, the representatives of the chambers of commerce, the head of the territorial government offices and the chief architect of the state. The RDCs idea is to have a flexible governance set-up apart from this general framework. 	<ul style="list-style-type: none"> - The RDC Tokaj Wine Region is a formal body according to the regulation.
	Resources	<ul style="list-style-type: none"> - The RDCs are funded through the founder counties budgets. The Tokaj Wine Region in addition, together with Lake Balaton Development Council, receives support from the state. - RDCs develop a strategic orientation document for the territorial development in order to obtain the funding through ESIF Operational Programmes. 	<ul style="list-style-type: none"> - The RDC Tokaj Wine Region is funded through state-money regarding their support structure of 15 people in Budapest and Tokaj, including the secretariat in support of the UNESCO World Heritage site. This is fully integrated. - The projects and activities foreseen are financed by external sources. The main source is the Operational Programme. Others are UNESCO Programmes or recently a project arranged by National Geographic around Wine Regions.

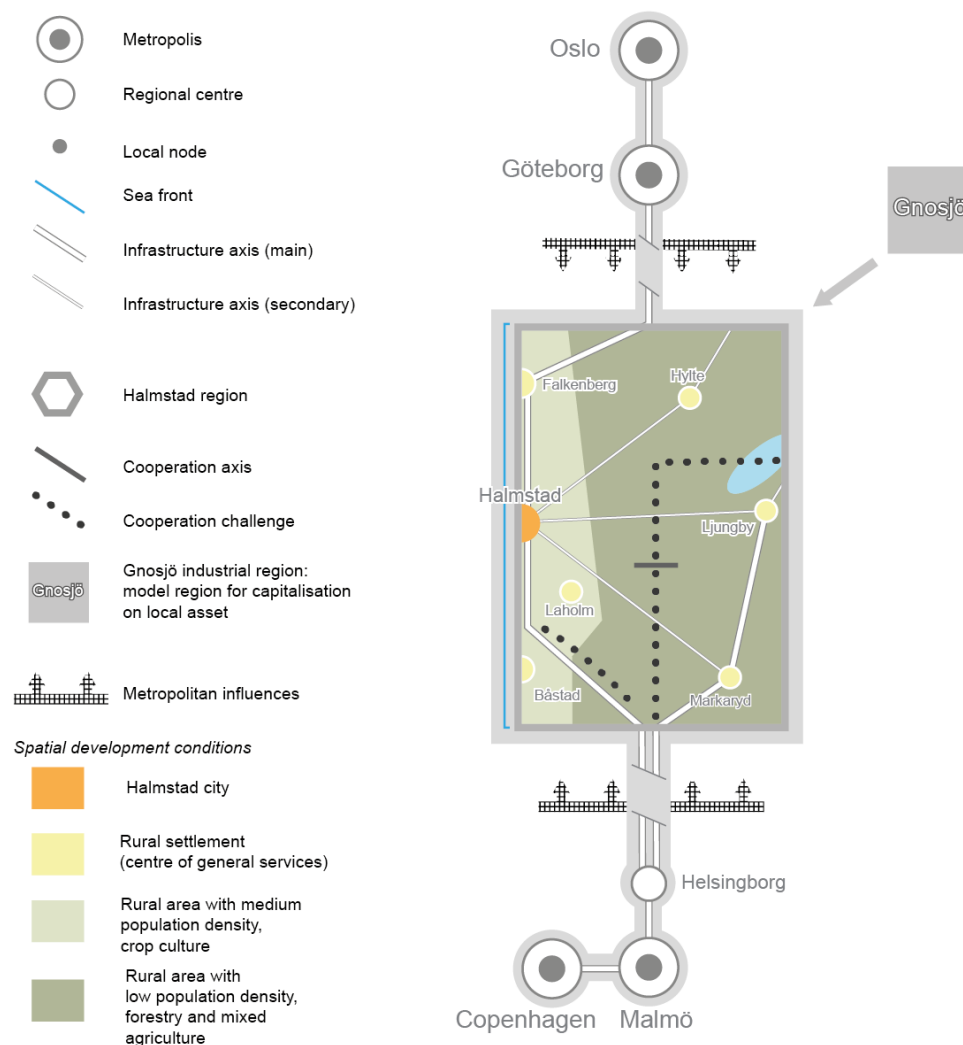
	Dimension	Policy framework characteristics	Case study characteristics
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - The framework targets the regional level, offering the new set-up of territorial perimeters crossing the existing regions. - Once set-up the RDC is however rather static. - The search for this new perimeter can be understood against the background of the territorial reforms in Hungary following the break-down of the Iron Curtain and the UDSSR. The Act XXI of 1996 on Regional Development and Physical Planning offered the opportunity to develop RDCs and respective agencies. These were located at NUTS 2 level, which was not very popular in Hungary. Following the 2012 reform, the RDCs were then transformed into a fuzzier way of cooperation from a more territorial than administrative point of view. The 9 RDCs nowadays cover parts of 16 out of 19 Hungarian counties. 	<ul style="list-style-type: none"> - The RDC Tokaj Wine Region encompasses 27 municipalities in the Northeast of Hungary. - The different territorial perimeter of the UNESCO site and the RDC are a challenge with regard to the development of the strategic plans both for the heritage site and the strategic development plan for the region.
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - The timeframe is open-ended. 	<ul style="list-style-type: none"> - The timeframe is open-ended. However, since this RDC is relatively new and was established only in 2014 the continuity of this cooperation remains to be seen.
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - The actors involved are the counties and the municipalities. The formal governance structure comprises it must comprise each president and one extra representative from the concerned county councils, the representatives of the chambers of commerce, the head of the territorial government offices and the chief architect of the state. - They can be either organised through an agency or have their offices located in the respective councils. 	<ul style="list-style-type: none"> - The RDC Tokaj Wine region includes the municipalities, councils and has the national level formally involved due to their special status. - The RDC Tokaj Wine Region is organised in an agency.

	Dimension	Policy framework characteristics	Case study characteristics
Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> - The areas of intervention can be manifold - Development of the Wine Region - Sustainable development of a lake region - Enhancing touristic attractions - Promotion and development of a highway development - Preserving natural sides - Rehabilitating certain sections of the Danube - Territorial development in regions affected by climate change - Preserving natural, human and economic resources 	<ul style="list-style-type: none"> - The areas of intervention in the region focus around tourism development, the art of wine making, the cultural heritage and the preservation of the UNESCO World heritage site
	Kind of activities	<ul style="list-style-type: none"> - The activities are different and were foreseen under the gateway investment fund. 	<ul style="list-style-type: none"> - The activities include the development of bike lanes, workshops to develop better wine quality, new technical possibilities or the wine yards, infrastructure development and the creation of tourist attractions.

04 Halmstad

Geographical setting

Figure 17: Mapshot Halmstad cooperation



Source: ESPON Actarea (2017)

The municipality of Halmstad and the six neighbouring municipalities that have agreed to cooperate, position themselves “in the Oslo-Öresund growth axis”. They are located between Gothenburg and Malmö. Travel times between the town of Halmstad to the centres of both these metropolitan areas are just over 90 minutes. Halmstad and its neighbouring municipalities are therefore in most respects beyond commuting distance to these areas and need to generate its own growth and job dynamics. With trends towards increasing metropolisation, with a concentration of economic activities around Malmö and Gothenburg, there is a fear among local stakeholders that Halmstad and its surroundings will end up in a ‘growth shadow’ (“*Tillväxtskugga*”).

The seven municipalities cover an area of almost 6,900 km², which implies that the cooperation area is 30% larger than the canton of Valais (Wallis) in Switzerland. In this extensive area, the total population is only 230,000 inhabitants, i.e. 30% less than in Valais. Over the last decades, coastal parts have experienced stable population growth, while trends have been more mixed in inland areas.

The emerging 'Halmstad region' includes components of three regions: Skåne (Båstad municipality), Kronoberg (Ljungby and Markaryd municipalities) and Halland region. Halmstad is the capital of Halland region, the cooperation process is at an early stage. So far, the Halland region has supported the cooperation actively, the Kronoberg region has expressed its support without contributing to it actively, and the larger Skåne region has not answered requests.

The emerging 'Halmstad region' is contiguous to the Gnosjö region, which is renowned for its entrepreneurial spirit and dynamic manufacturing industry in a predominantly rural setting (so called 'Gnosjö spirit'). The Halmstad area shares some of the same characteristics, and would like to capitalise on them.

In this area, the town of Halmstad is the only major urban node. It hosts a university ('*högskola*'). Halmstad-elected representatives and senior officials only recently became aware that neighbouring municipalities were prepared to let them play a leading role in development processes. This resulted from the organisation of joint meetings.

Policy framework and existing collaborations

The Halmstad cooperation initiative has not emerged within a national or regional policy framework. On the one hand is a reaction to strategic options in the national strategy for regional growth, on the other hand, its activities are funded by a national programme.

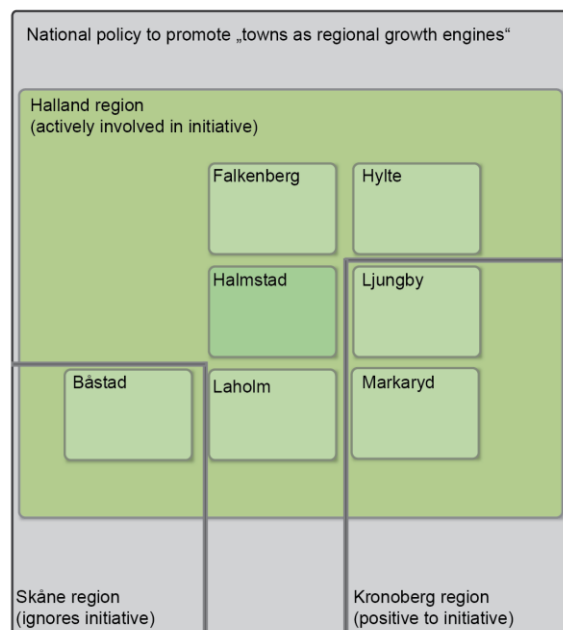
The *National Strategy for Sustainable Regional Growth and Attractiveness* mentions the importance of enhanced cooperation between regions for physical planning and housing (Swedish government, 2015: 36). However, it is not specified how this should be implemented, and this aspect has not been prioritised. Over the last decade, Swedish authorities at the NUTS3-level have been going through a progressive transformation of counties (*län*) into regions; this has in particular implied that they have taken over responsibility for development issues. In this context of administrative transformation, it may be difficult to envisage inter-regional cooperation in parallel. Towns such as Halmstad, on which the direct influence area includes components from three regions, may in this context find it difficult to establish a cooperation with relevant partners.

Furthermore, for over a decade, the notion of 'regional enlargement' ('*regionförstoring*') has been central in Swedish debates. This approach has two components: one the one hand, one observes an extension of commuting ranges, as a result of improved transport infrastructure. This generates larger functional regions. On the other hand, some local labour markets are identified as too small and undiversified to be resilient and/or competitive. 'Regional

enlargement' can be a policy objective in its own right in these areas, i.e. generating larger and more robust functional entities. However, it has recurrently been discussed whether such regional enlargement is sustainable, both with respect to energy consumption and emissions linked to transport, as well as to quality of life (especially for children of parents whom are absent a large part of the day) (Boverket, 2005). In the case of Halmstad, caught between the influence areas of Gothenburg and Malmö metropolitan areas, regional enlargement implies establishing a form of 'smart specialisation' that makes it possible to counter possible centralising trends.

In these efforts, they have been supported by the Swedish Agency for Economic and Regional Growth ('Tillväxtverket'). The Agency has set up a funding scheme targeting these cities, which seeks to develop new knowledge, invest in development projects and create forums for the exchange of knowledge and experiences between a wide range of stakeholders. Most involved towns can be described as 'inner peripheries', located in between or in the shadow of Sweden's main metropolitan regions: e.g. Halmstad (between Göteborg and Malmö), Trelleborg (south of Malmö), Jönköping (in the middle of the southern Sweden triangle formed by Malmö, Göteborg and Stockholm), Blekinge region (at Sweden's south-eastern edge). Their thinking on how to position themselves strategically to effectively function as regional 'growth engine' leads stakeholders to envisage collaborations beyond administrative borders and to assess their positioning in wider metropolitan and urban networks (e.g. in the cases of Halmstad and Gävle).

Figure 18: Cooperation map



Source: ESPON ACTAREA (2017)

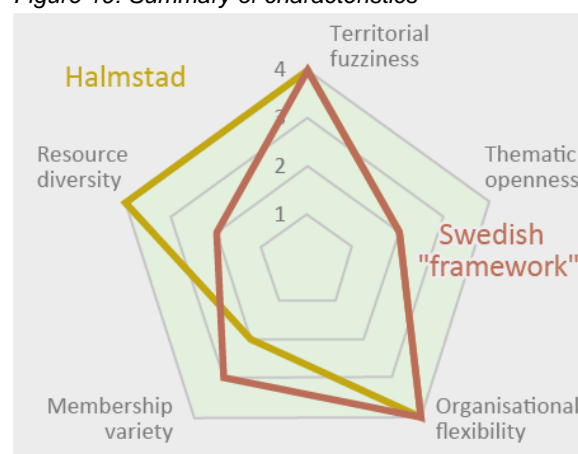
Synthesis of the case study

The main purpose of the cooperation is to develop the capacity to act jointly, proactively, and strategically in the field of economic and social development. The cooperation has the ambition to adopt an action plan during 2017, and to initiate concrete actions in 2018.

Figure 19 below synthesises the characteristics of the Halmstad cooperation initiative:

- Its **territorial fuzziness** is maximum, as the preparedness to integrate additional territories is an important characteristic from the start. Swedish national policies regarding soft forms of territorial cooperation (which are not explicit but a sum of different incentives and instruments) have the same score, but for a different reason: Swedish national authorities have chosen not to have an *a priori* doctrine on the types of territorial cooperation to be promoted, but support selected local and regional initiatives.
- Part of the reason for which the Halmstad initiative received national support was that its thematic focus is well aligned with national priorities, i.e. primary focus on growth and innovation combined with a preparedness to expand to other topics when this appears purposeful. They therefore converge with respect to an intermediate **thematic openness**.
- **Organisational flexibility** is maximum in the Halmstad cooperation initiative, as they would like to preserve a slim and non-bureaucratic approach to cooperation. At the national level, there is no guidance with respect to the organisation of soft territorial cooperation.
- While the national model foresees a **wide membership**, the Halmstad cooperation first focuses on bringing together public organisations, with the possibility of progressively incorporating other actors at later stages. Currently, they are informed about the initiative without being invited to participate actively.
- The Halmstad initiative draws on a **diversity of national and local resources**, while the national framework is a traditional project funding scheme.

Figure 19: Summary of characteristics



Source: ESPON ACTAREA (2017)

Main case study characteristics

	Dimension	Potential characteristics	Case study characteristics
Policy context	Strategic ambition	<ul style="list-style-type: none"> - The Swedish National Strategy for Regional Development mentions the need for inter-regional development, but does not propose ideas on how to implement it. - The main focus is on regional enlargement – i.e. making local labour market larger, more diverse and robust. This is primarily done by improving transport infrastructure. - In parallel, there are national initiatives to support cities and towns that would like to play a more active role as “regional growth engines” <p>Overall, Swedish authorities tend to set up a ‘competitive’ and ‘open’ model of territorial cooperation beyond administrative borders. Inner peripheries caught between different metropolitan influence areas may find it difficult to assert themselves in such a model, but may get some financial support from specific funding instruments. A Parliamentary enquiry into the ‘capacity of municipalities to face future societal challenges’ has just been initiated. This enquiry will address new form of intermunicipal and interregional cooperation.</p>	<ul style="list-style-type: none"> - The long term objective is to ensure that Halmstad and its surrounding do not develop into an inner periphery caught between the influence areas of Malmö and Gothenburg - The concrete ways in which this is going to be achieved are very open. The action plan is foreseen to be finalised in 2017 - The general principle is to capitalise on own strengths together and to develop a truly local strategy of ‘smart specialisation’ - Accompanying local manufacturing industry in their transformation process (to “manufacturing 2.0”) - Capitalise on local tradition for entrepreneurship, inspired by the ‘Gnosjö spirit’ in neighbouring Småland.
	Degree and type of formalisation	<ul style="list-style-type: none"> - There is no formalisation of cooperation agreements - Preserving municipal autonomy is a particularly important concern in Sweden 	<ul style="list-style-type: none"> - Compared to the cooperation around the neighbouring city of Helsingborg (‘Familjen Helsingborg’), Halmstad would like to keep this informal and reduce institutionalisation to a minimum - The steering group is composed of representatives of 7 involved municipalities (‘Kommunsjefer’) and by a representative of Halmstad University - Halmstad city authorities realised that surrounding municipalities wished them to take a lead in development issues. <p>Possible conflicts with principles of municipal autonomy may occur, but have not yet been addressed</p>

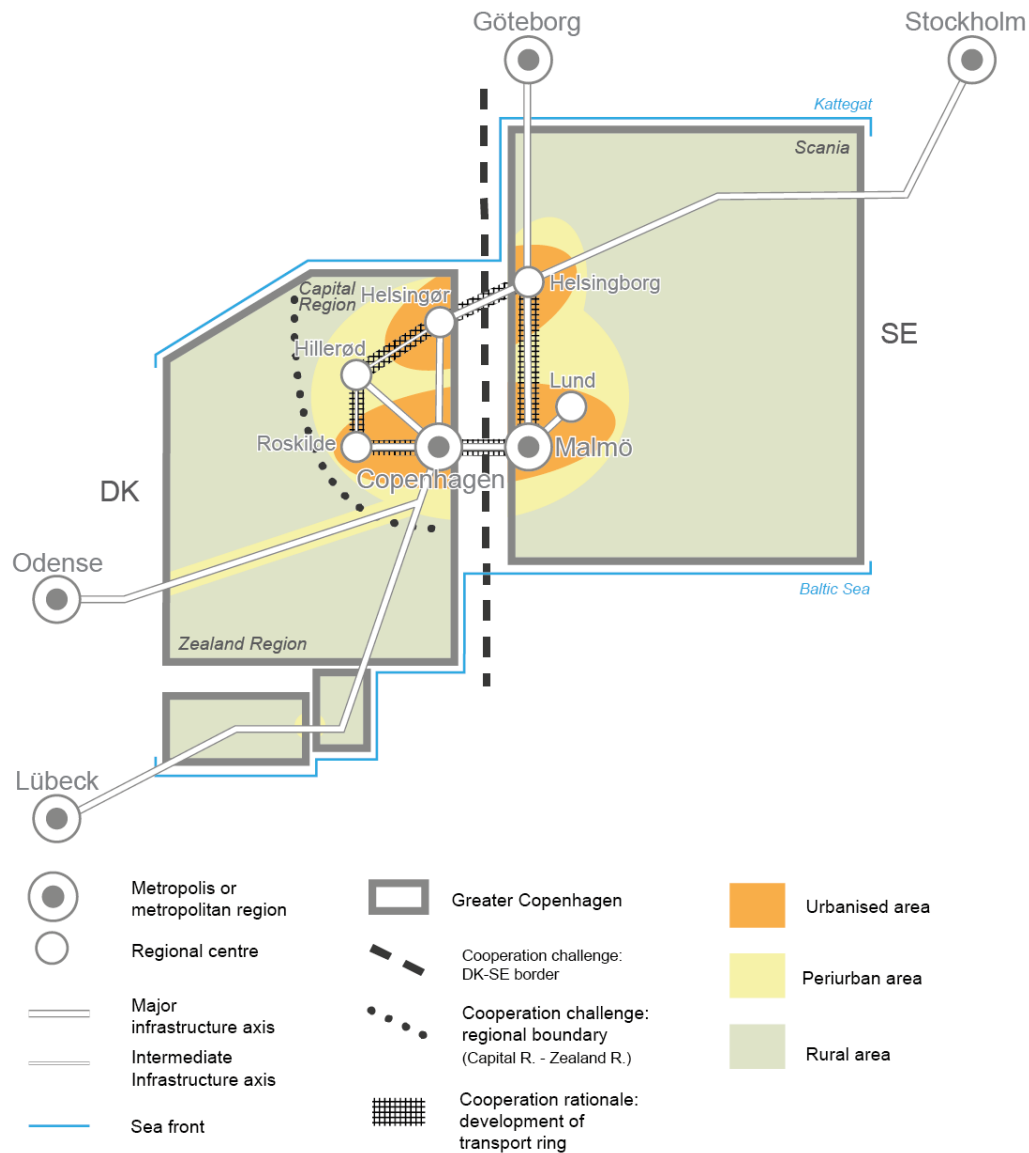
	Resources	<ul style="list-style-type: none"> - Financial resources are available from the funding scheme of the Swedish Agency for Economic and Regional Growth ('Tillväxtverket') 'Towns and cities as regional growth engines' 	<ul style="list-style-type: none"> - The initiative is funded by the Swedish Agency for Economic and Regional Growth. Their office in Gothenburg suggested that they should apply under the funding scheme 'Develop cities and regional growth engines' - The process is based on a series of common workshops, which are followed up by workshops within each of the involved organisations to embed results within each of them.
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - Swedish authorities tend to set up a 'competitive' and 'open' model of territorial cooperation beyond administrative borders, in which local initiatives are encouraged and, in many cases, supported but very limited national guidance is provided. 	<ul style="list-style-type: none"> - The group is constituted of municipalities that wished to cooperate with Halmstad. However, there is a clear realisation that Halmstad needs to position itself in a wider territorial context to succeed. The idea is to generate achievements that would make the Halmstad region a more attractive a more attractive cooperation partner and progressively make it possible to extend the cooperation. - The 7 involved regions span over three regions.
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - There is no time frame 	<ul style="list-style-type: none"> - The cooperation just started - Up until recently, Halmstad city authorities failed to realise that surrounding municipalities expected them to take a leading role in development activities and were prepared to be associated in processes under their leadership. - This realisation has generated a whole new perspective for local and regional cooperation - The ambition is to change the position of Halland on a medium to long term, establishing it as a central node between Malmö/Greater Copenhagen and Gothenburg. - In the short term (2018), additional funding sources will be looked for.
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - The Swedish model is open to all types of initiatives, with different levels of involvement of public and private stakeholders. - Interaction with research milieus and higher education facilities is recurrent. 	<ul style="list-style-type: none"> - The main involved actors are the municipalities and the University - Region Halland is participating actively - Region Kronoberg announced that they were positive, but did not show up at the launching event - Region Skåne has not responded to invitations to contribute - Representatives of local economic actors are involved

Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> - Cooperation focuses on strategy elaboration, generally with a strong strategic spatial planning dimension. - The approach is integrative. - Knowledge-based development is generally central, and promoted by national authorities. 	<ul style="list-style-type: none"> - The main focus is on capacity building (including avoiding brain drain), entrepreneurship, attractiveness
	Kind of activities	<ul style="list-style-type: none"> - The focus is knowledge-building and on networking platforms. Activities are further specified by each local and regional authority. 	<ul style="list-style-type: none"> - The main activity at this early stages is workshop to develop a community of intent - The foreseen output by the end of 2017 is an Action Plan

05 Danish Business Regions and the Greater Copenhagen Business Region

Geographical setting

Figure 20: Mapshot Greater Copenhagen Business Region



Source: ESPON ACTAREA (2017)

The Danish Business Regions are a policy framework that allow municipalities and regions to cooperate in a new, not predefined and soft framework (Jahn Hansen, 2017). In short, the Greater Copenhagen cooperation is a business partnership between municipalities and regions in eastern Denmark and southern Sweden. The main aim is to promote business and growth in the region for example by attracting foreign companies and investments. In order to facilitate collaboration and growth development across administrative boundaries, the Greater Copenhagen cooperation was formed.

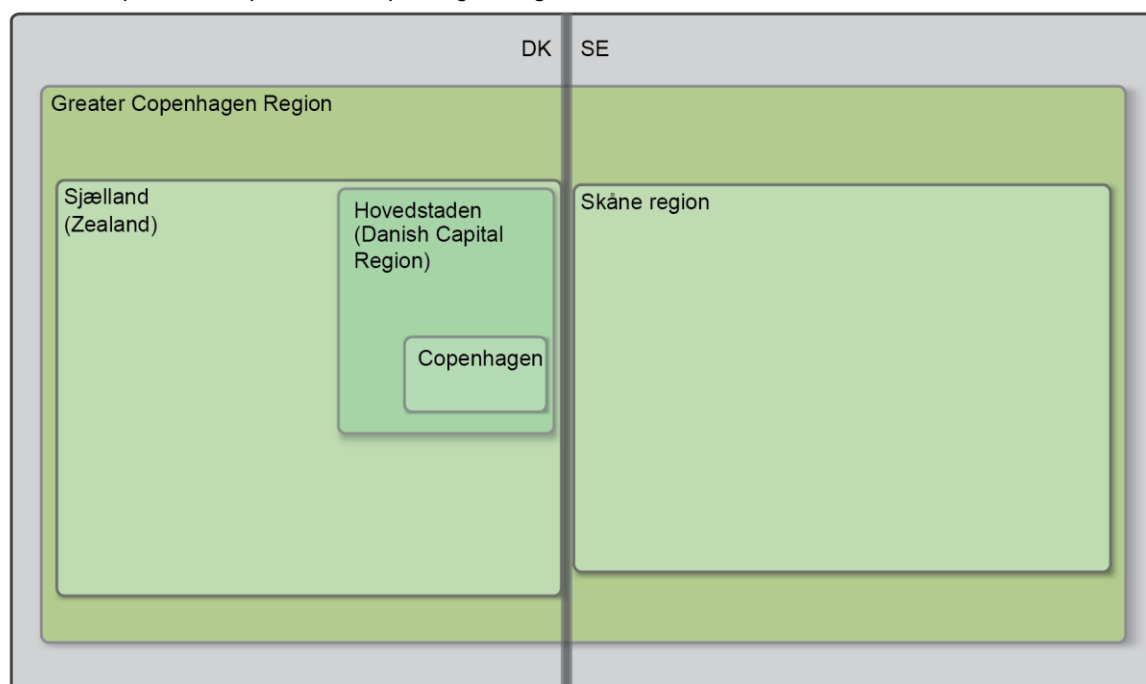
These developments followed the Øresund Cooperation which was primarily developed to support the development of the respective Øresund bridge. Swedish and Danish politicians developed the idea to transform the existing cooperation into a new organisation, which aims to further intensify cooperation between the Danish Capital Region, the Region of Zealand and the Swedish region of Skåne. Starting the process in 2013, the Greater Copenhagen Region was established as a Business Region and became operational in 2016, with an office in Copenhagen. The area covered includes these three regions with more than 4 million inhabitants. Generally, the 79 municipalities play an important role.

In general, the driving force for the cooperation in the region is the idea to better connect Sweden and Denmark, which are separated by the sea, through a northern and a southern connection point. In the north, the city of Helsingborg in Sweden and the city of Helsingør in Denmark are connected via ferry at the narrowest point of the belt, the strait of the Øresundbelt. In the south, the two major centres of Copenhagen and Malmö are important growth poles in the region. Since the completion of the bridge in 2000 these two major centres are connected via a rail and road bridge. However, the idea was first proposed in the 1930s. Due to different disagreements over time, the development of the connection between the Scandinavian peninsula and central Europe took several decades. This historic cooperation gap shall be overcome with the Business Region and its cross-border approach.

These four cities with their urbanised and peri-urbanised areas are somewhat the core cooperation area. Copenhagen as the biggest and fastest growing city, gave the name to the region. Despite some initial concerns, the name was accepted by the Swedish Region as well, as the actors somewhat buy a brand, a name that is known abroad. In order to further support growth and development in the region, the Greater Copenhagen Cooperation supports the development of transport axis connecting the major cities through facilitating a dialogue between stakeholders, as well as aiming to attract foreign investments. The support of cross-border commuters is another objective.

Policy framework and existing collaborations

Figure 21: Cooperation map Greater Copenhagen Region



Source: ESPON ACTAREA (2017)

The Greater Copenhagen & Skåne Committee is a political collaboration connecting southern Sweden and eastern Denmark. The members of the committee are the three regions (Zealand, Capital Region of Denmark, Skåne) and 18 other members, 9 Danish and 9 Swedish members. The Danish and Swedish members represent the 76 municipalities as they are individually involved in the committee. The committee is chaired by Sweden and Denmark following a rotating principle.

Generally speaking cross-border cooperation in the region has long-lasting tradition and many collaborative cross-border initiatives can be identified. However, in terms of political-administrative cooperation instances, the Greater Copenhagen cooperation itself represents the most important one. It is a successor of the Øresund cooperation. In addition, the Interreg Öresund-Kattegat-Skagerrak is an important backbone for joint projects and activities.

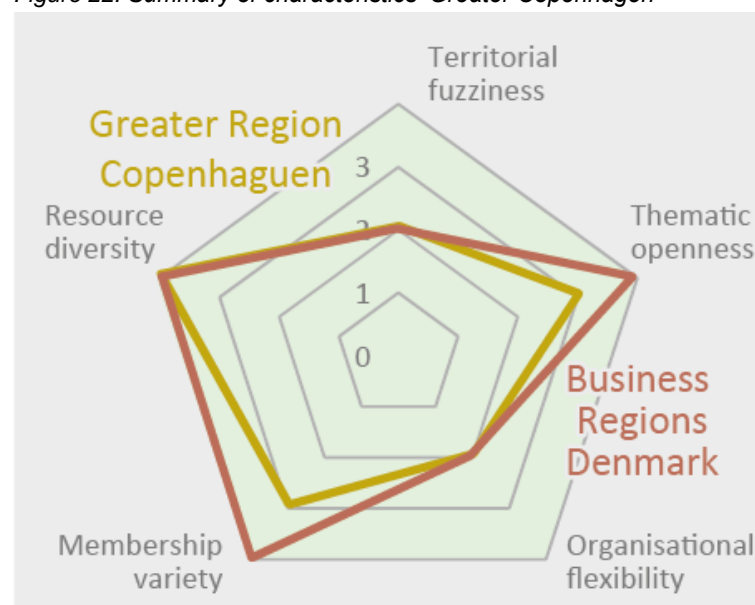
Synthesis of the case study

The development of the Business Region Greater Copenhagen with its head office in Copenhagen is an example of a new type of cooperation in Denmark. Following considerable reforms of the capacities and the role of Danish regions and municipalities, the Business Region concept provides an opportunity to collaborate across municipal borders. At the same time this new type of cooperation comes at a time of an ever more important narrative around growth and business orientation in regional development in Denmark. The Greater Copenhagen region provides a new cooperation, as well as a new brand for the cross-border region of Sweden and

Denmark. Through the joint committee the cooperation has been institutionalised. The main activities are for example, the development of campaigns for the region and the establishment of Greater Copenhagen as brand. In addition, the committee provides a forum to develop and discuss policy agendas, e.g. the development of joint priorities for transport developments.

The Danish Business Regions as a policy framework is open to many different kinds of implementation, whereas once implemented the concrete cooperation instances often have few soft features.

Figure 22: Summary of characteristics 'Greater Copenhagen'



Source: ESPON ACTAREA (2017)

The spidergraph synthesises the characteristics of the case study in a very condensed way and is based on the analytical insights presented in the table below. We see here (clock-wise direction) that

- The **territorial fuzziness** of the policy framework and the case of the Greater Copenhagen Region is moderate. In general, the cooperation is based on the idea of pooled perimeters of regional and municipal bodies. However, the size of the perimeter addressed may differ. The practical implementation and the 9 business regions developed so far are similar in size. Once established there is a theoretical openness to include more and new members, however in practice this is not happening often. For example, the case of the Greater Region Copenhagen has since its establishment remained with the same setting. Changes to the perimeter are to be expected at any moment.
- The **thematic openness** of the concept of Business Regions is very high. In principle, cooperation in the different regions can focus around everything that regional stakeholders consider of importance, and choose as their focus for cooperation. The

agendas and themes address both the kind of activities, as well as change within the Business Regions. The example of the Greater Copenhagen region shows a huge thematic diversity. The limitation is that activities are in one way or the other related to the narrative of growth. The contribution to themes of spatial planning, in particular transport development, is often rather coordinative, as opposed to concrete implementation activities being carried out in this context.

- The **organisational flexibility** is ranked moderate. In general, different set-ups are possible. In practice most of the Business Regions have established some kind of secretariat and spokesperson. In the Copenhagen case an office with staff has been set-up and a formalised committee has been formed. After an initial phase discussing the organisational setting the cooperation is now rather stable.
- The **membership variety** is ranked high. The Business Region concept as such allows different stakeholders to become member. The organisational setting is defined by the regions and hence involves in most cases public administrations, but may also involve businesses. In the case of the Greater Copenhagen region, ranked lower than the policy framework in the spidergraph, the formally only admits public administrations from the regional and the local level as members. However, involvement of businesses is frequent in a variety of cooperation activities.
- The **resource diversity** is ranked high. There is a high dependency on the funds from regional administrations. However, depending on the activities the funding may come from a wide range of resources. This may include European funded research projects, infrastructures funds or private investments. In the case of Greater Copenhagen, basic funds are provided by the public administration to finance staff and some minor projects. In addition, certain projects might be financed, and projects funded through other sources are discussed and developed in the context of the Greater Copenhagen cooperation. One example is the campaigns developed to promote the Greater Copenhagen region as a business-friendly development, where existing funds were used. Another example is the support of discussions around priorities of transport development facilitated through Greater Copenhagen cooperation. The latter is a politically discursive process. In general the activities are multi-sectoral, integrated and have a long-term territorial vision related to the business development.

Main case study characteristics

	Dimension	Policy framework characteristics	Case study characteristics
Policy context	Strategic ambition	<ul style="list-style-type: none"> - The cooperation in the Business Regions provides a framework to develop common policy priorities, strategic milestones and concrete projects to strengthen the framework conditions for growth in close collaboration between municipalities, sometimes involving the respective regions in their governance structure. By 2017 nine business regions have been formed. - Business regions developed in the wake of a territorial reorganisation, which gave more competences to the local level. In return, a certain need arose that municipalities are provided a framework in which to collaborate across administrative boundaries. Following an ever increasing importance of growth and businesses, the business regions concepts is focussing on many regions as a promoter of regional development and cooperation for driving economic development. Business regions' raison d'être is a thorough recognition among the municipalities that one is stronger together to create growth than individually. - There is a common understanding of the concept of a business region between the different regions. However, the division of labour and organisations differs considerably. Most business regions provide a close link with the business and industry partners. - In order to achieve the main strategic ambitions -which in most of the regions focus on growth-different policy fields and activities are identified. Some business regions include planning relevant policy questions around transport or area planning. The cooperation occurs bottom-up. 	<p>The Greater Copenhagen Region is an open cooperation concept between the two Danish Regions of regions Zealand and the Capital region, and the Swedish region of Skåne and 76 municipalities. The main strategic goal is to promote growth between the metropolitan areas, with a focus Copenhagen and Malmö. This focus relates to the history of the cooperation. A former cooperation in the region, the Øresund cooperation was established to develop the bridge between Denmark and Sweden. This new cooperation is a substitute for the Øresund cooperation. Albeit a new cooperation with new governance, new goals and new strategic ambitions, the historicity predefines a focus on the regional integration among the metropolitan areas. Another strategic goal is the connection between the cities in the region, with politicians from Helsingør and Helsingborg being instrumental in it.</p> <p>However, the main strategic goal of the Greater Copenhagen Region is to promote and support growth. As part of this the cooperation focuses on the direct links with businesses as well as the development of strategic goals and implementation activities to facilitate growth with the regional and local members, e.g. in the context of transport connections.</p>
	Degree and type of formalisation	<ul style="list-style-type: none"> - The political level drives the starting point from a concrete platform. Business regions consider themselves as an overall strategic law that sets a common policy direction for concrete collaboration projects. Business regions are formal cooperation with signed 	<p>The cooperation was initiated formally in 2016 following an agreement to change the Oresund cooperation. The Greater Copenhagen cooperation involved a new team of staff.</p> <p>The governance in Greater Copenhagen is organized around a political board (Greater Copenhagen & Skåne Committee), an administrative steering</p>

	Dimension	Policy framework characteristics	Case study characteristics
Geographical logic		<p>agreements by the municipalities and sometimes the regions.</p> <ul style="list-style-type: none"> - They are often institutionalised with an intermunicipal committee and a secretariat. This secretariat may be a cooperation in its own right or be commissioned to a member. - The partners can choose to be part of the cooperation and to stand outside of other parts. Cooperation is based on functional contexts. - A high level of volunteering often also characterises the structures in business regions. 	<p>committee and a coordination group, all of which consist of representatives from the three regions, and from representatives from the municipalities. They commission 9 representatives from the Danish side and 9 from the Swedish side. The committee counts 46 Danish and 33 Swedish municipalities. The Secretariat operates from Copenhagen</p> <p>Greater Copenhagen's Board of Directors appoints leaders to complete projects. These need to ensure that the specific initiatives are in line with the Boards political objectives. The leaders can be municipal, or regional employees as well as business operators. Meetings with the staff and the member organisations, or representatives from the Committee are held every second week.</p>
	Resources	<ul style="list-style-type: none"> - The Local Government Denmark KL (Kommunernes Landsforening) supports the municipalities' efforts to create growth and wish to contribute to increasing knowledge about business regions. - In general, however, the funding of the activities and the business regions depends on the decision of the business regions. The funding and the number of staff explicitly working on the business regions differs considerably. 	<p>Greater Copenhagen's enhancement is based on the members contributing to labour (wages) and, in addition, can choose to contribute with the specific projects they wish to enter into.</p> <p>From 1 January 2016, the lending of Greater Copenhagen of the Øresund Committee's fixed budget amounts to approximately 11 million DKK annually, which is continued in The Greater Copenhagen & Skåne Committee, which consists of five million DKK from both the Danish and the Swedish part, and one million DKK from the Nordic Council of Ministers. The funds are used for projects that support the cooperation as well as the wages of the secretariat.</p> <p>The staff in the Secretariat includes four persons.</p>
	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - Some collaborative constellations are relatively local and are constituted by a handful of municipalities (this is particularly true in southern Denmark), while other business regions cover considerably larger areas such as, for example, the whole of North Jutland or East Denmark. In fact, Greater Copenhagen is a cross-border business region, as cooperation also includes region Skåne and approx. 30 southern Swedish municipalities. 	<p>The territorial coverage encompasses the three Regions: Capital Region and Region Zealand, Region Skåne.</p>

	Dimension	Policy framework characteristics	Case study characteristics
Timeframe	Timeframe / Historicity / Continuity	<p>The timeframe is open-ended.</p> <p>The establishing years are manifold:</p> <ul style="list-style-type: none"> - Greater Copenhagen: since 2016 - Business Region North: since 2015 - Business Region Aarhus: since 2010 - The Triangle Region: since 2007 - Business Region MidtVest: since 2016 - Udvikling Fyn: since 2012 - Sydvestjysk Udviklingsforum: since 2008 - UdviklingsRåd Sønderjylland: since 2009 - However not all of these cooperation instances were directly linked to the concept of business regions, but to regional cooperation. Some changed the name and the cooperation set-up since this day of coordination. 	<p>The timeframe is open-ended.</p> <p>The first discussions started in 2013, however, the year of initiation of the cooperation coming into operation was 2016.</p> <p>The cooperation is often regarded as the replacement organisation of the former Øresund cooperation, which was established to develop the corridor of Copenhagen and Malmö with the bridge.</p>
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - The main stakeholders targeted with this framework are the municipalities - Greater Copenhagen - main city: Copenhagen - Business Region North - main city: Aalborg - Business Region Aarhus - main city: Aarhus - The Triangle Region - main city: Kolding - Business Region MidtVest - main city: Herning - Udvikling Fyn (Mostly Danish) - main city: Odense - Sydvestjysk Udviklingsforum (Danish only) - main city: Esbjerg - UdviklingsRåd Sønderjylland - main city: Sønderborg - In addition, there are in all business regions loose cooperation instances with business, education, business and interest organisations. Other actors play an active role in relation to development and business promotion. The existing cooperative constellations reflect the functional basis of the development work taking place in the country's business regions. 	<p>The stakeholders are Danish municipalities as well as the Capital Region and Region Zealand, Region Skåne and southern Sweden municipalities. More concretely, this encompasses 46 Danish municipalities as well as the Capital Region and Region Zealand as well as the Swedish region of Skåne and approximately 30 southern Sweden municipalities.</p> <p>Greater Copenhagen has close cooperation with business and other private actors to facilitate that the cooperation activities create the best possible conditions for business. By 2017 the main stakeholders involved in activities are the investor portal led by a German and Swedish operator, the One Point Entry Service, a Joint food venture, a lighting metropolis led by a private company, a tourism project led by municipalities, and private companies to develop a brand and allow international investors to be included.</p>

	Dimension	Policy framework characteristics	Case study characteristics
Patterns of intervention	Areas of intervention	<p>The areas of intervention can be diverse:</p> <ul style="list-style-type: none"> - Attracting labour, investment, tourists and supporting companies' export opportunities - Infrastructure development - Focus on regional business strengths - Create a better match between workforce demand and supply - Support the development of intermunicipal services 	<p>The activities are manifold and range from the support of political decision making to the support of concrete implementation activities to develop a brand. In the case of the Greater Copenhagen area the three main areas of intervention of the last years were focussing on the development of an agreement for transport priorities between the local and regional stakeholders, the development of a brand and campaigns of the Greater Copenhagen area for international marketing purposes, and a support structure to facilitate commuting for workers across the borders.</p> <p>Areas of intervention are also:</p> <ul style="list-style-type: none"> • Joint food initiative • Tourism • Lighting Metropolis (lighting and smart city) • Support the joint marketing of 'Greater Copenhagen'. • Work to create a strong international infrastructure. • Support the attractiveness of investors, tourists, businesses and talents. • Work for an integrated and sustainable growth region, including influencing the laws and barriers that are considered to be barriers to growth.
	Kind of activities	<ul style="list-style-type: none"> - The activities are different but relied to the strategic ambition of the framework 'Business Regions Denmark'. 	<ul style="list-style-type: none"> - The European Spallation Source (ESS) and MAX IV: Cross Border Science and Society is one of the projects, focusing on identifying and overcoming the current barriers, particularly concerning citizens from outside the European Economic Area. - The ESS aims to be the world's leading centre for life sciences and materials research based on neutron sources. ESS and the X-ray Synchronous Synchronization MaX iV, are being built in Lund, while the associated data processing center, the AMS Data Management and Software Center (dMsC), is located in Copenhagen . - Increased cooperation and coordination in business promotion: As part of Greater Copenhagen's efforts to target business promotion, Copenhagen Capacity now helps foreign investors, companies and professionals to identify and develop business opportunities throughout the Greater Copenhagen region. In the Danish part of Greater Copenhagen, the two Growth houses cooperate more closely than before, including Have entered into a

	Dimension	Policy framework characteristics	Case study characteristics
			<p>joint agreement with the two Growth Houses for 2016, and there is a process of coordinating green business efforts in the region.</p> <ul style="list-style-type: none"> - Joint Investor Portal: Greater Copenhagen has collaborated with Copenhagen Capacity and private companies to develop a common investor portal, which provides national and international investors and contractors with an overview and detailed information about unusual construction and development projects. - Development of campaigns to promote the brand and the business orientation and culture in the region. <p>Albeit the cooperation is instrumental in bringing the stakeholders together and providing a framework, the implementation activities itself are often focussed around business developments coordinated by the secretariats activities. Also, and importantly, the cooperation provides a framework for the political board and members to further decide upon political priorities that then may be decided upon in other contexts, e.g. the transport network development in the Greater Copenhagen area.</p>

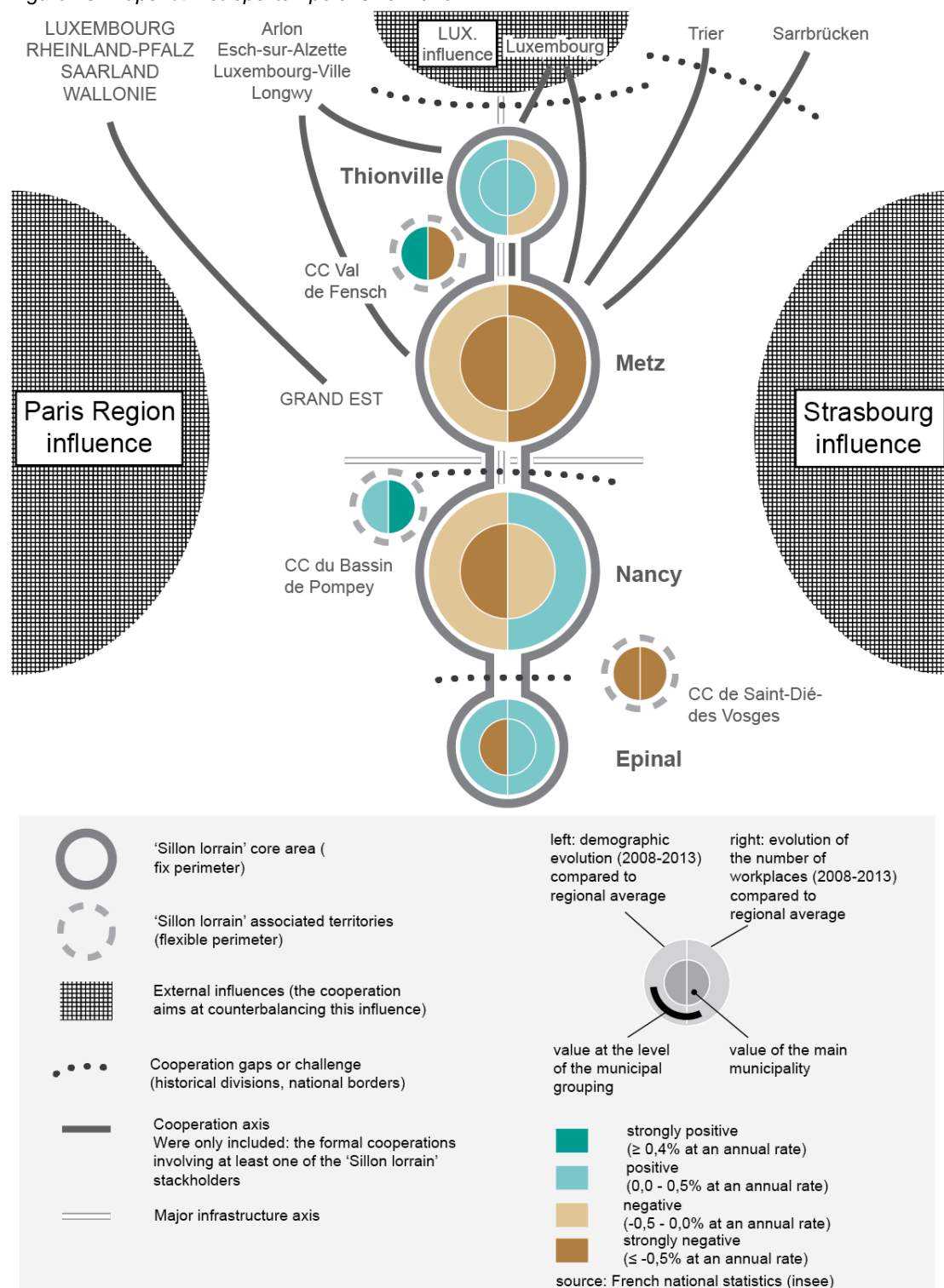
06 European metropolitan pole 'Sillon lorrain' / Pôle métropolitain européen du Sillon lorrain

Geographical setting

The 'Sillon lorrain' is a network of four cities and their related intermunicipal bodies (from the north to the south): Communauté d'Agglomération Portes de France – Thionville, Communauté d'Agglomération Metz Métropole, Grand Nancy, Communauté d'agglomération d'Epinal). They are situated in the same administration region 'Grand Est' in three different *département* ('Meurthe et Moselle', 'Moselle', 'Vosges'). It formally associates three other territorial entities which are invited to participate to specific projects (Communauté de communes Val de Fensch, Communauté de communes du bassin de Pompey, Communauté de communes de Saint-Dié des Vosges). The four urban areas didn't face the same kind of demographic and economic evolutions in the last decade. The central municipalities of the two main cities recorded an important demographic decline; this decline was slightly lower in their suburban areas. In the meantime, Thionville (city and EPCI - Etablissement public de coopération intercommunale) recorded a strong demographic growth. In terms of employment statistics, Nancy and Metz urban areas faced a diverging evolution. The number of workplaces grew in the 'Grand Nancy' while it declined in Metz agglomeration. These demographic and employment dynamics are related to the uneven proximity to Luxembourg and the uneven benefits taken from new infrastructures (high-speed rail from 2008).

The cooperation emerged as a network of cities in the 1990s to advocate for the metropolitan status of the urban region and counterbalance three main external metropolitan influence (from Paris region, Strasbourg and Luxembourg). The 'Sillon lorrain' evolves in an already dense inter-territorial cooperation landscape (see institutional mapping), but these collaborations mainly involve the northern part of the network (Thionville and Metz) because of striking cross-border issues (public transportation, cross-border employment).

Figure 23: Mapshot Metropolitan pole 'Sillon lorrain'



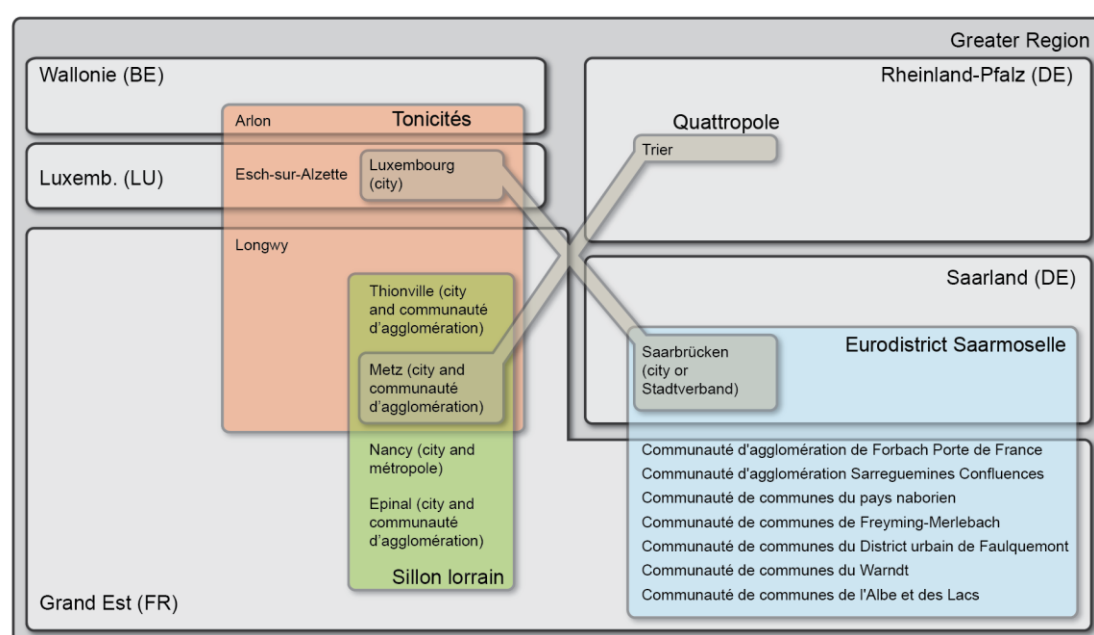
Source: ESPON ACTAREA (2017)

Policy framework and existing collaborations

The regional cross-border cooperation landscape is dense. Three cross-border cooperation networks involve either members of the 'Sillon lorrain' or neighbouring territories: Tonicités (created in 2006), Eurodistrict SaarMoselle (created in 2010 as a EGTC), Quattropole (2014). These networks aim at creating arenas to support cross-border mobility, common public services and urban development.

The Greater Region framework encompasses all these initiatives and involves Grand Est (FR), Luxembourg, Wallonie (BE), Rheinland-Pfalz (DE), Saarland (DE). It gained a new momentum in the last years through the vision of a 'cross-border polycentric metropolitan region'. The 'Sillon lorrain' aims at the recognition of the French urban interests in the framework of the Greater region. In this sense, the Council of the 'Sillon lorrain' made public statements on the project of a new North-South transnational motorway (A31b) in June 2015 and on the transnational railway development scheme produced by the French National Railway Company (SNCF) in November 2015.

Figure 24: Cooperation map



Source: ESPON ACTAREA (2017)

Synthesis of the case study

The strategic ambition is to foster initiatives which promote the metropolitan identity of the four members. Therefore, the metropolitan pole acts as a facilitator for projects led by the members (local public authorities) and functions as lobby for the entire network, e.g. to target potential investors for instance. The MP is an 'open-ended' process which could include actions in various policy sectors (to be determined by the members – Thematic openness: 3). Between

2012 and 2017 it mainly focused on five sectors: digital economy and innovation (through a triple-helix platform under the LorNTech brand), culture (through the development of digital library tools and the digitalisation of regional archives), tourism (through the promotion of a cross-border touristic offer with the neighbouring regions), business attractiveness (through a common advertising of the metropolitan region as a place to invest) and mobility/public transportation (through the development of cross-border mobility schemes). Even though it recently developed toward the drafting of spatial schemes, the concrete actions are related to the implementation of projects.

The MP operates through formal institutionalised structures (Organisational flexibility: 2) including a council which gathers elected representatives of each EPCI (21 representatives) and a board which prepares the work to be achieved during the meeting of the council; four thematic commissions (on metropolitan projects and engineering, territorial services and networks, strategy and cooperation for the 'Grand Est' region, cross-border exchanges and European flows); a Metropolitan Conference which gathers representatives of the metropolitan pole and representatives of 'associated territories' (described below), as well as other regional or neighbouring public stakeholders. Resources allocated to the metropolitan pole are limited (Resource diversity: 2). A permanent team organises the work of the metropolitan pole (coordination of actions, preparation of project calls, communication). The team comprises 4.5 full-time positions. The 'Sillon lorrain' solely relies on the political and financial support of its members which contribute on a demographic basis.

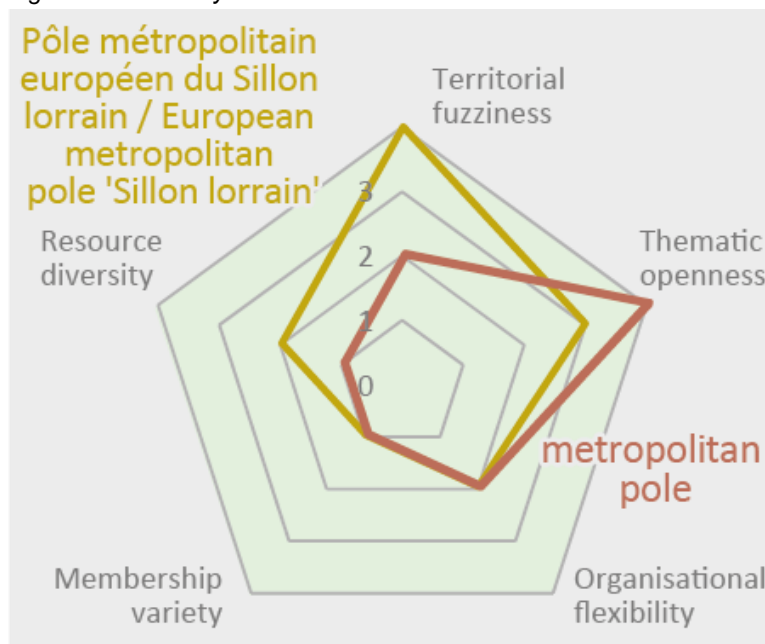
The 'Sillon lorrain' combines existing territories and uses the label ('European Metropolitan Pole) to advertise the urban identity of the region. The status of 'associated territory' which enables the dissemination of initiatives in neighbouring small urban centres opens up opportunities for differentiated level of involvement (Territorial fuzziness: 4). The administrative team can hardly be considered as a supra-territorial entity as employees are usually detached from the administrative services of the members. The 'Sillon lorrain' foresees the continuity of its action. This time-openness and long-term involvement is reflected in its contributions to regional planning schemes.

The metropolitan pole is first and foremost a public body. It does not seek to directly involve external partners in the work of the council (Membership variety: 1). However, on a project basis, the team of the pole develops partnerships with a wide range of actors. The team works in close cooperation with development agencies: AGURAM (Agence d'Urbanisme d'Agglomérations de Moselle), SCALEN (Agence de Développement des Territoires Nancy Sud-Lorraine), AGAPE (Agence d'Urbanisme et de Développement Durable Lorraine Nord). Besides the Metropolitan Conference is supposed to act as a hub for non-public stakeholders. It is formally open to contributions from (and discussions with) professionals from private businesses, NGOs, national or intergovernmental institutions. However, no event has been organised since its incorporation in the Metropolitan Pole in 2014. The involvement of non-public actors remains limited to few projects: LorNTech (entrepreneurs from the digital

economy), Standard Digital Library (libraries), Pierres numériques (non-profit organisations), MMUST (universities and research institutes).

The 'Sillon lorrain' mostly operates through project engineering (as project leader or project facilitator for local administration - members), organisation of metropolitan event (see Metropolitan Conference) to foster a territorial thinking, and lobbying and representation, during special events or through common statements.

Figure 25: Summary of characteristics 'Sillon lorrain'



Source: ESPON ACTAREA (2017)

Main case study characteristics

	Dimension	Case study framework characteristics	Case study characteristics
Policy context	Strategic ambition	<ul style="list-style-type: none"> - A Metropolitan Pole (MP) is defined as a union of intermunicipal bodies whose development is linked to that of a metropolitan area. The cooperation framework is defined by the Law (Law on the reform of territorial administration LOI n°2010-1563, revision by the Law on the Modernisation of territorial public action and metropolitan development LOI n°2014-18). - MPs aim at fostering cooperation between cities at the level of a metropolitan region to promote “a sustainable planning and development model of the area and territorial solidarity” (Law n°2014-58). They deal with issues that go beyond administrative boundaries (employment issue, climate change adaptation) 	<ul style="list-style-type: none"> - The metropolitan pole ‘Sillon lorrain’ is a cooperation between four intermunicipal bodies (Etablissement public de coopération inter communal – EPCI). These intermunicipal bodies seek to increase their cooperation on targeted topics (culture, higher education, mobility, etc.). The aim of the metropolitan pole ‘Sillon lorrain’ is fourfold: 1) to monitor economic and social transformations of territories; 2) to act as a driver for the development of the ‘Grande Région’ in Europe; 3) to support an efficient use of resources in the area; 4) to promote a territorial ecosystem with high added-value.
	Strategic ambition (continued)	<ul style="list-style-type: none"> - They promote economies of scale in the creation of public goods; coordination of policy objectives in specific policy sectors of ‘metropolitan interest’ (transport, higher education); integration of strategic schemes (for mobility, land use). 	<ul style="list-style-type: none"> - The MP acts as a facilitator for projects led by the members (local public authorities) and promotes the metropolitan area through lobbying actions (targeting potential investor for instance). - The MP is an ‘open-ended’ process which could include actions in various policy sectors (to be decided by intermunicipal executives).
	Degree and type of formalisation	<ul style="list-style-type: none"> - It promotes formal cooperation and informal exchanges between existing intermunicipal bodies (EPCI - Public bodies for inter-municipal cooperation). - Cooperation is organised as a ‘closed union’ (syndicat mixte fermé). Each intermunicipal body (member of the MP) appoints some of its representatives to sit in the MP Council. Council seats are distributed based on the respective population of each member. - A network of metropolitan poles which gather MPs and their related lobbies is active to promote the framework at the national level. The network organises a national thematic event once a year. - The framework is rather flexible: each MP sets its own rules and agenda (financial distribution key, 	<ul style="list-style-type: none"> - The MP operates through formal institutionalised structures: 1) a council which gathers elected representatives of each EPCI (21 representatives) and a board which prepares the work to be achieved during the meeting of the Council. Meetings are organised at least once a trimester. The meetings of the council are public, except when the council decides it is not. The council can get an official input of public urban planning agencies. All council decisions are taken unanimously which means that representatives have to reach a consensus 2) Four thematic commissions have been set up (metropolitan projects and engineering; territorial services and networks; strategy and cooperation for the ‘Grand Est’ region; cross-border

	Dimension	Case study framework characteristics	Case study characteristics
	Degree and type of formalisation (continued)	range of actions, respective roles of each participating structures)	exchanges and Europeans flows). However, they are not really active, because most of the decisions are actually discussed by the board and approved by the council itself. 3) A Metropolitan Conference which gathers representatives of the metropolitan pole and representatives of 'associated territories' (described below), as well as other regional or neighbouring public stakeholders. The metropolitan conference aims at "fostering cooperation in the metropolitan pole, promoting 'Sillon lorrain' as an identity and a brand at the national and international level; organising dialog between the members and associated territories; developing cooperation with infraregional, interregional and cross-border areas; leading or delegating research and development projects" (see: Status of the Metropolitan Pole). The Metropolitan Conference operates through concrete thematic events. Three of these 'conferences' were organised as the first input to the metropolitan vision in 2013: on mobility (July 2013), on economic dynamics (September 2013) and on cross-border issues (October 2013). A metropolitan conference is organised in 2017 on the topic 'demographic and metropolitan change'. These conference are meant to gather public authority representatives but are also opened to inputs from civil society and private business and to the public.
	Resources	<ul style="list-style-type: none"> - The framework is open to a variety of interpretations depending on the metropolitan context. Metropolitan poles only act in the fields assigned to it by its member on the basis of their 'metropolitan interest'. Members can either transfer a whole policy area (such as "organising transportation" or "economic development") or delegate actions (such as launching a specific project). The concept of "delegate d'action" is a legal innovation designed for MPs. It is a way to assert that MPs are not 	<ul style="list-style-type: none"> - The MP has no policy attribution and is not meant to get any. The MP is conceived as an instrument to deal with urban issues that are common to the four urban areas. Executives of the member EPCI decide which actions they wish to implement. The aim is to launch actions when needed, rather than developing a new administrative level. - A permanent team organises the work of the MP (coordination of actions, preparation of project calls, communication). The team

	Dimension	Case study framework characteristics	Case study characteristics
		<p>supposed to evolve into intermunicipal bodies (EPCI), but rather a platform for common actions.</p> <ul style="list-style-type: none"> - An MP has an own budget which is provided by contributions of the members (usually calculated through a demographic key). A team from 1 to 5 persons takes care of preparing Council work, developing projects (engineering), organising events. The team receives support from MP member organisations when needed). 	<p>comprises 4.5 full-time positions including a general delegate, a financial manager, three task officers on specific issues (metropolitan project and general administration; associated territories and marketing; European projects engineering)</p> <ul style="list-style-type: none"> - The MP solely relies on the political support of its members (intermunicipal bodies). It also benefits from the support of regional authorities. Its budget in 2017 is 1.2 M euros (1/3 for wages of involved staff members, 1/3 for running projects, 1/3 for subcontractors – public development agencies for instance – and other costs).
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - MPs have fixed boundaries as they are based on an aggregation of existing intermunicipal areas (EPCIs). At least one of the intermunicipal bodies (EPCIs) must have a population of at least 100,000 inhab. (except in a cross-border situation where the threshold is set at 50,000 inhab.). - There are two types of MPs: 'living areas' ('<i>bassin de vie</i>') and 'networks' ('réseau'). 'Living area' MPs emerge at the level of a single urban area. It is spatially continuous urban area. It usually targets functional issues which can be dealt at the level of existing intermunicipal structures (mobility, transport, touristic development) and coordinates land use planning schemes (SCOT). 'Network MPs' emerge at the level of a set of interconnected urban areas (without spatial continuity). In the French context, interterritorial cooperation without territorial continuity is an innovation introduced by the metropolitan poles framework. 'Network' MPs usually target issues faced by neighbouring cities: coordination of higher education, mobility, urban innovation. - An EPCI can be a member of several metropolitan poles (but only one 'Area MP'). This opens up breach in the French territorial organisation which otherwise excludes overlaps between similar territorial entities. the 'territorial grid' in the French context. 	<ul style="list-style-type: none"> - The territorial framework is fixed with a flexible component. 'Sillon lorrain' is a 'network' MP (as opposed to 'area' MP). - The core area includes four cities and their intermunicipal bodies (Grand Nancy, Communauté d'Agglomération Metz Métropole, Communauté d'agglomération d'Epinal, Communauté d'agglomération Portes de France – Thionville). They are situated in the same region 'Grand Est' in three different Département ('Meurthe et Moselle', 'Moselle', 'Vosges'). - Associated territories also participate to the cooperation area. Associated members are invited participate to the metropolitan conference and can get involved in projects led by the 'Sillon lorrain' (e.g. through the LorNTech project, associated territories were allowed to develop their own initiatives under the same brand). In 2017, three EPCI are 'associated': Communauté de Communes (CC) du Bassin de Pompey, CC Val de Fensch, CC de Saint-Dié-des-Vosges. - Other local authorities from 'Grand Est' region as well as from neighbouring territories (Luxembourg, Saarland) are invited to contribute to the Metropolitan Conference.

	Dimension	Case study framework characteristics	Case study characteristics
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - MPs are open-ended structures. After each municipal election, the Council is renewed. It defines a working programme, taking into account new priorities and the areas in which cooperation is expected to generate most added-value. - The territorial project ('projet de territoire') promoted by MP is long-term territorial vision which is elaborated by the members. 	<ul style="list-style-type: none"> - The MP is open-ended (no fixed time-frame). The Council is renewed after each local election. Even though actions led by the MP target specific issues, they all fit in the long-term 'territorial project' defined by the MP. - The four cities are situated on the 'Moselle axis' (along the river Moselle) which was used as a commercial route for centuries. Even though cities were interrelated through commercial interests, major conflicts and discontinuities divide the cooperation area: the competition between Nancy and Metz, the annexation of Moselle to Germany (together with Alsace).

	Dimension	Case study framework characteristics	Case study characteristics
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - The Council can allow regional administrative authorities (Region, Département) to become members of the MP. This provision was introduced in 2014 at the request of metropolitan poles that wanted to involve higher level regional authorities. - MPs may if they wish implement mobilisation instruments in order to involve a wider range of actors 1) development council (open independent council which provides its proposals or expertise to the Council itself. It may include NGO members, business professionals, researchers, citizens); 2) metropolitan conference (thematic event organised by an MP to foster the debate on a topic of metropolitan interest such as mobility, demography, land use, circular economy); 3) agreements on the association of neighbouring territories (to include other EPCI in projects of metropolitan interest). - However, some MPs are reluctant to action that would enhance their visibility. MPs are 'third level' territorial groupings (municipalities – intermunicipal bodies – Metropolitan Poles). As a result, public relations efforts of MPs are rather limited. - Relations between regional authorities and MPs are crucial. First, regions have a key role in streamlining funds which will be used by metropolitan poles (through Operational programmes, National contracts, etc.). Second, MPs seek to be treated as a relevant territorial node in regional planning documents (Regional scheme for spatial planning and territorial equality - SRADETT; Regional scheme on economic development, innovation and business internationalisation - SRDEII) so as to advocate for metropolitan interest in the regional context. 	<ul style="list-style-type: none"> - 'Sillon lorrain' does not seek to involve non-public stakeholders in the work of the Council. The team of the MP works in close cooperation with development agencies: AGURAM ('Agence d'Urbanisme d'Agglomérations de Moselle'), SCALEN (Agence de Développement des Territoires Nancy – Sud-Lorraine), AGAPE ('Agence d'Urbanisme et de Développement Durable Lorraine Nord') - The Metropolitan Conference is supposed to act as a hub for non-public stakeholders. It is formally opened to contributions from (and discussions with) professionals from private businesses, NGOs, national or intergovernmental institutions. However no event has been organised since its incorporation in the Metropolitan Pole in 2014. The involvement of non-public actors remains limited to few projects. - Some of the projects under the 'Sillon lorrain' banner involve non-public actors: LorNTech (entrepreneurs from the digital economy), Standard Digital Library (libraries), Pierres numériques (non-profit organisations), MMUST (universities and research institutes)

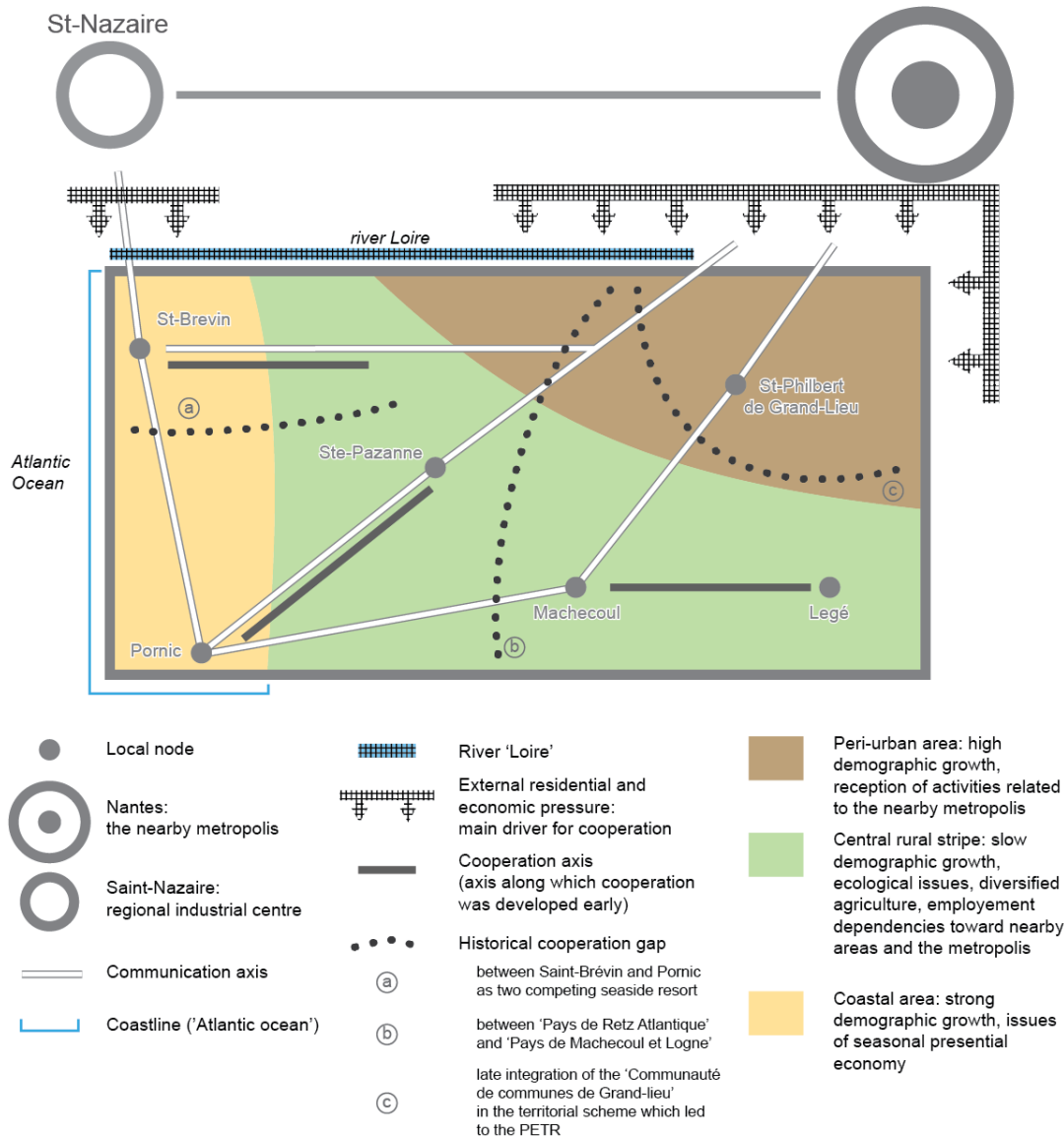
Patterns of intervention	<p>Areas of intervention</p>	<ul style="list-style-type: none"> - MPs can be assigned responsibilities in any policy field by its members. However it usually deals with issues related to economic development, promotion of innovation, research, higher education, culture and spatial planning. - The delineation of 'Living area MPs' is (in most cases) congruent with local spatial planning schemes ('Schéma de Cohérence Territoriale – SCOT'). These MPs can then be used as an implementation body for the SCOT (e.g. for the development of industrial and commercial areas). 	<ul style="list-style-type: none"> - 'Sillon Lorrain' is a regional development tool which promotes sectoral actions (through individual projects). Strategic orientations are based on a vision of the metropolitan future reformulated on a regular basis. The main areas of intervention are: <ol style="list-style-type: none"> 1) Digital economy and innovation. <i>LorNtech</i> project (led by Sillon lorrain) developed a triple-helix platform for the development of digital enterprises which aggregates entrepreneurs, teachers, researchers and users. LorNTech promotes technological projects in the health sector as well as in the fields of energy, or innovative materials. The quality of this platform combined with the critical mass jointly reach by the 4 agglomerations in terms of population made the 'Sillon lorrain' eligible to the national label 'French Tech'. This label distinguishes most advanced metropolises in the field of digital economy. development of in the national call for project 'French Tech') 2) Culture. '<i>Standard digital library</i>' developed digital tools in the regional libraries. 'Integrated museum ticketing system' for 11 museum and public monuments. 3) Tourism. 'Pierres numériques' project (Interreg V-A – to be developed) 4) Business attractivity. 'Sillon lorrain' represents its members at international fairs such as MAPIC (Marché International de l'Implantation Commerciale et de la Distribution) in Cannes, SIMI (Salon de l'Immobilier d'entreprise) in Paris in 2015). 5) Mobility and transport. 'Sillon lorrain' contributes to the elaboration of a cross-border mobility scheme (MMUST project – Interreg V-A to be developed) which includes the metropolitan network. It also issues common statement regarding the evolution of national and European transport system (rail & road) to highlight the strategic importance to include the metropolitan network in the mobility schemes.
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	Kind of activities	<ul style="list-style-type: none"> - The range of MP activities within the fields of responsibility assigned to it is limited: project engineering, organisation of metropolitan events, research (e.g. drafting of socio-economic reports). - MPs facilitate a constant dialogue between EPCIs which results in a better policy coordination. 	<ul style="list-style-type: none"> - Sillon lorrain is involved in: <ol style="list-style-type: none"> 1) project engineering (as project leader or project facilitator for local administration - members), 2) metropolitan event organising (see Metropolitan Conference) to foster a territorial thinking. 3) lobbying and representation, during special events or through common statements.
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07 Territorial pole 'Pays de Retz' / Pôle territorial du Pays de Retz

Geographical setting

Figure 26: Mapshot Territorial pole 'Pays de Retz'



Source: ESPON ACTAREA (2017)

Four intermunicipal bodies (EPCIs – 'Etablissements publics de coopération intercommunale') cooperate in the territorial pole: Communauté de communes du Sud Estuaire ; Communauté d'Agglomération Pornic Agglo Pays de Retz; Communauté de communes Sud Retz Atlantique, Communauté de communes de Grand-Lieu. Each of the members structured a local cooperation between municipalities. Therefore, the territorial pole is an additional level of cooperation. Its boundaries are strictly defined. However, the current perimeter is the result of changes during the last decade. In fact, the territorial pole results from a merger of two previous cooperation structures: the SCOT union (established in 2005 and responsible for land-use

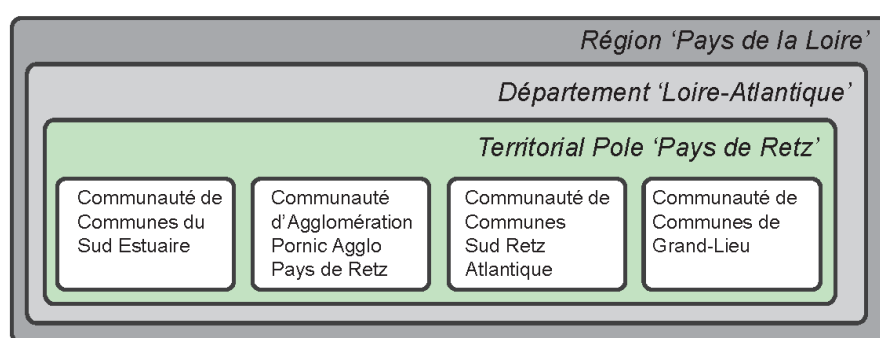
planning), and two previously existing territorial poles (Federation du Pays de Retz Atlantique and Pays Grand Lieu Machecoul et Logne – see cooperation gap (b)). As a result, the 'Pays de Retz' faces cooperation challenges where relations between members used to be weaker or even tense, between the two competing sea side resorts on the west, between ancient territorial poles, or as a result of the integration of the 'Communauté de communes de Grand-Lieu' in the SCOT union in 2011 (see the model map).

The perimeter established in 2014 is justified by two main geographical issues. On the one hand the cooperation developed as an answer to the common perception of the neighbouring metropolis (Nantes-Saint-Nazaire) as a potential threat to an harmonious development. Over the last decade the area recorded a strong demographic growth while employment grew at a slower pace. In 2016 the ratio between employed and active population is 0,7. This imbalance generates important commuting flows between the 'Pays de Retz' and the nearby metropolis (Nantes-Saint-Nazaire). On the other hand, the cooperation was triggered by the common interest in advocating for a new bridge over the river Loire.

The 'Pays de Retz' can be divided in three areas. In the north-east, part of the territory is under the direct influence of the metropolis. A large part of the active population works in Nantes or the surrounding municipalities. In the West, the coastal area also recorded a strong demographic growth in the last 30 years in relation with tourism and development of secondary homes. The central stripe is more rural with agricultural orientation. The Grand Lieu Lake as well as other Natura 2000 areas along the river Loire are ecological and territorial assets to be protected.

Policy framework and existing collaborations

Figure 27: Cooperation map



Source: ESPON ACTAREA (2017)

The regional cooperation landscape is rather simple. The territorial pole gathers 4 EPCIs. Which are all situated in the same département 'Loire-Atlantique' (NUTS3) and the same region 'Pays de la Loire' (NUTS2).

Synthesis of the case study

The strategic aim of the territorial pole is to 'elaborate a 'territorial strategy' and to 'define harmonious development conditions in the economic, ecologic, cultural and social fields'. Its purpose is 'to federate and coordinate actions and projects related to spatial planning in 'Pays de Retz'; "to elaborate, modify and implement the Territorial coherence scheme (SCOT) and transfer its features in local urban planning documents"; "to operate as a contracting structure for regional, State and EU funds [...]". The territorial pole is at the crossroad of strategic territorial visions based on broad assessments and targeted actions based on project engineering. It focuses on four sectoral areas: spatial planning, rural development, energy efficiency and tourism (Thematic openness: 3). Regular meetings of EPCI managers led to further discussions on solutions for joint provision of services of general interest.

The TP can generally be characterised as a formalised cooperation. Its legal framework is a 'closed union', meaning that it is only opened to EPCIs, as opposed to other regional or local bodies (Membership variety: 1). A Council which gathers 61 representatives of participating EPCIs at least twice a year, defines major orientations and approves the budget. The work of the Council is organised by 5 'Commissions' ('urban planning and housing'; 'sea and coast'; 'mobility', 'economic development and logistics', 'environment and energy').

The territorial pole has limited resources, with a small dedicated coordination structure (organisational flexibility: 2). The TP's main task is to draft, adopt and implement the 'territorial coherence scheme' (SCOT). A permanent team organises the work of the territorial pole: coordination of actions, preparation of project calls, communication (Resource diversity: 2). The team comprises 3 full-time positions including a director and two task officers who are specialised respectively in rural development and urban planning/energy issues. The TP mostly relies on the financial contribution of the members at the rate of 1 euro per inhabitants) and the national energy agency (ADEME). In 2016 the budget amounted to 331 000 euros (1/2 staff costs, and the rest for the publication of a touristic guide, studies, etc.)

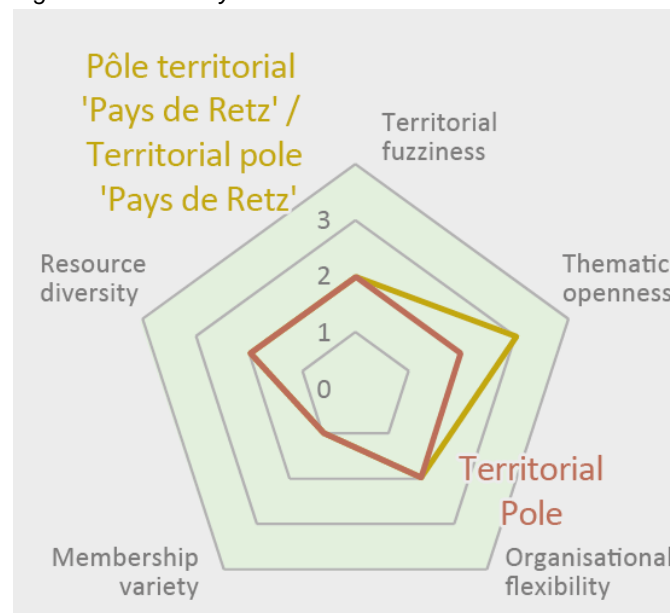
The territorial pole is territorially bounded. However as explained above, territorial changes may occur with the inclusion of a new member or adaption of the organisation to the changes in the internal structure of the members (Territorial fuzziness: 2). The time-frame of the territorial pole is open with a foreseen continuity. Its involvement in the SCOT is complemented by the drafting of a broader 'territorial strategy' ("*projet de territoire*") by the permanent team. The territorial strategy is an integrative document which puts together the territorial strengths, assets and threats to be dealt with as part of a regional development strategy. As part of the elaboration of this strategy, TP members collectively formulate a shared long-term territorial vision. The territorial strategy for Pays de Retz (2017-2020) has been published in 2016.

The TP 'Pays de Retz' seeks to involve non-public stakeholder in the elaboration of the territorial strategy and as partners in local projects (participatory dimension score: 4). To this end, the territorial pole will organise a 'development council' (DC). This is a legal requirement of this cooperation framework. Each intermunicipal body already has its own well-established DC or will have it before the end of 2017. In order not to break the collective dynamics of these

local DCs, the territorial pole will organise its DC as a conference of existing DCs. Its aim will be to act as a 'think tank' making new proposals for the area's development (i.e. to gather ideas from prominent local actors).

Although the whole structure is light, it triggers or participates in a wide range of activities from individual project to spatial planning. The team is strongly involved in project engineering for LEADER programme.

Figure 28: Summary of characteristics



Source: ESPON ACTAREA (2017)

Main case study characteristics

	Dimension	Case study framework characteristics	Case study characteristics
Policy context	Strategic ambition	<ul style="list-style-type: none"> - A Territorial Pole (TP) is defined as a union of intermunicipal bodies (Etablissement public de coopération intercommunale - EPCI), which consider that there are strong connections between their respective territories' future development perspectives. The cooperation framework is defined Law on the Modernisation of territorial public action and metropolises' development (LOI n°2014-58 art. 79). Its predecessor – so-called '<i>pays</i>' - were created from 1999 as a way to foster cooperation between established territorial entities. They were dismantled in 2010 in the context of the territorial reform and re-launched under a new legal framework in 2014 as 'PETR' (Pôle d'équilibre territoriaux et ruraux). '<i>Pays</i>' are now encouraged to switch to the PETR legal framework. Both PETR and remaining '<i>pays</i>' are considered to be 'Territorial poles' as they serve the same interterritorial cooperation purpose. - TPs aims at the formulation of a 'territorial project' (a strategic document) which describes strength and weaknesses of the territory and put forwards a policy agenda. - They promote economies of scale in the creation of rare public goods (health issues, mobility, touristic offer); integration of strategic schemes (for mobility, land use). 	<ul style="list-style-type: none"> - The territorial pole (TP) aims at elaborating a 'territorial project' and at 'defining harmonious development conditions in the economic, ecologic, cultural and social field'. Its purpose is 'to federate and coordinate actions and projects related to spatial planning in 'Pays de Retz'; "to elaborate, modify and implement the Territorial coherence scheme (SCOT) and transfer its features in local urban planning documents"; "to operate as a contracting structure for regional, State and EU funds [...]" - The territorial pole is at the crossroad of strategic territorial visions (through broad diagnostics) and targeted actions (project engineering).
	Degree and type of formalisation	<ul style="list-style-type: none"> - In the PETR legal framework, cooperation is organised as a 'closed union' (<i>syndicat mixte fermé</i>). Each intermunicipal body (member of the MP) appoints some of its own representatives to sit at the TP Union Council. Council seats are distributed according to the demographic size of the members. - A 'Mayors' Conference' gathers mayors of every municipality in the TP perimeter (at least once a year). It is consulted in the process of elaboration of the territorial project. - The TP organises a Development Council which operates as an 	<p>The TP can generally be characterised as formalised cooperation:</p> <ul style="list-style-type: none"> - TP is a 'closed union', only opened to intermunicipal bodies (EPCIs). This prevents other regional or local authorities from becoming members. Each member is represented at the TP Council. - The TP Council defines major orientations. It gathers 61 representatives of participating EPCIs at least twice a year and approves the budget. The PETR Board gathers 18 representatives from the EPCIs and gives its opinion on

	Dimension	Case study framework characteristics	Case study characteristics
		interface between citizen's initiative (or citizen's expertise) and the political decision (see details below).	development projects and urban planning documents. The work of the Council is organised by 5 'Commissions' ('urban planning and housing'; 'sea and coast'; 'mobility', 'economic development and logistics', 'environment and energy')
	Resources	<ul style="list-style-type: none"> - The framework is open to a variety of interpretation depending on the territorial context. TPs only act in fields which were assigned to it by its member on the basis of the identification of a 'territorial interest'. - A small team (4-6 people) is responsible to coordinate and organise activities within each TPs. The average yearly budget of a TP is 460,000 euros; the average team includes a director, two LEADER task officer, two other task officers, and an administrative worker. - TPs are used as contracting territorial structures for the distribution of regional, national and European funds. For example, in 2015 Ministry of Spatial Planning launched a new financing framework for rural area: 'rurality contracts'. These contracts aim at integration the State support to local investment, to infrastructure and special rural measures. TPs are targeted as the main channel to hand over financing opportunities to local actors (public and private organisations). 	<p>The TP has limited resources, but a small dedicated coordination structure:</p> <ul style="list-style-type: none"> - The TP's main task is to draft, adopt and implement the 'territorial coherence scheme' (SCOT). - A permanent team organises the work of the TP (coordination of actions, preparation of project calls, communication). The team comprises 3 full-time positions including a director and two task officers (specialised respectively in rural development and urban planning/energy issues). - The TP relies on the political support of its members to foster projects (funded by regional or national authorities, or EAFRD) which will support the implementation of the SCOT. - The TP mostly relies on the financial contribution of the members (EPIC, at the rate of 1 euro per inhabitants) and the national energy agency (ADEME). In 2016 the budget amounted to 331000 euros (1/2 staff costs, and the rest for the publication of a touristic guide, studies, etc.)

	Dimension	Case study framework characteristics	Case study characteristics
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - A TP is an agreement between several EPCIs. It draws on existing administrative units, but is not bound by regional affiliation (IB can cooperate across region boundaries). The perimeter must be "in one piece without enclave". An IB cannot be part of more than one TP. - TP can merge and are supported to do so in rural area so as to pool their financial and technical means. 	<ul style="list-style-type: none"> - Four intermunicipal bodies cooperate through the TP (Communauté de communes du Sud Estuaire ; Communauté d'Agglomération Pornic Agglo Pays de Retz ; Communauté de communes Sud Retz Atlantique, Communauté de communes de Grand-Lieu). TP boundaries are strictly defined. However, the current perimeter is the result of changes during the last decade. Indeed the TP results from a merger of two previous cooperation structures: the SCOT union (established in 2005 and responsible for land-use planning), and two previously existing territorial poles (Federation du Pays de Retz Atlantique and Pays Grand Lieu Machecoul et Logne)
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - The framework is open-ended and targets long-term goals through the drafting of the territorial project. 	<ul style="list-style-type: none"> - The time-frame of the TP is open. Its involvement in the SCOT is complemented by the drafting of a broader 'territorial strategy' ("<i>projet de territoire</i>") by the permanent team. The territorial strategy is an integrative document which puts together the territorial strengths, assets and threats to be dealt with as part of a regional development strategy. As part of the elaboration of this strategy, TP members collectively formulate a shared long-term territorial vision. The territorial strategy for Pays de Retz (2017-2020) has been published in 2016.

	Dimension	Case study framework characteristics	Case study characteristics
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - The Development Council (DC) gathers “economic, social, cultural, educational, scientific, non-governmental actors. It can be consulted on any question of ‘territorial interest’. - The National Association of Pays and TP (ANPP) emphasises that DCs should be given only one of these three roles: Making proposals (pooling ideas on the territorial future, regular meetings), acting as an evaluation committee (assessment of projects to be supported by the PETR and tracking of on-going projects); providing expertise (analysis of large social trends and assessment of its integration into the territory). 	<ul style="list-style-type: none"> - The TP ‘Pays de Retz’ seeks to involve non-public stakeholder in the elaboration of the territorial strategy and as partners in local projects. As in any other TP, this will be organised through a ‘development council’ (DC). Each intermunicipal body already has its own well-established DC or will have it before the end of 2017. In order not to break the collective dynamics of these local DCs, the TP will organise its DC as a conference of existing DCs. Its aim will be to act as a ‘think tank’ making new proposals for the area’s development? (i.e. to gather ideas from prominent local actors)
Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> - TPs intervene in spatial planning. In the case the TP perimeter is congruent with the land use scheme perimeter (SCOT – Schéma de Cohérence Territoriale), IB members can transfer the elaboration of the SCOT to the TP. - TPs implement the ‘territorial project’ through interventions in the following sectors: economic development (tourism, social entrepreneurship, rural development), energy transition, land use regulation, services of general interests (health, social welfare) 	<ul style="list-style-type: none"> - Spatial planning (drafting of territorial coherence schemes; follow-up of local urban development plans). The whole approach is integrative. - Rural development (through the local coordination of the LEADER 2014-2020 programme). LEADER is used as a lever to implement actions which are foreseen in the SCOT (territorial coherence scheme) in relation to energy, biodiversity, rehabilitation of small urban centres. - Energy efficiency. The TP has been certified as a ‘Positive Energy Territory for Green growth’ by national authorities and has a contract with the national energy agency (ADEME). - Tourism. Elaboration of a shared touristic offer (at the scale of the ‘Pays de Retz’). The TP contributed to the publication of a tourist guide dedicated to ‘Pays de Retz’.
	Kind of activities	<ul style="list-style-type: none"> - Project engineering is the TP core activity. It operates as an interface between European, national or regional programmes and local initiatives. It supports local authorities, associations or businesses in applying to public funds. - Territorial vision development (through SCOT or the ‘territorial project’) 	<ul style="list-style-type: none"> - Project engineering to support the local absorption of regional (e.g. Operational Programme ‘Pays de la Loire’ 2014-2020 for ESF-ERDF), state (e.g. the initiative on energy transition ‘Positive Energy Territory’) and European funds (e.g. EAFRD) - Coordination of studies: economic strategy study (implemented in 2016), mobility scheme (launched in 2016), on

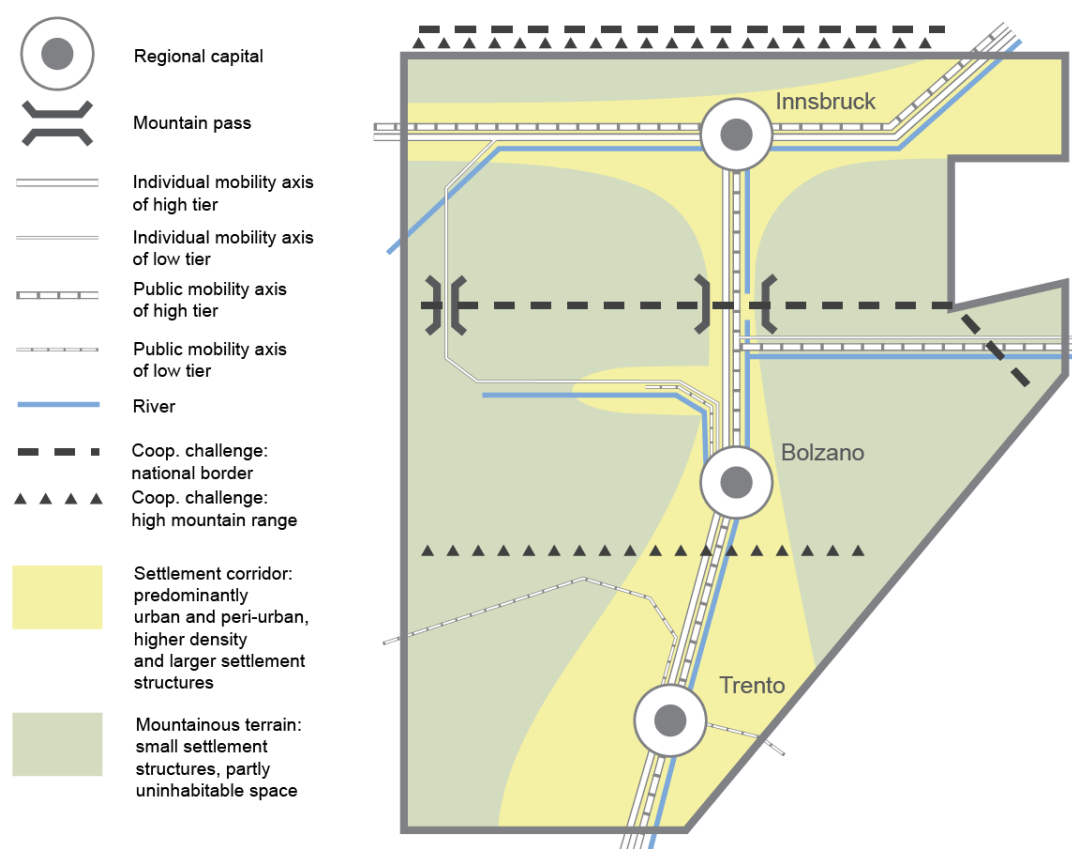
	Dimension	Case study framework	Case study characteristics
			<p>'energy transition' (launched in 2016), on climate change exposure (launched in 2016)</p> <ul style="list-style-type: none"> - Organisation of round-tables on 'shared approaches to urban planning' (3 meetings in 2016) - Partnership with development agencies, chambers of industry. - Regular meetings of administrative and technical directors of all EPCIs.

08 Euregio Tirol-Südtirol-Trentino / Euregio Tirolo-Alto Adige-Trentino / Euregio Tyrol-Alto Adige-Trentino

Geographical setting

The Euregio Tyrol-Alto Adige-Trentino is home to 1.7 million people in the Federal State of Tyrol (AT) and the two Autonomous Provinces of Bozen-Bolzano and Trentino (IT), with a total area of 26,255 km². The region shares 600 years of common history until its separation after the First World War and has tight cultural links. All three regions share the same Alpine geography with a system of mountain ranges and valleys and limited space for settlements. They therefore have similar development strengths and weaknesses. The borders between the three regions tend to follow mountain ridges, with only few important mountain passes that connect the regions.

Figure 29: Mapshot Euregio Tyrol-South Tyrol-Trentino



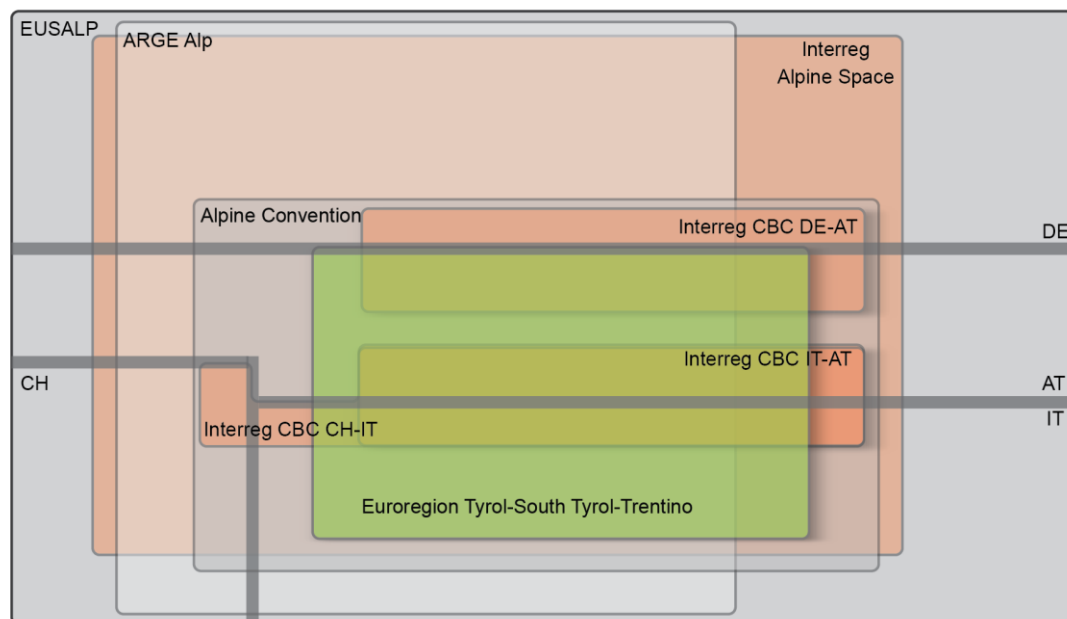
Source: ESPON ACTAREA (2017)

The Euregio enjoys strong political backing in the three participating regions, but it is also generally well-known in the population. Beyond the political project of achieving a high level of regional integration, countless concrete activities and collaborations are implemented on the ground by public and private sector stakeholders and the civil society. Concrete cooperation (project-type as well as continuous activities and informal exchange between actors) may

involve (actors from) all three regions, but may also just happen on a bilateral level, depending on the cooperation issue. A strong cooperation axis has been established between the three capitals as the seats of the regional governments and regional administrations. The different governance structures of the three regions, with the Tyrol being a Federal State and South Tyrol and Trentino having the state of autonomous provinces and, together, forming the Italian region of Alto Adige-Trentino, can potentially be a barrier to further integration.

Policy framework and existing cooperation

Figure 30: Cooperation map



Source: ESPON ACTAREA (2017)

The cooperation area of the Euregio Tyrol-South Tyrol-Trentino consists of the Austrian Federal State of Tyrol and the Italian Autonomous Provinces of South Tyrol and Trentino. The cooperation area overlaps with a number of other cooperation areas and formats: cooperation on the strategic-political level, such as the ARGE Alp, the EU Strategy for the Alpine Region (EUSALP) and the Alpine Convention, Interreg programmes (cross-border and transnational programmes; some of which have overlapping programme territories) and other Euregios, with also partly overlapping cooperation areas. The Euregio is involved in several of them as stakeholder (e.g. Interreg CBC IT-AT Programme, EUSALP macro-regional strategy, etc.).

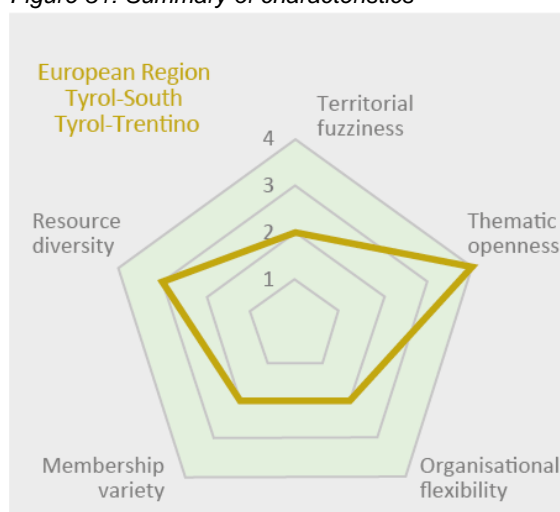
Synthesis of the case study

Euregio Tyrol-South Tyrol-Trentino, as the cooperation between the three regions “Federal State of Tyrol (AT), Autonomous Province of Bolzano-Alto Adige (IT) and Autonomous Province of Trentino (IT), has the ambition to achieve a high level of integration of a region that shares a long common history, has tight cultural links, and, within the Alpine setting, has to deal with similar strengths and weaknesses. The Euroregion enjoys strong political backing in the three participating regions and organises regular joint meetings of the three state parliaments and maintains a joint representation in Brussels. The Executive Board, preceded by the state governor that holds the presidency, and the Assembly, both of which are political bodies, are also important agenda setters of the Euregio. Besides the political bodies, the Euregio has established a joint Euregio office (EGTC Euregio Tyrol-South Tyrol-Trentino) (**organisational flexibility**). It has legal personality and an annual budget of EUR 750,000 (with additional funding raised, the EGTC’s budget amounts to EUR 2.9 million) and currently 12.5 staff members (8.5 full-time equivalent) (**resource diversity**).

While the perimeter of the EGTC is fixed, single cooperation activities and initiatives may work within different territorial settings and on different geographical scales and may also include territories beyond the Euregio’s borders. The Euregio’s territory also overlaps with many other cooperation formats and is involved in several of them as stakeholder: INTERREG-IT-AT Programme, ARGE Alp, EUSALP macro-regional strategy, Alpine Convention, etc. (**territorial fuzziness**). The Euregio was founded in the 1990s and is of unlimited duration, while the EGTC was founded for a definite period of 15 years and can always be tacitly extended for another 15 years. Single activities of the EGTC/ in the Euregio may either have a project character (and, hence, be of limited duration such as the Interreg-funded projects with the EGTC as partner) or may be set up as a continuous or recurring activities (e.g. the annual Euregio Academy, the Euregio Science Fund, etc.). The Euregio is open to cooperation on all levels and involves the

politicians, administration, private sector stakeholders and the civil society (**membership variety**). It further addresses all important spheres of life and policy areas, ranging from communication, culture, education, youth affairs to science and research, tourism, transport policy, health care, environmental affairs and energy policy. The Euroregion is flexible and agile enough to react to recent issues, e.g. to the recent migration and refugee crisis (**thematic openness**).

Figure 31: Summary of characteristics



Source: ESPON ACTAREA (2017)

Main case study characteristics

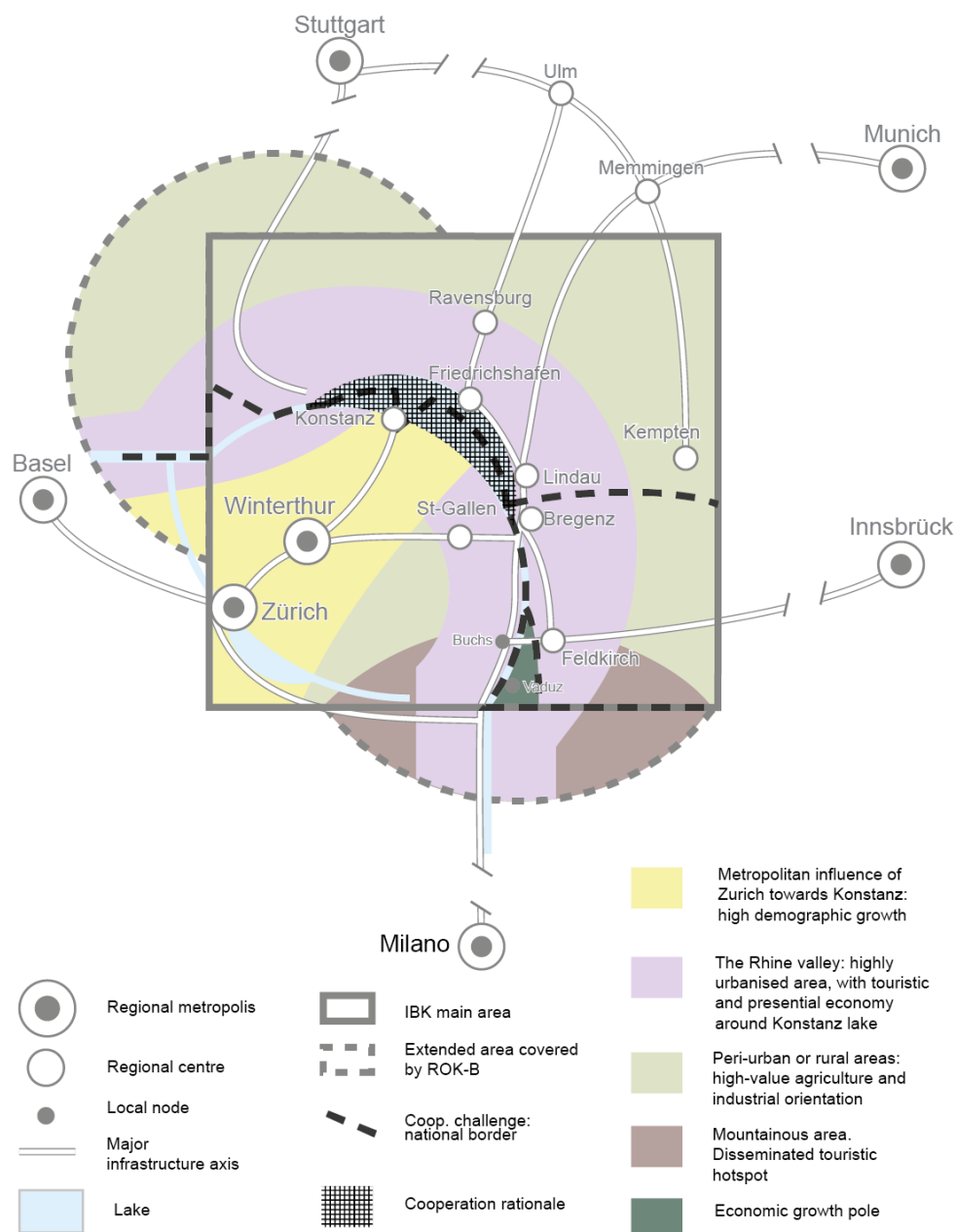
	Dimension	Characteristics of the cooperation
Policy context	Strategic ambition	<ul style="list-style-type: none"> - The long-term strategic goal of the Euroregion Tyrol-South Tyrol-Trentino is to overcome the separation of a region (as a result of the first world war) that shares 600 years of common history. The region has tight cultural links and shares the same Alpine geography and, thus, has similar strengths and weaknesses for development. The Euroregion enjoys strong political backing in the three participating regions and is well-anchored. The process of European unification was ceased as an opportunity for regional integration (which is why the Italian state has sometimes looked at the Euroregion with suspicion as they suspected an attempt of re-unification "through the backdoor"). - Another strategic goal of the Euroregion is to position itself towards the European Union. In 1995, the first trans-boundary liaison office in Brussels has been established. - Beyond the strategic ambition, countless concrete activities and collaborations are implemented on the ground (project-type as well as continuous activities and informal exchange between actors) by public and private sector stakeholders and the civil society. Initially, the main cooperation issues were transport (with a focus on the main transport axis over the Brenner Pass, lobbying for the construction of the Brenner base tunnel) and culture. Since then, the strategic focus has both shifted and broadened.
	Degree and type of formalisation	<ul style="list-style-type: none"> - In 2011, the Euroregion founded an EGTC as legal entity under Italian law with unlimited liability. The liability is divided according to the members' financial contribution, i.e. equally between the members. The following bodies were established: - The president: <i>Landeshauptmann</i> (state governor) of the region that holds the presidency (rotates every 2 years) - The Executive Board: forum of the three state governors - The Assembly: consists of 12 members (4 per state: State Governor, another member of the State Government, the President of the State Parliament, another member of the State Parliament) - The Joint Office of the Euroregion located in Bozen/Bolzano (IT): hosts the General Secretariat (3 employees) and provides the General Secretary (same rotation principle as the presidency). The office provides general support to the president, executive board and assembly, supervises the implementation of board decisions and facilitates and manages various projects. and organises and prepares board meetings - The Committee of Auditors: 3 auditors, audits the accounting; 2 years rotation principle applied to chairmanship. <p>Drawback of the current structure: as a result of the statutes of the EGTC, the EGTC may not employ own staff, but staff is seconded. That means that staff members work under different labour laws and have different salaries. Furthermore, the rotation principle applied to the position of general secretary obstructs continuity (5 or 6 year terms would be preferred).</p>
	Resources	<ul style="list-style-type: none"> - The Euregio has legal personality and an annual budget of EUR 750,000. With additional funding raised, the EGTC's budget amounts to EUR 2.9 mio. - The Office of the EGTC (hosting the secretariat) has currently 12.5 staff members (8.5 FTE), which are, however, employed by their respective regions.

	Dimension	Characteristics of the cooperation
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - The perimeter of the EGTC is fixed. It consists of the three regions: <ul style="list-style-type: none"> • State of Tyrol (AT) • Autonomous Province of Bolzano-Alto Adige (IT) • Autonomous Province of Trentino (IT) - The Euregio is home to 1.7 million people on a total area of 26,255 square kilometers. - Single cooperation activities, however, go beyond the Euregio's borders. The Euregio's territory also overlaps with other cooperation formats and is involved in several of them as stakeholder: INTERREG-IT-AT Programme, ARGE Alp, EUSALP macro-regional strategy, Alpine Convention, CIPRA, Euregio Lake Constance, Euregio Inn Valley, Euregio via salina, etc.
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - The Euregio was founded in the 1990s and is of unlimited duration, while the EGTC was founded for a definite period of 15 years and can always be tacitly extended for another 15 years. - Single activities of the EGTC/ in the Euregio may either have a project character (and, hence, be of limited duration such as the Interreg-funded projects with the EGTC as partner) or may be set up as a continuous or recurring activities (e.g. the annual Euregio Academy, the Euregio Science Fund, etc.).
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - The EGTC involves the political and administrative level, private sector stakeholders and the civil society - Many cooperation activities are initiated by private stakeholders and are managed by them without the intermediation of the EGTC.
Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> - The Euregio covers all important areas of life of its citizens, ranging from communication, culture, education, youth affairs to science and research, tourism, transport policy, health care, environmental affairs and energy policy. - The scope of topics and cooperation has both broadened and deepened over time, as the Euregio picks up current issue (e.g. recently, the topic of migration and refugee management has been picked up). - In its beginning, the main topics were transport and culture.
	Kind of activities	<ul style="list-style-type: none"> - The Euregio works on very different activities: from project-type of activities to more strategic cooperation between administrations. Furthermore, conferences and symposia as well as exhibitions are organised. - The meetings of the assembly are high-level political meetings.

9 Raumordnungskommission Bodensee (ROK-B) / Spatial Development Commission Lake Constance

Geographical setting

Figure 32: Mapshot Spatial Development Commission Lake Constance



Source: ESPON ACTAREA (2017)

The spatial focus of the ROK-B lies on the larger area around the Lake Constance. It comprises the area of the Swiss Action Area North-East Switzerland, but has a clearly larger focus (for a

detailed description of this Swiss Action Area see the separate report on Switzerland). The spatial focus of the ROK-B is linked to the IBK (Internationale Bodenseekonferenz), but goes beyond this perimeter in certain projects (for example in the spatial monitoring projects DACH+).

The region comprises is characterised by strong natural elements as in particular the Lake Constance, the Rhine River, the Alpine mountains in the south, and the middle mountain ranges in the north. At the same time, the region is characterised by a very successful socio-economic development, following an innovation-led path. The region is organised in a polycentric way and has a relatively high degree of urbanisation, based on secondary cities (with the exception of Zurich at the south west margin of this perimeter).

The ROK-B perimeter does not only involve parts of four countries, but is also characterised by strong cross-border interactions. The whole area is German speaking.

This region can broadly be described as being composed of 5 different and interconnected areas:

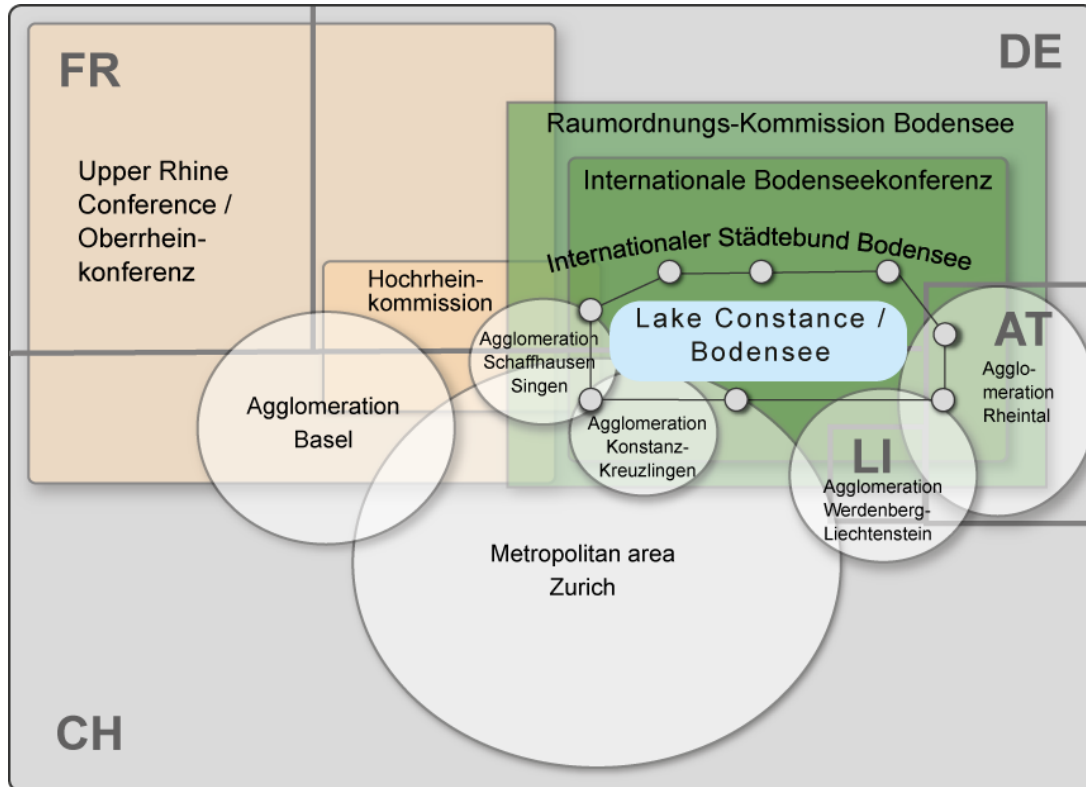
1. An urbanised area of closely connected settlements around Lake Constance and following the Rhine valley;
2. A growth area around Winterthur connecting the Lake Constance area with the Zurich metropolitan area;
3. In the southern parts mountainous areas with a high touristic relevance;
4. Liechtenstein as a growth pole of its own;
5. In particular in the northern side, but also in large parts of Eastern Switzerland, (semi-) rural areas with a share of industrial and agricultural activities.

Policy framework and existing collaborations

The Lake Constance region has a longstanding experience in cross-border cooperation on multiple levels. The institutional mapping shows just some of the cooperation platforms on the local and meso level. The Spatial Development Commission Lake Constance (ROK-B) is very close to the Internationale Bodensee-Konferenz / International Lake Constance Conference. The IBK members comprise the regional states Baden-Württemberg and Bavaria (DE), Vorarlberg (AT) six cantons (CH) and the Principality of Liechtenstein, even if the spatial focus only comprises parts of the German Laender involved. The ROK-B perimeter is very similar, even if the spatial focus of the ROK-B is a bit larger on the Swiss and the German side.

The IBK is one the pioneers of cross-border cooperation and development. Already in 1972, this intergovernmental platform was established. In the early years, questions of environmental protection and water management were the main issues. The focus has broadened, and in 2001, the Spatial Development Conference for the Lake Constance was established – formally independent from the IBK, but in close interaction.

Figure 33: Cooperation map



Source: ESPON ACTAREA (2017)

The city network 'Städtebund Bodensee' is a platform for the exchange of 26 cities and urbanised municipalities situated directly at the lake.

The Metropolitan Region Zurich is one of the four metropolitan spaces in Switzerland, as defined by the Swiss Spatial Strategy (with Geneva, Bern, Basel). These metropolitan areas are an important pillar of the territorial development, and both Zurich and north east Switzerland are defined as Action areas, too. At the same time, both spaces make up a kind of continuum and are hardly to find a functional demarcation between them.

The agglomeration policy is very present in this perimeter, too, as along the Rhine we find here a series of agglomeration programmes, most of them having cross-border dimension (St. Gallen, Konstanz-Kreuzlingen, Rheintal, Basel, Werdenberg-Liechtenstein, Schaffhausen-Singen).

These international cooperation platforms are complemented by sectoral collaborations, in particular those with a focus on water management along the Rhine River and the lake. This includes, amongst others,

- The international regulation of the Rhine River (Internationale Rheinregulierung IRR) with representatives from AT and CH.
- The Government Commission Alp Rhine (Int. Regierungskommission Alpenrhein IKRA) with regional representatives from AT, CH and LI.

- International Flood protection of the Alpine Rhine (Internationale Wasserwehr Alpenrhein IWWA)
- The international water protection commission (Gewässerschutzkommission für den Bodensee, IGKB) with representatives from AT, CH, DE and LI.
- The international system for water-level information (Bodensee Wasserstandsinformationen).

In its western parts, the ROK-B region is overlapping with the Hochrhein Conference, the Upper Rhine conference and the Trinational Metropolitan Region; moreover, all collaborations are overlapping with the large-scale cooperation perimeters of the macro-regional strategy EUSALP and – partly – of the ARGE ALP.

This 'institutional thickness' is a good basis for soft cooperation. At the same time, it is not trivial to make a difference, to actually influence spatial development.

Synthesis of the case study

The Spatial Development Commission Lake Constance (ROK-B) was initiated in 2001 and has worked continuously since then. It works in close cooperation with the Internationale Bodenseekonferenz (IBK) without being formally part of it. The ROK-B intentionally chooses the soft characteristics, has strategic ambitions, argues cross-sectoral and has extensive project experience. However, its instrumental setting is weak.

Figure 34: Summary of characteristics



Source: ESPON ACTAREA (2017)

The spider graphic synthesises the characteristics of the case study in a very condensed way and is based on the analytical insights presented in the table below. We see here (clock-wise direction) that

- the **territorial fuzziness** is pretty high. The cooperation is based on a pooled perimeter of mostly regional bodies. The spatial focus is oriented along the IBK perimeter, but goes beyond this (Switzerland, Baden-Wuerttemberg, Allgäu). Depending on the thematic focus, different perspectives can be applied, even if the DACH+ perimeter is of particular importance. In the Bavarian partner region, there is a difference between the official perimeter (Planungsverband Allgäu) and the spatial focus as only some districts of the Planungsverband are involved.
- the **thematic openness** is not very high as this cooperation solely focuses on spatial development. It does so in a very integrated manner, taking into account a series of sectoral policies. But the members of the cooperation all have an explicit mandate for spatial development or planning and cannot easily change this.
- the **organisational flexibility** is high. Currently, there is a Statute and a Charta that define the overall objectives. For the organisational setting and for changing the functioning, the scope is large. This openness is frequently discussed but has so far been regarded as the best option as it allows a flexible thematic and spatial scope.
- the **membership variety** is large, at least in principle. In practise, the setting has hardly changed and is closely linked to the IBK.
- the **resource diversity** is small as neither juridical mandates nor original financial means are at disposal. There is a high dependency on project funding from other sources. A small budget paid by the members facilitates the operational work. The most important funded project has been DACH+ (INTERREG A II, III and IV) that established a comprehensive tool for spatial monitoring (www.dachplus.org).

Main case study characteristics

	Dimension	Case study characteristics
Policy context	Strategic ambition	<ul style="list-style-type: none"> - A long standing ambition of the ROK-B is the establishment of a cross-border strategic spatial development scheme. Addressees are both the IBK and the partner regions. The ROK-B has given numerous inputs to the IBK-Leitbild and to processes of spatial development in all partner countries / regions. However, an original spatial strategy does not exist. - The cooperation format is stable, but open. There are long-lasting discussions if a stronger institutionalisation in the formal framework of the IBK (as working group) would be a useful step.
	Degree and type of formalisation	<ul style="list-style-type: none"> - As formal documents, a "Statute" and a "Charta" summarise the most important principles of the cooperation. But still, the cooperation is quite informal and is predominantly but characterised by routine (three meetings per year since 2001). An elected chair coordinates the meetings; further institutions do not exist.
	Resources	<ul style="list-style-type: none"> - The ROK-B has no legal mandates and no fixed budget. Some minor budgets from the members facilitate the operational work. The most important funded project is DACH+ (INTERREG A II, III and IV) that established a comprehensive tool of spatial monitoring (www.dachplus.org).

	Dimension	Case study characteristics
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - The ROK-B is not based on a fixed regionalisation. In practise, the ROK-B focus mostly refers to the pooled perimeter of the partner regions which is also the DACH+-perimeter.
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - 17 years of cooperation make up considerable historicity and continuity. There is no temporal definition of the cooperation.
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - The actors are mostly regional representatives from the member regions, currently complemented by the representative from the IBK office and a federal representative from Switzerland. Depending on the agenda of the meeting, experts and consultants are temporarily involved.
Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> - Focus on <ol style="list-style-type: none"> a) Interregional exchange (large scale planning projects, reforms of planning legislation etc. – e.g. Swiss Raumvision) b) Spatial monitoring (DACH+) c) Development of a strategic spatial vision (Input to IBK-Leitbild 2008 and to its contemporary update). Participation in German MORO project on cross-border metropolitan regions (tool to insert cross-border regions in federal strategy on metropolitan regions).
	Kind of activities	<ul style="list-style-type: none"> - 17 years of routine: three meetings per year with minutes, a few strategic workshops. - Some ad-hoc activities with regard to actual topics (in particular wind energy), regular meetings (3/y), drafting of position letters to IBK, workshops. - Spatial planning and strategic development in the foreground, no particular sectoral focus even if energy issues have been quite important in recent years.

09b Future perspectives of the ROK-B: results of a regional workshop (May 2017)

In the framework of this ESPON project, a workshop took place that gave the opportunity for an in-depth reflection of the ROK-B state of the art and its future options (May 2017 in Waldshut-Tiengen). This took place in the framework of the 46. Meeting of the ROK-B.

In preparation of the workshop, all minutes (including annexes and material) from the 45 ROK-B conferences were analysed. Despite the fact the agenda changed over time, there is a certain continuity with regard to the general understanding of the ROK-B activities. Simplifying to a certain extent, one can identify four very prominent strands of the debate:

- Firstly, the **interregional exchange** on the regional developments and debates of spatial development are a very important thematic. For example, the establishment of the “Schweizer Raumkonzept” was constantly reported and discussed in the phase of the formulation; the updating of regional planning documents on the Baden-Württemberg side are another example.
- Secondly, there was a very continuous focus on generating **projects**, in particular the DACH+ projects. This chronology of INTERREG projects is certainly one of the pioneers with regard to spatial monitoring and was a benchmark for many years. After many years of INTERREG funding it is not easy to continue the work with other resources.
- Thirdly, formulating a spatial concept for the region (“**Leitmotif**”) has always been a major ambition. The ROK-B has contributed to the IBK Strategy process and does so also for the on-going updating process. However, a comprehensive spatial concept is not yet developed.
- Fourthly, the **institutional positioning** of the ROK-B is on the agenda very regularly, in particular with regard to the IBK. The discussion is going on since the first days, and the situation is stable. The IBK is an intergovernmental conference with a series of working groups, but not a working group for spatial development. The ROK-B is independent from the IBK even if the IBK director is a constant guest to ROK-B, and regularly reports in the standing commission of the IBK. Changing the ROK-B into an IBK working group might have the potential to get more political power and easier access to resources. Remaining independent might have the advantage to be more flexible with regard to spatial foci and thematic agendas.

Obviously, the ROK-B cooperation is a ‘soft space’ and, thus, shares some characteristics with the Swiss Action Areas. Informal and non-binding characteristics are predominant. The spatial foci of the ROK-B and the AA North-East Switzerland are overlapping, whereas the former one is centred around the Lake Constance and the latter one is situated more in the Swiss (southern) direction. At the same time, there are some differences.

- Firstly, for the ROK-B there is no explicit policy framework. Instead, it is an individual case of intergovernmental cooperation, developed from a regional perspective. For the Swiss

action areas, a policy framework has been developed on the Swiss federal level, where the Action Area North-East Switzerland is one case amongst others.

- Secondly, the ROK-B activities started in the year 2001 whilst the Action Areas are still a new format with limited concrete experience in the case of North-East Switzerland.
- Thirdly, and less prominent, the spatial perimeter of the ROK-B is a more concretised. For most purposes, the spatial focus consists of the pooled perimeter of the ROK-B members. Moreover, the DACH+ perimeter has been visualised very frequently and has gained some prominence. For the AA North-East Switzerland, the case is less clear. In particular, the role of the corridor towards Zürich is particular, as mentioned also in the study from Schuler & Dessamont (2016). They state that demarcating the border between the AA Zürich and the north east is particularly different and calls for a functional model. In direction towards Wardenstein and Liechtenstein, no particular arguments can be defined so any spatial definition has programmatic character (Schuler & Dessamont 2016: 17).

Against theses analytical arguments, the future options for the ROK-B depend on the priorities in the following dimensions that have been discussed controversially and constructively during the workshop.

a. **Institutional future**

The institutional future can be developed in three scenarios:

- **Soft space:** Firstly, the status-quo scenario means that informal cooperation on the field of spatial development takes place 'in the shadow' of the more formalised formats of cooperation. As such, it continues the cooperation mode of the past 17 years.
- **Hardening (I):** Secondly, the ROK-B could be transformed into an institutionalised working group (commission) of the IBK, which would mean a stronger institutionalisation as the political structures are clearer defined. The above mentioned advantages of either option can be discussed controversially. An example for such a setting is the Spatial Development Committee for Spatial Development (Raumordnungsausschuss, since 2000) that exists in the framework of the German Polish Governmental Commission (since 1991).
- **Hardening (II):** Thirdly, the ROK-B could choose to take a more formalised structure, but without referring to the existing structure of the IBK. This could mean to develop an EGTC (European Grouping of Territorial Cooperation), dedicated to certain topics of spatial development. An example for this is the EGTC CODE 24 with its headquarters in Mannheim (DE) that aims to develop the transport corridor Rotterdam-Genoa. The spatial scale would certainly be smaller in the Lake Constance case, even if the general idea is not unrealistic. This raises the question which political objective the juridical format would help to achieve.

b. Developing a spatial concept ('Leitbild')

If developing a spatial concept for the Lake Constance region becomes a more concrete objective, alternative understandings of this process have to be considered.

- The first option is to formulate **principles** and overall objectives for spatial development. This is an important step and poses politically less challenges than to concretise objectives into projects and cartographic representations. However, the influence tends to be limited due to the abstract character. – The IBK strategy concept from 2008 comprises a section on spatial development and formulates such principles, amongst others 'reduction of soil sealing' and 'strengthening rural areas'. Such documents exist in a series of further cross-border regions.
- A second option goes a step further and combines existing concepts of spatial development ('**pooled concepts**'). The spatial monitoring system of DACH+ provides first information in this direction as it offers cartographic visualisation of regional planning documents. A further developed example is the GIS system of the Greater Region that offers a joint cartographic representation of the settlement classifications ('centrality') as they are defined in the respective national or regional frameworks.¹
- The third option goes one more step further as it develops **own priorities** that are based on existing documents but that go beyond in particular with regard to cross-border issues and new ideas. Again, the example of the Greater Region is inspiring as this region has achieved a consensus on a joint classification on settlement categories.² A more comprehensive example is the spatial development concept of the German-Polish region that is quite concrete in a multi-sectoral perspective.

c. Project development

The last dimension addresses the development of projects. It is important to translate objectives of territorial cooperation into concrete activities. Moreover, the operative work on project proposals and implementation can trigger an important dynamic and interaction within the cooperation area. Within the ROK-B area, the following three options are the most prominent ones:

- The longstanding experience and very good reputation make the **spatial monitoring** system a real key project for the ROK-B cooperation. Currently, a German federal project (MORO spatial monitoring, 2016-17) develops some aspects further. However, it is not easy to develop a more continuous resource basis.

¹ http://www.sig-gr.eu/fr/cartes-thematiques/amenagement-territoire/schema-developpement-territorial-gr/centres_developpement_partenaires_gr.html

² http://www.sig-gr.eu/fr/cartes-thematiques/amenagement-territoire/schema-developpement-territorial-gr/typologie_fonctions_metropolitaines_poles_superieurs.html

- A series of **sectoral aspects** have already been addressed in the framework of the ROK-B cooperation. For example, the issue of cross-border transport was the object of a series of INTERREG projects, a very early one led by the IBK and finished in 2005 ('cross-border mobility concepts in Lake Constance region'). Further developing this sectoral project perspective makes sense if the idea of spatial development is the red thread. Beyond transport, the issues of landscape protection and energy supply are currently very topical; but also R&D infrastructure, retail, and tourism are certainly important themes.
- Also from the project perspective, the development of a spatial concept can be relevant. In many regions, INTERREG, ESPON and regional funds have helped to make progress in this respect.

It is obvious that there are arguments for and against all the options. It is a political process that has to define the priorities and agenda. The table summarises the different dimensions and options.

Table 2: Future options

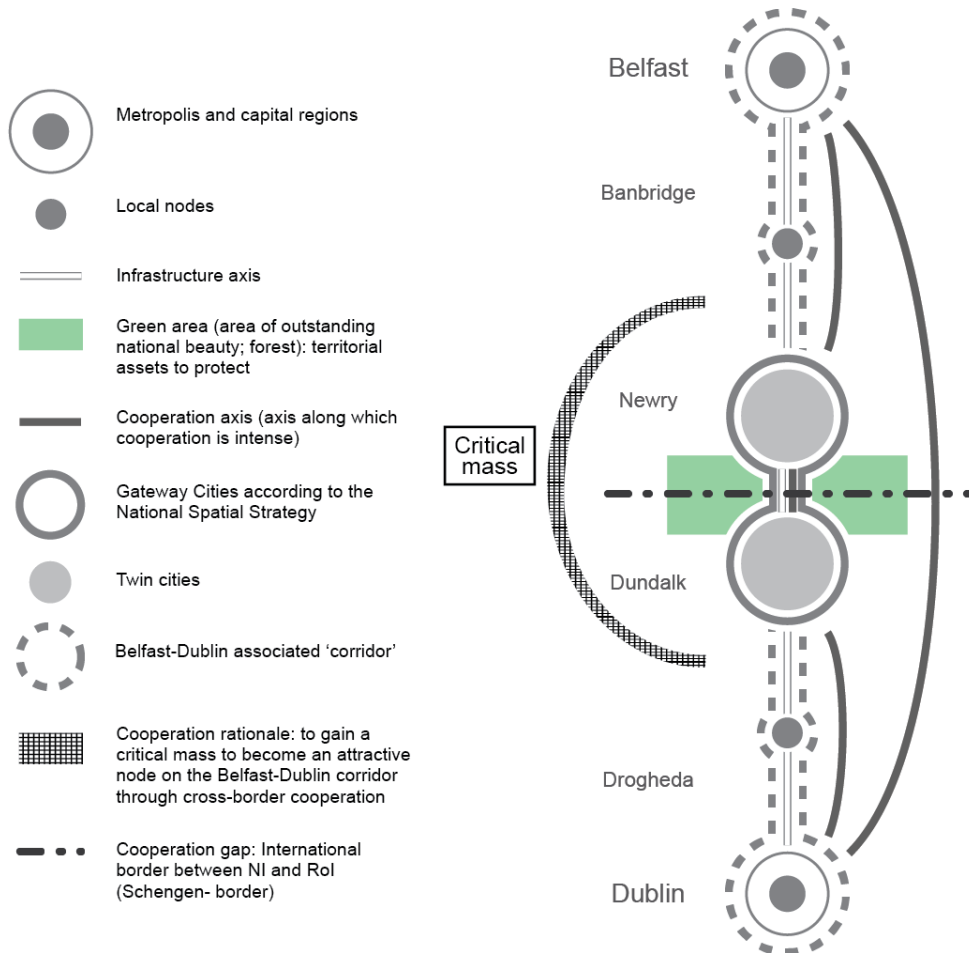
Dimension	Options
Institutional future	Status quo scenario (<i>soft space</i>) ROK-B becoming working group of IBK (<i>hardening I</i>): Strengthen autarchy e.g. as EGTC (<i>hardening II</i>)
Spatial concept (,Leitbild')	Formulating overall principles Pooled spatial strategies Formulating and localising original spatial strategy
Project development	Spatial monitoring 'DACH++' Spatial development projects Sectoral projects (transport, environment, ...)

Source: ESPON ACTAREA (2017)

10 National Spatial Strategy Ireland and the Newry-Dundalk Gateway in the Belfast-Dublin Corridor

Geographical setting

Figure 35: Mapshot Newry-Dundalk Gateway



Source: ESPON ACTAREA (2017)

The National Spatial Strategy of Ireland developed for the years 2002-2020 identified the corridor between Belfast and Dublin as an important strategic axis. In order to strengthen the broader axis, as well as to support the development of the small and medium-sized regions in Ireland against the background of the evermore increasing primacy of Dublin, the gateway concept included smaller and medium-sized cities. The concept aimed to prioritise those regions. In the case at hand the two cities of Newry and Dundalk were identified as gateway cities. These cities are only 16 km apart and are located on different sides of the border between Northern Ireland and the Republic of Ireland. Since 2009, they have identified themselves as the main nodes of a 'Twin City Region'.

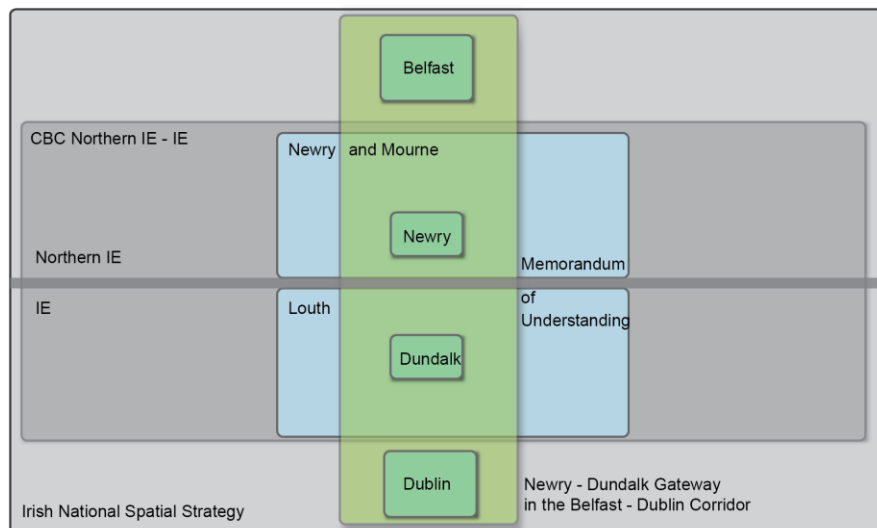
The Irish Spatial Strategy covers the Northern Ireland side following the Good Friday Agreement. The idea is to support development alongside the border regions. The two cities of

Newry and Dundalk are located on the corridor between the two main agglomerations of Belfast and Dublin, along which one also finds the towns of Banbridge and Drogheda.

Links between the Belfast and Dublin metropolitan areas are less developed than one might expect, considering their size and proximity. The national border has long had a strongly separating effect on the broader regional development, which is still present, as the UK is not part of Schengen. Considering the Brexit referendum and the separation of the UK from the EU, the border region will receive considerable attention, with effects on the regional and local development that are not yet foreseeable. Throughout the Twin City Region, and particularly triggered by the established facilitation of cooperation between the two councils and the two municipalities, the potential of further cooperation is locally recognised and politically supported. Hence, the framework provides an important cooperation axis. Naming these two cities as gateway cities has additionally led to a further visibility and political commitment towards their development in their respective national capitals, leading to increased cooperation axis. The proximity to the national capitals has led to spill-over effects concerning business development, in particular in Dundalk city. One of the main objectives nowadays is to further stabilise and jointly develop the region, making use of the critical mass and joint natural and touristic potential. The main challenge that is looming over the region today is that this region might be considerably hit by the economic and institutional effects of the Brexit process. However, this uncertainty leads to a strong local and regional cooperation.

Policy framework and existing collaborations

Figure 36: Cooperation map



Source: ESPON ACTAREA (2017)

The Irish and Northern Ireland cooperation is to be understood against the background of the administrative units. In both systems, the counties and councils are the backbone of the administrative system, serving as the local authorities with planning rights.

The cooperation between the cities of Dundalk and Newry can only be understood in relation to their counties and councils. The Memorandum of Understanding is therefore signed by the Councils and Local Authorities of Newry and Mourne and Louth.

Activities in the region may be supported by the PEACE IV Programme, an initiative of the EU to support peace and reconciliation in the border region. It was created in 1995 and has also been taken up in the 2014-2020 funding period. The Interreg Programme Interreg V-A - United Kingdom-Ireland (Ireland-Northern Ireland-Scotland) is divided in four regions, one of these dedicated to the Northern Irish border. These collaborations are situated in the background of all cross-border cooperation and do not have a specific impact on the gateway concept, but does however offer funding resources on a general basis.

Synthesis of the case study

The introduction of the Gateway concept in the National Development Plan of Ireland, and its application to the Newry-Dundalk region in the National Spatial Strategy came at a time of orientation after the Good Friday Agreement. The creation of this new perception of a broader gateway region and its potential role in the development corridor between the two capitals triggered an increase of cooperation across the border. Nowadays, the cooperation has developed a dynamic in itself without the allocation of national funds, and has become a rather stable exchange between the two municipalities and the local authorities. Following very heavy rainfalls and severe problems, the cooperation between the two municipalities was instrumental in setting up a more institutionalised background to the cooperation through the Memorandum of Understanding. Undoubtedly, however, the current uncertainty of the Brexit discussions will prove a challenge for further strategic cooperation.

Figure 37: Summary of characteristics



Source: ESPON ACTAREA (2017)

The Irish National Spatial Strategy provides a rather soft framework for cooperation which allows for diverse forms of cooperation to develop as the spidergraph illustrates:

- The **territorial fuzziness** of the Irish National Spatial strategy is ranked very high. The policy framework addresses primarily the Republic of Ireland and indicates cross-border collaboration. It introduces a fuzzy and soft understanding of spatial relations through the gateway concept. The gateway thinking has fuelled collaborative planning, as shown by the example of Newry and Dundalk, which cooperate across the border. The perimeter for cooperation may change, however, it is less open than the policy framework due to administrations institutionalising their cooperation. This hardening at the level of implementation is an example of how a rather open cooperation framework can support the development of a coherent and long-term cooperation.
- The **thematic openness** is ranked with a 3, as more than one topic is addressed, and in general there is openness to cooperate in different thematic areas. Despite this fundamental open approach, the Irish case and the example of Newry-Dundalk focus around joint cooperation that is related to planning and spatial developments.
- The **organisational flexibility** differs between the policy framework and the implementation. The reason behind that is that the strategy document is provided by the national level through the planning department. On the implementation level, however, organisation may differ considerably. In the Newry-Dundalk case, the cooperation developed step by step. A twin-city concept was chosen and a Memorandum of Understanding was signed. This framework provides space for diverse forms of cooperation in different thematic areas.
- The **membership variety** is ranked high for the implementation while it is ranked low for the policy framework. The policy framework itself is a strategy document provided by the national administrations. This concept however provides the opportunity for the cooperation in the region to involve all kinds of stakeholders from different administrative levels as well as to involve private and public stakeholders. Exemplary for this diversity is that the initiative fostered cooperation in geo-tourism.
- The **resource diversity** differs as well. In order to implement the strategy goals as well as to offer the gateway concept opportunities to flourish, the national level offers a financial instrument, of which the use may be complemented by other resources. In the Newry-Dundalk case the different types of collaborations launched between the regions draws on very different resources, including private investments and public resources. The cross-border cooperation is further intensified by the use of EU cross-border funds.

Main case study characteristics

	Dimension	Policy framework characteristics	Case study characteristics
Policy context	Strategic ambition	<ul style="list-style-type: none"> - The National Spatial Planning Framework 2002-2020 of the Republic of Ireland is the follow-up document of the National Development Plan of Ireland and the forerunner of the Ireland 2040 strategy that is currently under development. - The framework is hence developing long-term strategic goals, which shall serve as a guidance for effective public spending and investments, as well for planning processes. - The Spatial Strategy is rather to be seen as a framework that is to be applied than as a spatial plan that is to be implemented. - The long-term strategic goals resulting from the overall development since the 1990s, when the primacy of Dublin increased substantially and particularly the western parts of the island lagged behind. To avoid a trickle-down effect of these parts, the National Development Plan 2000-2006 promoted the introduction of gateways as a way to develop urban functional areas. In the first phase, 5 bigger cities were appointed, in the second phase smaller centres were also included. - The Irish National Spatial Strategy takes up the gateway concept to develop smaller urban regions, with the goal to open up and allow for strategic thinking about both rural and urban aspects. - The National Spatial Strategy and the National Development Plan have integrated a cross-border perspective, which, following the Good Friday agreement in 1998 with Northern Ireland is a new development. - Currently, the Ireland 2040 Strategy is under development, which will supposedly integrate functional questions, with a new take on the gateway region. 	<ul style="list-style-type: none"> - The corridor Belfast-Dublin is one of the development corridors mentioned in the National Spatial Strategy of Ireland. On this corridor the two cities of Newry in Northern Ireland and Dundalk in the Republic of Ireland, which are only 16km apart are nominated to be gateway cities. - The strategic goal is to develop the region. The idea is to create a perception of a broader region, which together provides a critical mass to attract investors and better develop. - The region is a development region also thereby linking the two main agglomerations of Dublin and Belfast in a better way.
	Degree and type of formalisation	<ul style="list-style-type: none"> - The National Spatial Strategy is a formal document of the Republic of Ireland. 	<ul style="list-style-type: none"> - The cities of Newry and Dundalk have initiated a closer cooperation following the development of the gateway. In the beginning cooperation was little formalised. - In 2009 the cities developed as Twin Cities. - In 2011 the Newry and Mourne Council and the Louth County Local Authority signed the Memorandum of

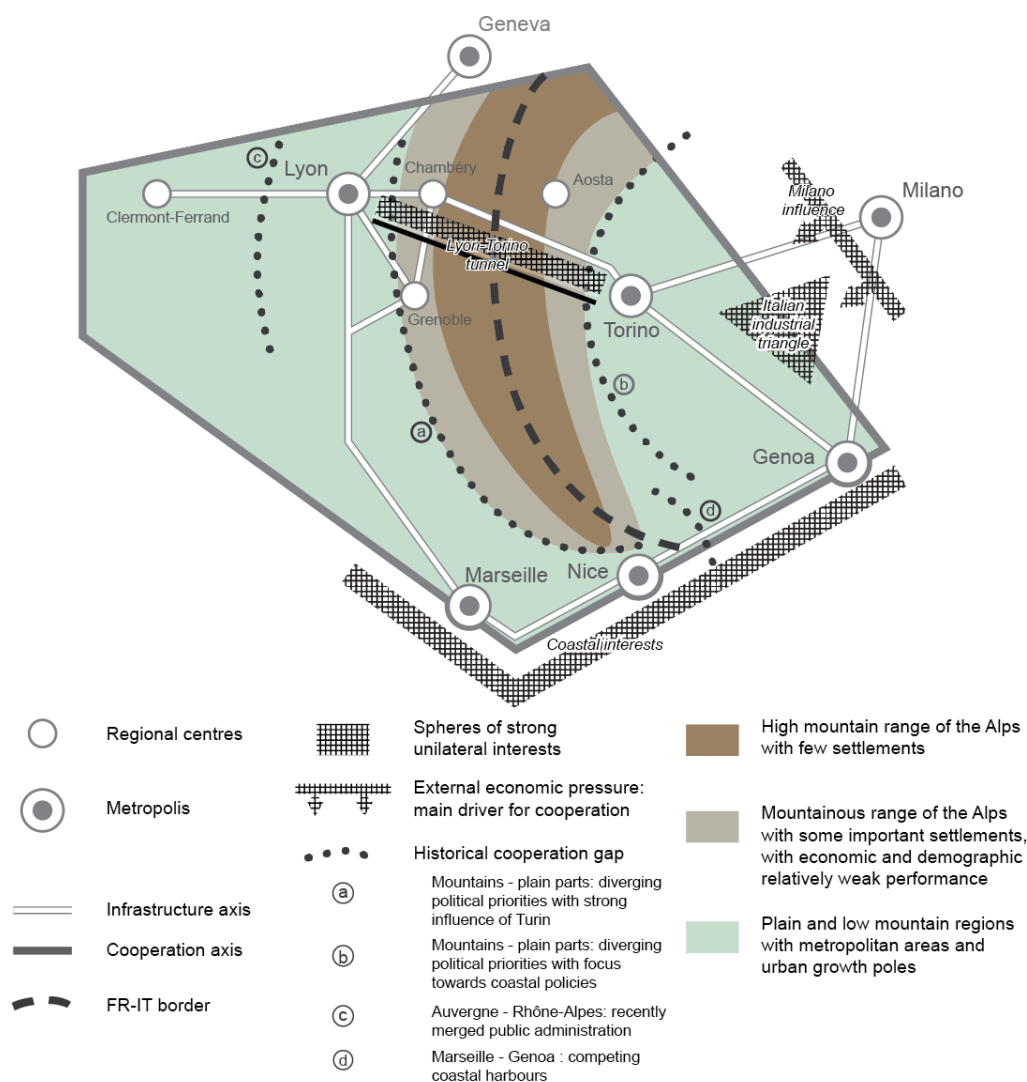
	Dimension	Policy framework characteristics	Case study characteristics
			Understanding to provide a formal framework for facilitated cooperation. The MoU appoints primary contact persons and a yearly-rotating secretary.
	Resources	<ul style="list-style-type: none"> - The National Spatial Strategy supplies the gateway innovation funds with 300 million Euro to accelerate the development prioritising the gateway locations. - Due to the economic crisis the economic situation changed and strategic activities were not possible. Rather, communities were in severe situations of cutting staff or similar. - Considering the upcoming Brexit, the future 2040 strategy includes the cross-border cooperation explicitly. The regions prepare for a further and better integration by providing institutional and financial resources for the time being. 	<ul style="list-style-type: none"> - The Newry-Dundalk cooperation has local resources for a rotating secretary. - However, formally there are no allocated funds. On the basis of arising projects and concrete initiatives funds are allocated. - The Twin-City project developed a vision and concrete collaboration initiatives. These are supported by the development of concrete collaboration initiatives funded. - The Interreg CBC Programme is identified as an important programme to allow for cooperation.
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - The framework shows profoundly fuzzy delineated corridors and gateways. - The Irish Spatial Strategy is cross-border oriented with at least two gateways towards Ireland. - The corridor is a large-scale project, whereas the gateway cities are urban areas. The bigger cross-border gateway cities around Derry are (with more than 100.000 inhabitants) quite big, whereas some others are small local cooperation instances of around 30.000 inhabitants. 	<ul style="list-style-type: none"> - The territorial coverage of the Memorandum of Understanding between the regional council and counties has a regional level. The counties are the local authorities in Ireland. Newry and Dundalk do not have their own municipal authority. However, the cities are the gateway cities, which through the Twin-City project provide the main unit of reference. - However, the concept is to be understood rather fuzzy.
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - The Spatial Strategy is aiming for the period 2002-2020. Currently the follow-up strategy Ireland 2040 is under development. 	<ul style="list-style-type: none"> - The cooperation is open-ended. The Memorandum of Understanding, albeit being reviewed every year has no fixed timeframe. The cooperation fostered by the framework has thereby reached a certain stability.
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - The National Spatial Strategy is decided upon by the Government of Ireland. It is a formal policy framework developed by public administration in cooperation and consultation with academia, and private stakeholders. - The strategy is not amendable 	<ul style="list-style-type: none"> - The gateway cites involve formally the council and county in the region, and was witnessed by the District Council and the Drogheda Borough Council. - The International Centre for Local and Regional Development has been proven to be an important interlocutor in the region.

	Dimension	Policy framework characteristics	Case study characteristics
Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> - The area of intervention is the development of a spatial vision, integrating sectorial policies, such as transport. - In 2014 Local Government Act led to the reduction of 8 regional authorities to three. In addition, the number of local authorities was reduced from 88 to 31. Following the economic crisis, the development of Regional Assemblies was the most important area of intervention on a strategic level. 	<p>The areas of intervention are manifold with 6 identified themes:</p> <ol style="list-style-type: none"> 1. Economic competitiveness; 2. Sustainable development; 3. Community cohesion; 4. Management of the natural and cultural heritage; 5. Coordination of infrastructure investment; and 6. Up-skilling for economically productive workforce.
	Kind of activities	<ul style="list-style-type: none"> - The activities are different and were foreseen under the gateway investment fund. 	<p>The activities included</p> <ul style="list-style-type: none"> - the Twin-City project - the development of a joint economic zone - the Memorandum of Understanding - a centre of excellence to create a sustainable-energy community - geo-tourism - a regeneration strategy

11 Euroregion Alpi-Mediterraneo / Euroregion Alpes-Méditerranée / Alps-Mediterranean Euroregion

Geographical setting

Figure 38: Mapshot Euroregion Alps-Mediterranean



Source: ESPON ACTAREA (2017)

The Alps-Mediterranean Euroregion consists of 5 regions alongside the French-Italian border. The two involved French Regions are the region of Auvergne Rhône-Alpes (formerly only the part of Rhône-Alpes) and the region of Provence-Alpes-Côte d'Azur (PACA) in the south. On the Italian side, the three regions Valle d'Aosta, Piemonte and Liguria cooperate in the Euroregion. The strong cooperation axis between the two regions of Piemonte and Auvergne-Rhône-Alpes can be considered as one of the driving forces within the Euroregion.

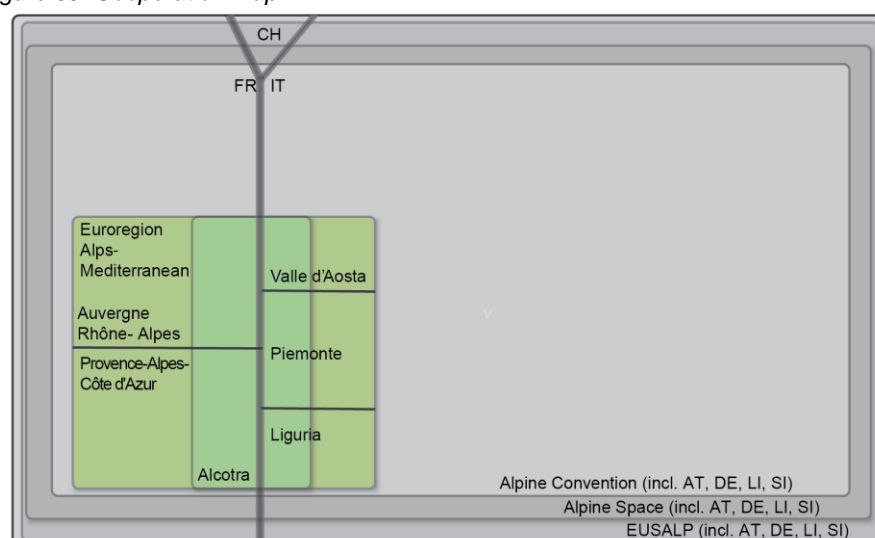
The national border and the high Alpine range have a separating effect, which in terms of settlement and infrastructure development becomes evident in a number of ways. Firstly, in the concentration of settlement at the foot of the mountain ranges as well as on the lowlands.

Secondly, the connectivity is higher between the smaller mountainous settlements towards the central urban units, such as Turin. Apart from Aosta, the regional capitals of Lyon, Marseille, Turin and Genoa are located outside the mountainous areas. Both on the Italian as well as on the French side there is a cooperation gap between the mountainous and the plane metropolitan areas. These become apparent in political prioritisation and diverging interests between the more mountainous and the plain areas, which, among others, leads to a political focus towards the industry on the Italian side, or the development of the harbour areas and the seaside in the region of PACA and in the Ligurian Provinces in Italy. Regarding the attraction of logistics in the harbours these two areas are competitors to a certain degree.

One of the main objectives and challenges in the region today is the improvement of infrastructure. The “Tunnel de Base” along the corridor between Lyon and Turin is currently the most important project in the Euroregion, creating substantial resistance at the local level in the mountainous areas. Many activities inside the region focus on environmental and tourism policies, particularly in the Alpine range. Cross-border cooperation in the Euroregion is an on-going challenge, as well as the positioning of this region in the wider context of the Alpine regions. In comparison to other regions of the Alpine range, this region is multilingual, with a high amount of minority languages (cf. EURAC 2015). This poses an additional challenge in terms of cooperation. Economically, the region is lagging behind some of the German-speaking parts of the Alpine region. Another challenge for the cooperation is that the regional centres have their political focus faced towards Rome and Paris, with Brussels not playing a decisive role. In other words, cross-border activities are not a political priority as they hardly ever give a push to political careers. This is considered a challenge by some regional representations in Brussels as interviews have confirmed.

Policy framework and existing collaborations

Figure 39: Cooperation map



Source: ESPON ACTAREA (2017)

The Euroregion is a region with a common culture of cooperation in the context of wider policy frameworks and European cross-border cooperation. The main initiatives and policy frameworks that provide a rationale to the Euroregion's activities are the following:

- INTERREG Cross-border cooperation programme Alcotra
- INTERREG Transnational cooperation programme Alpine Space
- Alpine Convention, which is an international treaty between the Alpine Countries (Austria, France, Germany, Italy, Liechtenstein, Monaco, Slovenia and Switzerland) and the EU, for the sustainable development and protection of the Alps.
- EU Strategy for the Alpine Region launched in 2014 (EUSALP).

The institutional cooperation across the border is influenced to a large extent by EU programmes as well as by the involvement in wider policy frameworks such as the Alpine Convention or the EUSALP. Due to the change of political majorities both on the French and the Italian side, initial attempts and preparation towards institutionalisation of a European Grouping of Territorial Cooperation failed. The formerly more active Working Community of the Western Alps founded in 1982 (Communauté de Travail des Alpes Occidentales, COTRAO) can be considered a predecessor of the Euroregion. In the latter however, the Swiss cantons that cooperated in the context of COTRAO are not involved. Following the fall-down of the EGTC-setup the EUSALP, and the need to lobby for the interest of the Western Alpine, provided a new incentive to re-launch the cooperation.

Synthesis of the case study

The Euroregion was set-up by an agreement in 2007, implemented on the basis of rotating presidencies, identifying joint initiatives and providing a common position paper for the 2014-

2020 policies. In the post-election phase 2014-2016, which led to the failing of the EGTC set-up for the Euroregion, Euroregion activities have slowed down considerably. The Euroregion is being resorted with the organisation of a transport conference in 2017, and currently with the preparation of position paper Post-2020. The current soft characteristics of the cooperation are a result of this political disruption. The activities are of strategic character, and the institutionalisation is very weak, without own financial means. The Euroregion however gives a label to this area for positioning within the wider Alpine area. No timeframe is foreseen. The stakeholders involved are from the regional level and cross-border. For the further institutionalisation the national level has become quite influential. The Alcotra programme is the main funding source and partner, and regarding the development of the transport axis between Lyon and Turin the national ministries are involved as well.

Figure 40: Summary of characteristics



Source: ESPON ACTAREA (2017)

The Euroregion Alps-Mediterranean is in many respects a very soft form of cooperation and a rather informal governance setting.

- The **territorial fuzziness** is open for modifications. Whereas the cooperation is based on collaboration between 5 regions, it is not an exclusive cooperation. Through the French territorial reform the perimeter was enlarged. Also, depending on the issues addressed the collaboration may involve other administrative units. Exemplary is the cooperation in the transport sector, where the Italian region of Lombardy is participating in activities. However, the term as such refers to the 5 regions.
- The **thematic openness** is very high. Collaboration in the region becomes vivid around a huge diversity of topics depending on the contemporary agendas. There are in general no thematic limitations
- The **organisational flexibility** is also very high. At the stage of writing this report, cooperation was informal and not institutionalised. Despite several attempts of institutionalisation, e.g. the setting up of an EGTC, the cooperation does offer different

forms of cooperation independent from an organisation. Activities have ranged from joint workshops to joint position papers and may include diverging stakeholders.

- The **membership variety** is despite the organisational flexibility ranked lower. There is no formal membership to the cooperation. However, due to the low level of institutionalisation, the dominant stakeholder group running the cooperation are regional representatives who have established long-term relationships and a habit of communication.
- The **resource diversity** is relatively high. The different activities that have been carried out relied on several instruments, which may have been combined. Important resources are the cross-border projects from Alcotra. However, at the time of writing, a joint workshop is being organised, which involves funding from the regions as well.

Main case study characteristics

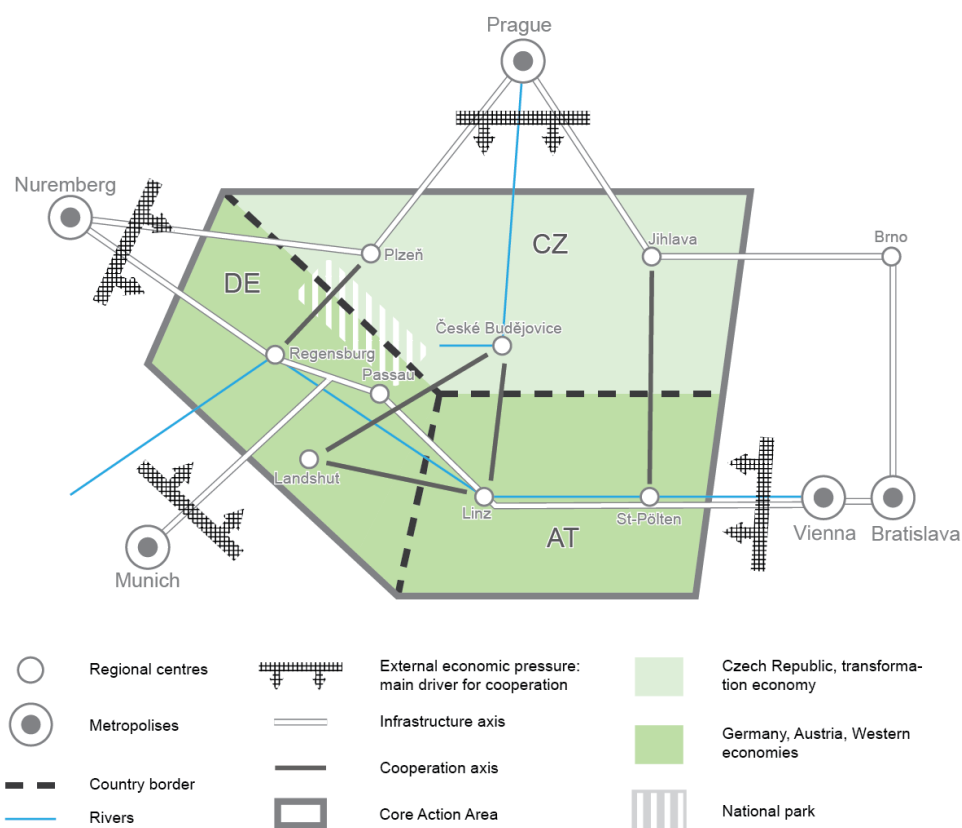
	Dimension	Case study characteristics
Policy context	Strategic ambition	<ul style="list-style-type: none"> - The cooperation in the Alps-Mediterranean Euroregion is a relatively new and fuzzy cooperation, initiated to create a stronger voice of the Western Alpine Regions. The strategic goals are long-term with an initial additional rationale to foster the strategic use of EU funds. - However, a spatial strategy or vision for the region does not exist. - The cooperation is not stable, but subject to political support of the regions.
	Degree and type of formalisation	<ul style="list-style-type: none"> - The Euroregion cooperates without formal structures. - Following an initial setting of rotating presidencies, and the attempt to develop an EGTC the cooperation slowed down considerably. A further formalisation and institutionalisation of a governance structure is not foreseen at this point in time. Due to the cooperation history however, the Euroregion still serves as business card. - The existence of the joint building with all 5 regional representations in Brussels is an important backbone for cooperation in the region. The Brussels offices serve as an interlocutor for facilitating cooperation in the regions.
	Resources	<ul style="list-style-type: none"> - The Euroregion is considering its history a particular open format of cooperation, providing a label for joint initiatives. - The Euroregion does not have own financing resources, nor does it have legal mandates. One of the impetuses for the set-up of a Euroregion was to better make use of the existing financing resources. - The most important funding sources are the European programmes (Alcotra Cross-border programme as well as the Alpine Space programme) - The activities in the Euroregion are organised around discursive tools. - Exemplary, joint activities under this framework are the development of a joint position paper to set agendas at the EU level, in particular regarding regional policies. For the future a more theme-centred cooperation around the main project of the tunnel to develop the transport axis between Turino and Lyon is foreseen. This includes the organisation of a transport conference, which shall be financed through mixed resources.

	Dimension	Case study characteristics
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - The cooperation is a cross-border cooperation. - The Euroregion consists of five administrative regions, two French regions and three Italian regions, and is therefore located at the meso-level. - Though this setting is rather static, the Euroregion is open to enlargement, e.g. regarding potential involvement of Lombardy or Swiss cantons to support a stronger voice of the Western Alps in the EUSALP. In fact, through the territorial reorganisation of the French regions and the join of Auvergne with Rhône-Alpes the Euroregion perimeter is nowadays larger than in its initial setting.
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - The first cooperation agreement of the Euroregion was signed in 2006, after initial meetings in 2006. Since a decade therefore the region is labelled as the Alps-Mediterranean Euroregion. - The cooperation between the regions dates however back to 1982 under the framework of COTRAO, a working community for the Western Alps. - The cooperation is not based on a fixed timeframe and can therefore be considered as an open-ended cooperation. - However, following an intense phase of preparation of institutionalisation of an EGTC, the elections on the French and Italian side with a change of majority were major disruption in the cooperation. (Northern League coming into force in Italy, next to this, it took almost a year to establish contact with socialist government coming into force at the French side). In addition, the internal instability within the French region as a result of the merging of the two French regions provided a major disruption. Between 2014 and 2016 the Euroregion was not active, and most recently a revival in the context of the EUSALP and the post-2020 discussions.
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - The involved actors are the 5 regions, with a considerable role of the regional representations in Brussels. As part of the setting up of the Euroregion all 5 regional representations took base in the same building in October 2007. The main stakeholders are the public administrations and the representations. - Depending on the topics addressed, the EU-level is involved and the current engagement of the Lombardy region in the context of EUSALP cooperation is under discussion.
Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> - The areas of intervention have long been more integrative, with a new focus on sectoral policies.
	Kind of activities	<ul style="list-style-type: none"> - The initial phase was marked by rotating presidencies and the development of a couple of projects (such as a dance school). - In the beginning the main activity was identifying joint activities and strategies, with the idea to develop integrated thematic plans. - In 2011-2012 the region developed a joint position paper for the 2014-2020 funding period. - The latest activities are again the development of a joint position paper for the Post-2020 Cohesion Policy. - A conference in September and a series of workshops is foreseen regarding transport cooperation. This initiative is to be seen in the context of the development of the base tunnel between Lyon and Turin, which created considerable resistance in the concerned valleys.

12 Euroregion Donau Moldau (EDM) / Evropský region Dunaj-Vltava (ERDV) / Euroregion Danube-Vltava (ERDV)

Geographical setting

Figure 41: Mapshot Euroregion Danube-Vltava



Source: ESPON ACTAREA (2017)

The cooperation area is of rural character, surrounded by four large metropolises, namely Prague, Vienna, Munich, Nuremberg. Within the cooperation area, medium-sized cities host the most important political and economic functions (Linz, Pilsen, Regensburg etc.).

The core area in the trilateral border region is very rural. Mountains and the bilateral national park on the German-Czech border (Bayerischer Wald – Sumava, since 1970 / 96) are touristic potential and at the same time a barrier for infrastructure. The middle range mountains (>1,000 m, up to 1.500 m) separate the river basins of the Danube and the Moldova. The valley of the Danube is equipped as the most important transport corridor, with strong multi-modal facilities. This contrasts with the shortcomings in the transport infrastructure in many subregions, where we see the implications of the morphology and the former 'iron curtain'. On the Czech side of the border, the transport infrastructure is directed very much via Prague, which is the national primary city.

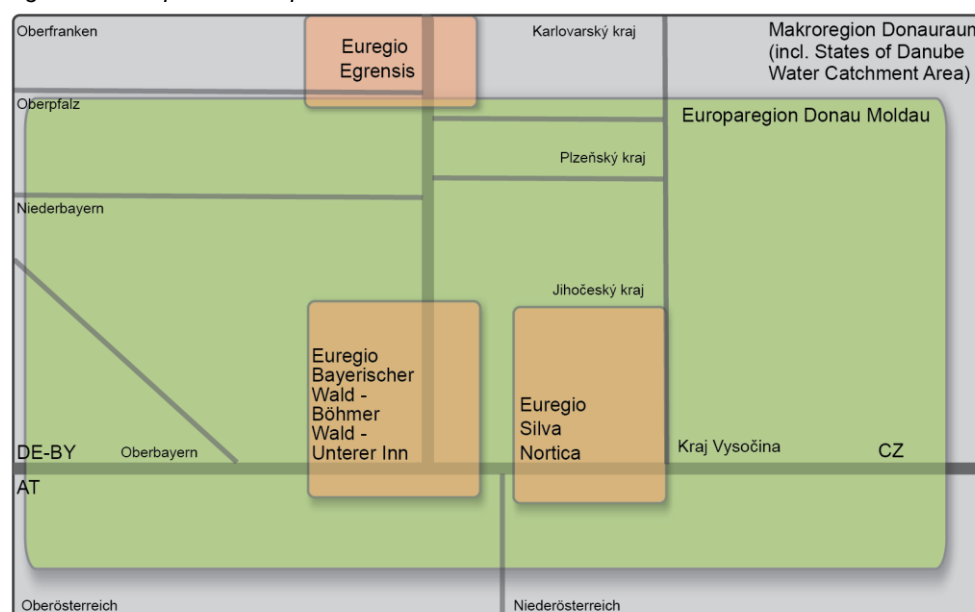
Despite the rural character, the region is comparably successful, even if the development is under the respective domestic average. Compared to other European rural areas, the challenges are relatively low. At the same time, and due to a variety of R&D and higher education facilities, the potential is considerable. One of the most important challenges to socio-economic prospering is the demographic situation. It is not easy for rural areas to attract skilled personnel, in particular in competition with the larger surrounding metropolises.

The Austrian and German parts of the cooperation area share a common language and are part of the Western economies. The Czech Republic is part of the transformation economies. The differences between Western and transformation economies are visible with regard to GDP, income, innovation indicators, etc. However, considerable convergence processes have taken place during recent decades.

The region is separated by a strong language barrier between the Czech and the German speaking part, whilst there is no language barrier between the Austrian and German parts.

Policy framework and existing collaborations

Figure 42: Cooperation map



Source: ESPON ACTAREA (2017)

The region is less experienced in cross-border cooperation compared to many other Inner-European border regions. Austria joined the EU in 1995 and the Czech Republic joined in 2005, but the Schengen regulation only started applying to these borders between 2007 and 2011. Moreover, the difficult history between Bavaria and Czech Republic has hampered cross-border cooperation until recently. The experiences of war, occupation and expulsion have blocked the cooperation axis Munich-Prague for many years. This explains that the cooperation

on local level – in particular the three Euroregions with their strong INTERREG A involvement – is of key importance. On higher institutional levels, there are a series of cross-border initiatives currently going on that have not yet led to continuity or institutionalisations. For example, the Czech and Bavarian governments are currently implementing a spatial development strategy on the district level; the so called European Metropolitan Region Nuremberg (EMN) is currently developing a closer partnership with Czech partners, etc.; however, the ERDV is currently the only cross-border institutionalisation above the Euroregion level. Due to a network analysis, the cooperation triangle in the border region Landshut – Linz - České Budějovice shows the most intensive cooperation activities as shown by a network analysis (ERDV, 2011). The Euroregion Egrensis in the northern part of the border region -but only in parts overlapping with the ERDV– can be considered as a second core area of cooperation.

There is no formal policy framework for the ERDV. It was launched based on an initiative by the Member of European Parliament Manfred Weber in 2008 and originally ambited to establish an EGTC. The original idea of turned out to be too complex and met political resistance. In 2012, a softer form of cooperation was chosen ('Euroregion', inspired by the Internationale Bodensee-Konferenz, a predominantly intergovernmental logic). 'Hardening' as EGTC is still a possible option for the coming years. Therefore, while the EGTC directive and the IBK example have provided some inspiration in this case, they cannot be considered as policy frameworks for the ERDV.

Synthesis of the case study

The general idea behind the ERDV initiative is to position this large rural and polycentric area in relation to the four large metropolitan regions surrounding it. This positioning first addresses:

- The domestic decision-making centres in the surrounding metropolises with regard to support (resources)
- The European level (visibility in 'Brussels')
- The broader public, in particular specialised staff that shall be attracted for the successful enterprises in this region.

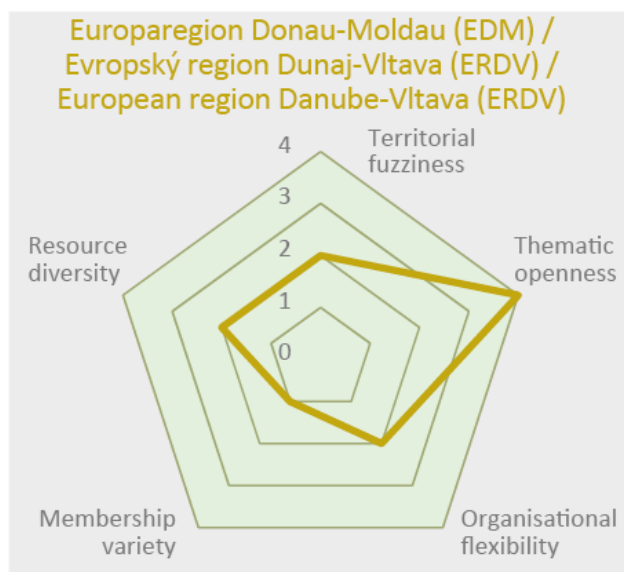
The spidergraph shows that the ERDV is very ambitious and has a broad political focus. The soft character of the cooperation format is due to the young character of the cooperation and the challenges that were faced during the early years. The question of hardening is still open. The spidergraph presents in a condensed and 'didactic' way the information from the table below:

- The **territorial fuzziness** is moderate. The cooperation space encompasses 7 districts (2 AT, 3 CZ, 2 DE). In the early establishment debate, the trilateral core of only three districts (1 AT, 1 CZ, 1 DE) was the starting point that was successively enlarged. Despite a few critical discussions on the large size of the perimeter, there are no signs for a change of the perimeter. In the long run, one has to see how the ERDV will be combined with other

cooperation initiatives that are currently less institutionalised but might gain political relevance (bilateral initiatives, government cooperation etc.). The general character is at the moment a 'pooled' perimeter on district level.

- The **thematic openness** is very broad: In general, the main focus lies on cross-border governance development. Within the relatively young process of cross-border integration in this region, the ERDV develops new ways for cooperation on the level between the Euroregion and the national level. The thematic activities are mostly based on the exchange within the seven established and – closely linked to this – on joint projects. The seven thematic platforms (so called 'knowledge platforms') cover a very broad range of topics, and each platform is coordinated by one partner district (mobility, energy, tourism, labour market, economic clusters, innovation, and university cooperation). Beyond the organisation of the platforms, there is no agenda with clear political priorities. This is a consequence of the young character of the cooperation, its governance is based on consensus and the project logic. All in all, the on-going works are based on exchange and project development in many sectors. The regular exchange within the transport platform has led to first 'transport masterplan', an informal document that compiles the regional infrastructure investment priorities and seeks to influence transport investment. The success of this initiative is currently perceived as limited. Spatial planning is not yet explicitly addressed.
- The **organisational flexibility** shows medium values as the ERDV already has some structures of its own. The board consists of regional representatives, and since 2013, a joint office is established in Linz, today financed by all partners. This central office is complemented by regional contact persons in each member district. The activities are organised on the basis of so called 'knowledge platforms', as mentioned above.
- The **membership variety** is rather low. The current activity works involve predominantly public actors. This setting is partly complemented with semi-public and private partners and experts (chambers, cluster agencies etc.). The procedural energy, however, is restricted to the political sphere.
- The **resource diversity** shows medium values. Before 2012, more than 50% of the joint activities were based on INTERREG A funding. The challenge is to establish trilateral projects as INTERREG A is based on a bilateral logic. In this respect, the three non-congruent Euroregions are important partners. Today, the partners' contributions for a joint budget ensure the activities, but the resource level is rather low. Beyond the limited financial resources, there is a certain capacity for agenda-setting, as some studies have been conducted and some publicity has been generated (e.g. the digital and analogue 'Danube Vlatava Newspaper', published twice a year in Czech and German language)

Figure 43: Summary of characteristics



Source: ESPON ACTAREA (2017)

Main case study characteristics

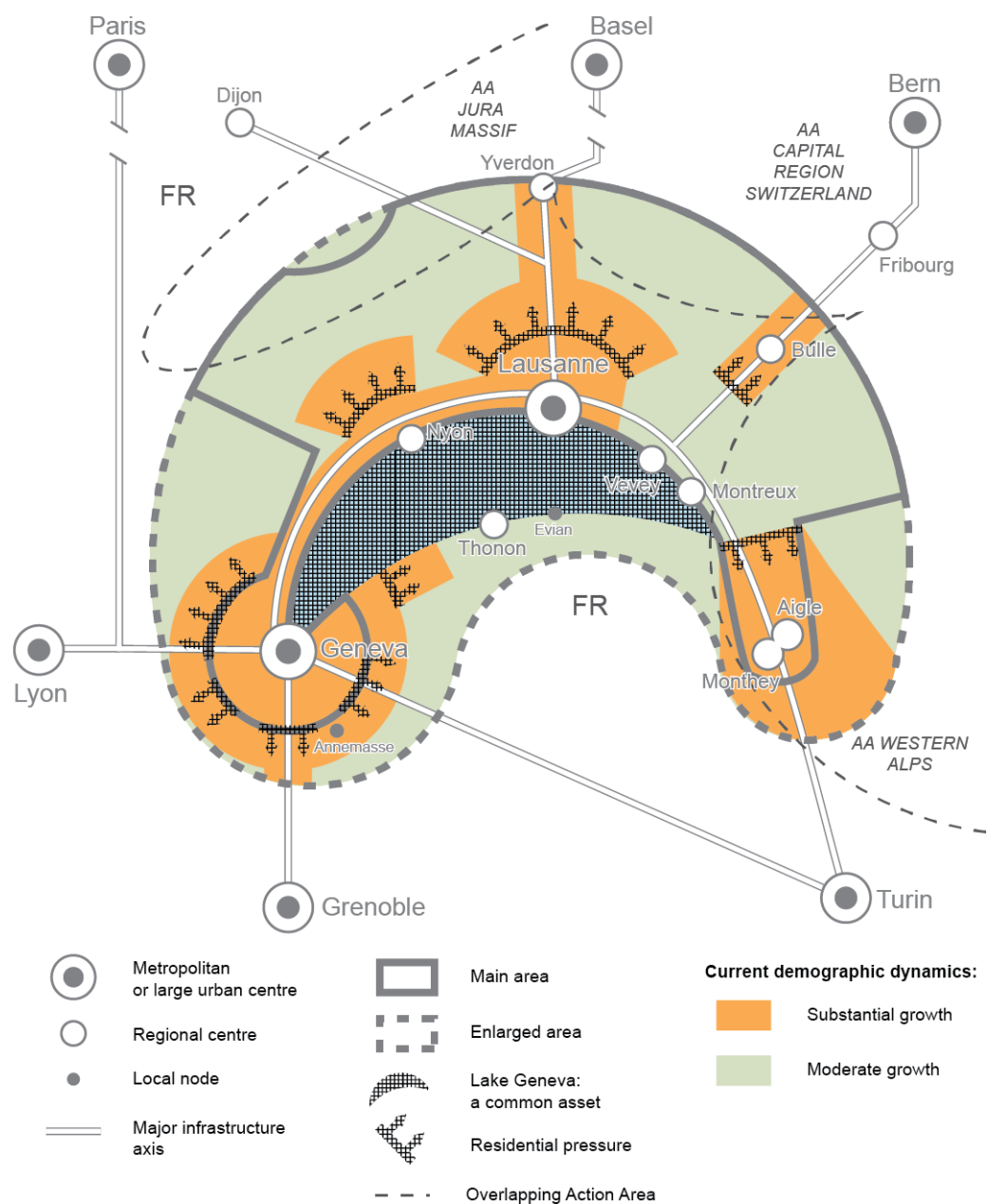
	Dimension	Case study characteristics
Policy context	Strategic ambition	<p>The ERDV is an open ended, strategic project</p> <ul style="list-style-type: none"> - Started in 2008 with an initiative from the Member of European Parliament Manfred Weber - Based on trilateral cooperation between the districts of Niederbayern, České Budějovice, Oberösterreich – later then Oberpfalz via Minister Emilia Müller and with that also Plzeňský kraj ; then Niederösterreich and Visocyna. - Motivation a) Visibility in Brussels/ on EU-level, originally via EGTC, b) better positioning towards surrounding metropolitan regions Vienna, Prague, Munich, Nuremberg. - Main motivation: Ambition to get on same level as metropolitan regions with regard to state support (resources), visibility, recruitment of specialised staff. - Governance background: Gap between local level Interreg A cooperation (Euroregions) and national intergovernmental cooperation.
	Degree and type of formalisation	<ul style="list-style-type: none"> - No own funding. Since 2013 joint office ('Geschäftsstelle') in Linz. Decision making based on consensus. - Originally aiming for an EGTC which turned out to be too complex and met political resistance. In 2012, a softer form of cooperation was chosen ('Euroregion', inspired by the Internationale Bodensee-Konferenz, a predominantly intergovernmental logic). Hardening as EGTC is foreseen in the coming years (officially before 2020), but not sure. - Important for operative processes are the seven 'knowledge platforms' that cover the most important sectors.
	Resources	<ul style="list-style-type: none"> - In early years (2010-12) more than half via INTERREG A; currently mainly domestic funding. All regions pay to the joint office in Linz (in total 60-80.000 €). - Many INTERREG-A projects – but problematic because of trilateral character of the ERDV (pragmatic solutions via so-called 'mirror-projects'). INTERREG-B not yet important, but is currently discussed as future opportunity - No legal mandate.
Geogr aphical	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - Pooled territory on meso-level: 7 districts (2 DE, 3 CZ, 2 AT). No expansions envisaged. Within ERDV perimeter flexible focus, but external boundary is not really fuzzy.
Timeframe	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - Not defined, open ended. On-going endeavour for greater institutionalisation: The 'Europaregion' is a temporal tool because the originally envisaged EGTC was not possible to establish (it might be later an EGTC or several bi-/trilateral axes inside). - Upscaling of trilateral cooperation and of the Euroregional level. - Important background: difficult history between Bavaria and CZ (World War 2). Experiences of war, occupation and expulsion have hindered cooperation on the Prague-Munich level for many years; currently process of rapprochement. - In the long run, the on-going efforts of cross-border institutionalisation on multiple levels will consolidate – open process.
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - Predominantly regional political actors. Some semi-public and private partners attached. In principle open for other member structures, but not of practical importance. Political actors are the driving force.

	Dimension	Case study characteristics
Patterns of intervention	Areas of intervention	- So far, the activities comprise mainly networking, exchange and the drafting of some informal documents and INTERREG projects. Spatial planning is not an explicit issue, more sectoral foci.
	Kind of activities	- Interreg A projects and exchange via workshops / conferences. Compiling of internal documents (e.g. needs in transport infrastructure investments).

13 Lake Geneva Metropolitan Action Area

Geographical setting

Figure 44: Mapshot Lake Geneva AA



Source: ESPON ACTAREA (2017)

The Lake Geneva Metropolitan Area is organised around two major nodes: Lausanne and Geneva. The core area stretches from Geneva, along the lakeside in Canton of Vaud to Bulle in the canton of Fribourg and to Monthey in the Canton of Valais. It also extends in the bordering parts of Ain and Haute-Savoie in France.

The enlarged Lake Geneva Metropolitan Area AA extends to southern parts of the Jura Massif and to Alpine foothills.

The development of the enlarged action area is unbalanced. On the northern (Swiss) shore of the Lake, the concentration of population and economic activities generates a number of planning challenges; transport infrastructure is well-developed. On the southern (French) shore, growth is significant but more moderate; the urban endowment is limited and transport infrastructure is weak. Furthermore, in the core metropolitan area, a continuous linear agglomeration is emerging between Lausanne and Geneva. The metropolitan areas generate sprawl in their rural hinterlands and put neighbouring regions under pressure. This concerns especially areas located along transport corridors, e.g. toward Valais (Chablais), Fribourg (Broye), Yverdon (Jura) and France (Annecy, Lyon, Chamonix and Thonon).

The main issues for collaboration and planning are therefore to manage and channel growth and to contain urban sprawl. As shown by the description above, the ways in which these issues can be handled varies considerably depending on the scale and the AA sub-entity that is considered.

Around the city of Geneva, proximity to the French border creates specific challenges. The functional agglomeration extends far beyond this border. Differences in employment opportunities, purchasing power and property prices generate substantial commuter flows, tensions on housing markets and traffic congestion. For over 30 years, the increase in employment opportunities in the city of Geneva has not been accompanied by a corresponding construction of dwellings. This has been compensated for in canton Vaud and on the French side of the border.

Description of the Lake Geneva AA in the SSS:

	Strategic ambition	Areas of intervention:
At AA level	<ul style="list-style-type: none"> • Reinforce the two poles of the metropolis (Geneva and Lausanne) • Develop existing inter-cantonal collaborations (internally and with other action areas) • Elaborate common strategies • Cope with urban-spread related issues 	<ul style="list-style-type: none"> • Reinforce knowledge-based economy • Improve specific framework conditions (housing, transport, activity and leisure areas) to attract international organisations firms and service providers • Plan in an integrative way transport with development issues (RER, International railroad, highway and airport) • Improve life quality (culture, leisure activities, landscape)

		<ul style="list-style-type: none"> • Collaborate on planning to preserve land from urban sprawl and deal with traffic issues • Increase added-value and integrate rural parts of the AA
At enlarged AA level	<ul style="list-style-type: none"> • Develop existing cross-border collaborations • Set-up a cross-border territorial strategy able to cope with the issues of metropolitan spread • Connect to European and regional transport networks 	<ul style="list-style-type: none"> • Integrative approach to transport, training, NRP, tourism and landscape in relation with cross-border cooperation

Existing collaborations

The number of pre-existing collaboration initiatives has demonstrated that authorities and field actors have joined their efforts into thinking, planning and acting together:

- Regional Committee France-Geneva (RGFG), a state-to-state political agreement that has formalised cross-border collaboration since 1973. It is multilevel, associating State to regional/cantonal and intermunicipal levels and offering a political discussion platform for the functional region.
- Lake Geneva Council, a convention created in 1987 to follow the objectives stated by the Council of Europe among the political entities sharing issues around Lake Geneva (Ain, Haute-Savoie, Vaud, Valais and Geneva) i.e. to foster common thinking & planning for policy implementation. Lake Geneva Unions of Arts & Crafts, of Trade & Industry or of Agriculture are examples of sectoral public-private cooperation at inter-cantonal and cross-border levels. Closely linked to the Lake Geneva Council, they reflect the integration of private stakeholders in collaboration processes, and show that they can also address sectoral issues.
- Lake Geneva Metropolis, a bilateral agreement between the cantons of Vaud and Geneva that formalises, since 2011, previous cooperation around the two urban centres of Lausanne & Geneva.
- Greater Geneva Area is directly linked with Geneva Agglomeration project at cross-border scale. Initiated in 2004, it has been formalised by 2013 as Local Grouping of Cross-Border Cooperation (LGCC). Its ambition is to build and implement a strategic vision for planning.
- Chablais Région (overlap with Western Alps AA): the collaboration was initiated in the early 1980s, driven by the need for cantons of Vaud and Valais to coordinate development in the lower part of the Rhône river valley. Recently, an inter-cantonal

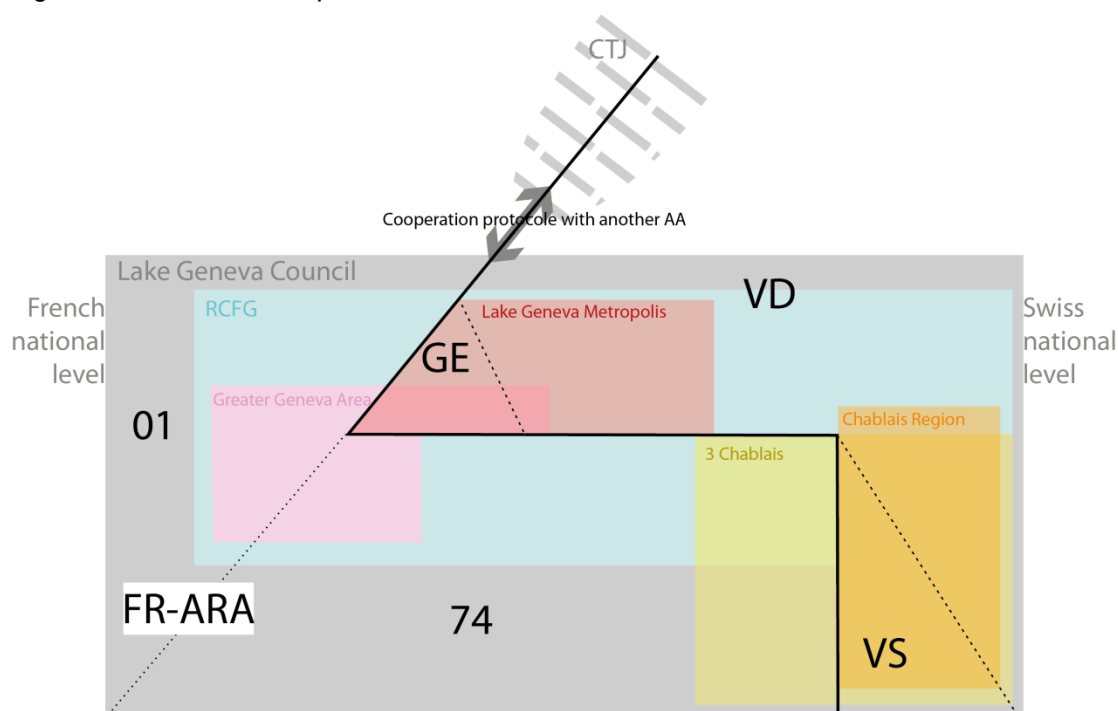
agglomeration strategy has been adopted, and joint hospital and infrastructure projects have been implemented.

- 3 Chablais (overlap with Western Alps AA) can be seen as a spin-off of Chablais region, by formally including the neighbouring French Chablais for tourism and mobility planning toward coherent development. It is to note that informal cross-border collaborations date back to 1972-73 with the association created to develop the cross-border ski resort of “Les Portes du Soleil”)

Furthermore, the perimeter of the AA overlaps with the Intergovernmental Conference of Western Switzerland, which is a high-level coordination and exchange platform of seven cantonal governments in western Switzerland. However, the Conference’s focus is largely outward looking, as it aims to warrant the interests of western Switzerland vis-à-vis the Confederation, the Conference of the cantonal governments, other cantons and regions of Switzerland and Europe. It only indirectly deals with territorial development in Western Switzerland. Detailed information is available by the Swiss Capital case study.

On top of these, one can mention collaboration that is taking place with CTJ in Jura (cf. Jura Massif AA).

Figure 45: Institutional map of Lake Geneva AA



Source: ESPON ACTAREA (2017)

Potentials and challenges for collaboration at supra-regional level

With regard to the territorial structure:

- Cross-border socio-economic issues – i.e. a situation of two half-circle economies where housing and services are sprawling in France, while job creation concentrates in Switzerland – pledges for a necessity to collaborate.
- The Lake Geneva is not only a symbol shared by all neighbouring Swiss cantons and French departments. It is also about common issues to be addressed together like for example planning, environment and accessibility. The lake therefore stands for “common destiny” of the AA.
- At an even wider scale, from the Mediterranean Sea to the Rhône Glacier, the Rhône provides not only a transport corridor, but also a longitudinal identity upon which a variety of networks have emerged to the example of the Rhône River Economic Forum.
- The high fragmentation of the AA between cantonal/departmental and national administrative entities makes coordination a challenge.

With regard to existing collaboration initiatives:

- Long lasting multilevel cooperation, from state to state agreement down to city (municipal) level, offers a situation where cooperation habit and dedicated structures have been developed over the past 40 years.
- The diversity of collaboration, from traditional public authorities to sectoral public-private partnership covers a variety of issues, from local associations to economic chambers. Collaboration is also well developed among higher education centres and other sectors.
- The challenges to coordinate a high number of collaboration initiatives toward the implementation of an AA as promoted by the SSS.
- The difficulties to coordinate between the French centralised decision structure and the decentralised federal Swiss system – e.g. Swiss partners cannot participate in Interreg programmes on an equal footing with their French counterparts, as funding arrangements are less favourable.

Positioning of the Lake Geneva AA in relation to identified cooperation potentials and challenges:

In its description of the Lake Geneva Metropolitan AA, the SSS focuses mainly on reinforcing cooperation to promote the design and implementation of an integrated territorial strategy that would address both inter-cantonal and cross-border issues.

The entire AA is covered by well-established cooperation initiatives, initiated as far back as in the 1970s in the case of the RCFG, when national entities started collaborating on financial equalisation. In the late 1980's, The Lake Geneva Council is a testimony of the shift to bottom-up initiatives that took place in the 1980s as the result of Madrid convention: it is carried by local authorities while national authorities act as observers only. By the 2000s, the Greater Geneva Area and the Geneva Lake Metropolis both showed an emerging concern for dealing with issues of metropolitan development from a cross-border, respectively, an inter-cantonal perspective.

The review shows that nowadays, collaboration initiatives deal with most of the strategic objectives that the SSS encourages for the Lake Geneva Metropolitan AA. All governance levels are involved, and most sectoral interests are covered. Initiatives are particularly numerous in the cross-border agglomeration around Geneva, with extensive geographic and thematic overlaps.

Interviews showed that the SSS nonetheless is given little attention. While cross-border actors are familiar with the concept of the SSS, its content is rather unknown to them, with the exception of collaborations taking place at agglomeration level. Indeed, actors involved in the Greater Geneva Area and the Lake Geneva Metropolis feel more strongly addressed by the SSS, potentially because their project fits precisely into the Swiss Agglomeration policy, for which ARE is providing dedicated projects and funding. On the other hand, cross-border cooperation initiatives are mostly involved with Interreg programmes. From that perspective, one could wonder if cross-border initiatives would take better account of the SSS if dedicated support, projects and funding would support its implementation.

In any case, implementing the SSS in this environment of well-established collaborations with their strong cross-border component is an issue to be considered carefully. Indeed, both the Swiss Constitution and the Madrid Convention consider cross-border cooperation as a competency of local authorities. Since the SSS is the result of a tripartite dialogue, efforts made by ARE to promote it could be perceived as an attempt of the federal level to meddle with cantonal business, impairing their independence.

In the case of the Lake Geneva Metropolitan AA, there is no need to create new collaborations or extend existing ones to achieve the SSS objective of 'thinking and planning in AAs'. Rather, the challenge consists in disseminating the SSS, as field actors interviewed have shown a lack of information and insufficient knowledge.

Also in line with the objectives of the SSS, is the issue of harmonisation of competences among RCFG, Lake Geneva Council and Greater Geneva Area, as decided in 2015 during the plenary

committee meeting of Lake Geneva Council. It is hence beneficial to have enhanced exchange and coordination among those bodies to ensure a harmonious territorial development in the entire AA. Given the large number of overlapping collaborations, one could even wonder if initiatives could be better streamlined or even merged. However, on the one hand, interviews suggest that existing collaborations and their actors are complementary to one another. On the other hand, the implementation of the SSS may rely on more than one single implementation structure per AA. The solution therefore is around ensuring a smoother articulation.

The review suggests that the Lake Geneva Council would be in a particularly favourable position to enhance coordination across cooperation instances. It not only covers the whole action area, but also interacts with the Jura CTJ in the neighbouring Jura Massif AA. It includes all levels of actors, from national authorities (having an observer status) and cantons/regions, down to the intermunicipal level involved thanks to its collaboration with the RCFG. In addition, its institutional framework is well-established with a political platform that has been functioning for over three decades.

Results from interviews on positioning cooperation initiatives with the SSS

		Positioning with regard to the SSS	Integration of SSS objectives	Collaboration with other initiatives – i.e. combining diverse ambitions	Influence of the SSS on the cooperation and its way to plan territorial development
<p>Regional Committee France-Geneva</p> <p>Comité Régional Franco-genevois (RCFG)</p>		<ul style="list-style-type: none"> - The CCFG has not taken part in the elaboration of the SSS, nor does it pay special attention to its principles. - The CCFG is only a political cooperation; its core competence is external relations. In that regard, it does not feel bound to implementing the SSS. 	<ul style="list-style-type: none"> - No integration of SSS objectives, because the CCFG does not support or develop any kind of project, it is only about governance. 	<ul style="list-style-type: none"> - The CCFG maintains informal links with the CTJ (periodical contact) - Apart from this, the interviewee feels uncomfortable to answer the question because of a lack of knowledge of the notion of Lake Geneva Metropolitan AA 	<ul style="list-style-type: none"> - The interviewee feels uncomfortable to answer the question because of a lack of knowledge of the notion of Lake Geneva Metropolitan AA
<p>Lake Geneva Council</p> <p>Conseil du Léman</p>	From the canton Geneva perspective	<ul style="list-style-type: none"> - The SSS is not known to the person interviewed at Lake Geneva Council-Geneva. - It is acknowledged however that there is a person in charge of the SSS in the administration of canton Geneva. 	<ul style="list-style-type: none"> - The objectives of the SSS are unknown. 	<ul style="list-style-type: none"> - Cooperation around Geneva is on-going with CCFG and Greater Geneva Area: e.g., they have concluded a funding agreement to simplify project support and avoid double claims - Cooperation also takes place with the neighbouring Jura Massif AA where the Cross-border conference Jura (CTJ) is invited to their Plenary Assembly - The SSS plays no role in this cooperation 	<ul style="list-style-type: none"> - The SSS has little influence as it is mainly unknown. - Sectoral public-private cooperation (ULAM, ULCA, ULCC) are in close collaboration with the Lake Geneva Council. Indeed, each of these three Chambers has nominated a delegate to the Lake Geneva Council.
	From canton Vaud perspective	<ul style="list-style-type: none"> - Lake Geneva Council has not taken part into the elaboration of the SSS. - There is no direct attention paid to the principles of the SSS, but certainly indirect effects via the development plans from spatial 	<ul style="list-style-type: none"> - Some objectives as promoted by the SSS are certainly taken into account, but involuntary. - However the interviewee has insufficient awareness of the SSS to mention which objectives in particular 	<ul style="list-style-type: none"> - Canton Vaud is shared between Lake Geneva and Jura Massif AAs; it participates and make the link between both cooperation areas. In that sense it acts as a "pivot" between the two AAs, 	<ul style="list-style-type: none"> - The SSS is certainly positive in a cross-border cooperation context, but not necessary. In other words, cantons have not waited for the SSS and the Confederation to start collaborating. - Lake Geneva Council cooperates with private

		<p>development office of canton Vaud, for example.</p> <ul style="list-style-type: none">- Any kind of federal support for cross-border cooperation is welcome. However the Swiss constitution states that cross-border cooperation is a cantonal competence.		<ul style="list-style-type: none">- There is a collaboration protocol with CTJ, inviting it to their Plenary Assembly- Motivated by shared geographical and economic issues, on-going collaboration is historic and the SSS has not changed anything.	<p>actors via ULAM, ULCA, ULCC, also on strategy development</p> <ul style="list-style-type: none">- Additional cooperation with the private sector takes place on transport issues.
<p>Greater Geneva Area</p> <p>Grand Genève</p>	<ul style="list-style-type: none">- The head of the Canton strategic planning has been involved in the SSS elaboration.- The interviewee however noticed a lack of communication from ARE since 2012.- In that sense, more information and support from ARE would be welcome (workshops, meetings).	<ul style="list-style-type: none">- Knowledge is vague about the objectives of the SSS.- The initiative does probably integrate SSS objectives, but mostly involuntarily. In that sense, the impact of SSS is indirect.- Indeed, the SSS is not legally binding like other planning instrument at cantonal level.	<ul style="list-style-type: none">- Planning metropolitan development implies collaborating with neighbouring territories in any case (necessity). In that sense, the SSS has not changed much.- Collaboration with neighbouring AAs is not a priority.- However they have some relations with Basel metropolitan AA, because of similarities (cross border metropolitan city)- Exchanging with other cross-border cooperation like Mont-Blanc transnational area could be inspiring.	<ul style="list-style-type: none">- The limits of AA perimeter are fuzzy, particularly in cross border context. This causes ambiguity between positive potentials (e.g. fuzziness in the delineation of the agglomeration) and challenges (e.g. existing cooperation bound by administrative limits).- The SSS has a direct impact on the whole metropolitan project, as it emerged within this framework.- There are very few private actors involved in the metropolitan project. In that regard, the SSS has not changed anything.	
<p>3 Chablais</p>	<ul style="list-style-type: none">- Initiated in 2014, they did not take part in the elaboration of the SSS.- They give little direct attention to the principle of the SSS. However, these are thought to be taken into account via strategic document like “prospective study” made by the spatial	<ul style="list-style-type: none">- Knowledge is vague about the objectives of the SSS.- Model-projects could be a motivation. However these must be transposable to other contexts, which is a perceived as a challenge for a region that is atypical.	<ul style="list-style-type: none">- Internally, the 3Chablais is essentially collaborating with Lake Geneva Council. Such collaboration helps project implementation as the Council gather all political authorities involved.- They are not collaborating with organisations outside their AA.	<ul style="list-style-type: none">- The SSS has not changed anything for them, as the collaboration has been starting later (in 2014).- The SSS delineation of AAs gave legitimacy to the work accomplished the past 30 years to reflect the positioning of the Chablais into the Lake Geneva context.	

	planning administration of the cantons Vaud and Valais		- The SSS had no impact on the way to collaborate.	
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Main case study characteristics

Lake Geneva metropolitan area (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Regional Committee France-Geneva (RCFG) Comité Régional Franco-genevois (CRFG) Enlarged AA scale Cross-border Political	Slight but not informal political cooperation platform: - Political authority - Secretary - Statistical observatory - Instance for financial equalisation - permanent commissions (health, security, economy and professional training)	Fuzzy boundaries (metropolitan), according to issues within these institutional entities: - Départements: Ain, Haute-Savoie - Cantons: Geneva, Vaud	National - Swiss Federal Council acting on behalf of the Canton of Geneva - Government of the French Republic. Regional: Council Auvergne-Rhône-Alpes Cantonal: Geneva, Vaud Intermunicipal: - Association of Geneva municipalities (ACG) - French Geneva metropolitan pole	1973 State to state agreement on financial compensation for cross-border commuters working in Geneva 1994 cooperation protocol with Lake Geneva council 2004 joined by Regional Council Rhône-Alpes 2006 integration of agglomeration project "France-Vaud-Geneva (later becoming LGCC Greater Geneva Area) 2007 joined by Canton Vaud	It does not have its own budget: each entity sends employees from its staff on temporary assignment
Lake Geneva Metropolis Métropole lémanique AA scale Inter-cantonal	In process of formalisation Bilateral governmental agreement: - Formalisation of previous collaborations (charters, protocols) - Relevance of ad-hoc activities as opportunities show up	Metropolitan scale (inter-cantonal) Around the two urban centres of Lausanne and Geneva	Cantons of Geneva and Vaud Governmental and administrative levels mainly Partnership with relevant stakeholders/organisations	Bilateral conventions/agreements: - 1995: cooperation on statistical review - 2009: regional infrastructures Metropolis agreement: signed in 2011 Open-ended process	- Agglomeration policy - Transports - Planning

Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Lake Geneva Council Conseil du Léman Enlarged AA scale Cross-border Institutional	Well formalised, but rather soft governance (no juridical entity): <ul style="list-style-type: none"> Formerly an executive committee replaced now by a secretary composed by 5 heads of delegation Committee composed by 3 elected representatives for each entity Plenary Assembly 4 commissions 	Supra-regional scale = all NUTS3 around Lake Geneva	Members: <ul style="list-style-type: none"> Departments: Ain, Haute-Savoie Cantons: Vaud, Valais and Geneva Observers: French State, Swiss Confederation, department Rhône-Alpes	Convention created in 1987 to follow the objectives stated by the Council of Europe <ul style="list-style-type: none"> 1993 creation of the Lake Geneva Union of Arts&Crafts (ULAM) 1993 Creation of the Lake Geneva Union of Agriculture (ULCA) 1993 Creation of the Lake Geneva Union Trade&Industry (ULCC) 1994 Cooperation protocol with CRFG 2003 Cooperation protocol with CTJ (Cf. 23 JU) 	Own budget Financial contributions of members
Greater Geneva Area Grand Genève Enlarged AA scale Cross-border Agglomeration	Formalised : institution with legal personality (LGCC) Assembly, Committee, President Agglomeration forum (civil society) Cross-border foundation for all elected representatives	Geneva agglomeration scale <ul style="list-style-type: none"> Canton of Geneva District of Nyon (Vaud) 8 French “Communities of communes” (federation of municipalities) around Geneva 	Board members: <ul style="list-style-type: none"> Cantons: Vaud, Valais, Geneva District: Nyon Departements: Ain and Haute-Savoie French Geneva metropolitan pole Guest members: <ul style="list-style-type: none"> French government Swiss Confédération 	2004 1 st agglomeration project 2012: 2 nd agglomeration project 2013: LGCC - Greater Geneva Area 2016: 3th agglomeration project	Own budget (in proportion to the number of seat and population) Interreg for punctual actions

Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Chablais Région AA scale Inter-cantonal	Formalised cooperation with permanent secretary	Swiss Chablais: <ul style="list-style-type: none"> - North-western part of canton Valais - South-eastern part of canton Vaud 	2 economic regions <ul style="list-style-type: none"> - Aigle Region (VD) - Antenne économique du Valais Romand (VS) 28 municipalities in cantons Vaud and Valais	1981 Organisme Intercantonal de Développement du Chablais (OIDC; inheritance from the previous regional policy) 2000 Convention signed by cantons Valais & Vaud 2011 Renewed convention	Co-financed by cantons VS & VD Co-financed by participating municipalities Mobilisation of funding via the diverse policy instruments
3 Chablais Enlarged AA scale Cross-border Institutional	In the process of formalisation Cooperation platform with executive office	Swiss Chablais: <ul style="list-style-type: none"> - North-western part of canton Valais - South-eastern part of canton Vaud French Chablais: <ul style="list-style-type: none"> - Pays d'Evian (fusion of the 2 "communities of municipalities" from Evian and Abondance) in 2017 	The 3 sub-parts of Chablais: <ul style="list-style-type: none"> - Swiss cantons of Vaud and Valais - French department of Haute-Savoie 	On-going process, starting by 2014 2015-2016 executive office	Various public subsidies: <ul style="list-style-type: none"> - Interreg Switzerland-France (FEDER, NPR) - Région Rhône-Alps - Cantons Vaud and Valais - Département Haute-Savoie - Aide suisse aux montagnards

Lake Geneva metropolitan area (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Regional Committee France-Geneva Comité Régional Franco-genevois (CRFG)	Initially focused cross-border financial equalisation Evolved to: <ul style="list-style-type: none"> - Definition of strategic orientations - Arbitration in neighbourhood issues - Impulse to cross-border projects 	State to State political discussion platform Passing on cross-border issues to the relevant level (from local to national)	Open list, major ones are: <ul style="list-style-type: none"> - Financial equalisation - Security, regulation - Housing - Economy (training, research and development) - Health - Statistic
Lake Geneva Metropolis Métropole lémanique	Cooperation agreement on the development and promotion of Geneva Lake metropolis	Limited to governance as it is political instance of cooperation <ul style="list-style-type: none"> - Political positioning for the region on key issues - Development of partnerships - Publication of statistical review on yearly basis 	<ul style="list-style-type: none"> - Mobility - International organisations and sport federations - Health - Higher education and research
Lake Geneva Council Conseil du Léman	To favour cross-border cooperation in planning and development: <ul style="list-style-type: none"> - Reinforce “Geneva Lake” identity - Reinforce cross-border cooperation - Offer a forum for discussion - Initiate cooperation projects 	It concentrates its activities on education, sport and culture with cross-border projects as diverse as choir, cycle race, quiz for example)	Common thinking and planning for policy in relation (mainly) to: <ul style="list-style-type: none"> - Planning - Mobility - Economy, tourism, cross-border populations - Youth - Environment - Higher education
Greater Geneva Area Grand Genève	Long term goal, with cross-border perspective: <ul style="list-style-type: none"> - Build a strategic vision - Ensure governance - Create a forum for discussions Medium term goal: Develop a cross-border agglomeration project	Develop agglomeration projects with regards, among others, the Swiss Agglo policy Manage matters related to: <ul style="list-style-type: none"> - Mobility - Planning - Environment 	Planning issues among (open list) <ul style="list-style-type: none"> - Housing - Economy (employment, innovation) - Mobility - Health - Landscape - Agriculture

Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Chablais Région	<p>Long term goals with concrete implementation since 35 years</p> <p>The objective is to develop inter-cantonal vision/coordination/synergies on:</p> <ul style="list-style-type: none"> - Strategic issues - Operational matters 	<ul style="list-style-type: none"> - Definition of a development strategy - Consulting for respective cantonal authorities with regard to inter-cantonal issues & projects - Project support and design 	<p>Integrative approach of sectoral issues:</p> <ul style="list-style-type: none"> - Chablais Agglomeration - Industry - Tourism - Energy - Sport events - Economic forum - Branding - Neighbourhood events
3 Chablais	<p>The main ambition is to legitimate and sustain cross-border cooperation</p> <p>Short term objectives: to implement an action plan</p> <p>Long term objectives: encourage the dialogue between three parts</p>	<ul style="list-style-type: none"> - Facilitation of the dialogue between the parties - Prospective study/vision on territorial development - Exchange, follow-through on things, coordination of cross-border activities - Project support and design - Communication by media 	<p>Integrative approach of sectoral issues:</p> <ul style="list-style-type: none"> - Tourism - Culture - Heritage - Mobility - Living together

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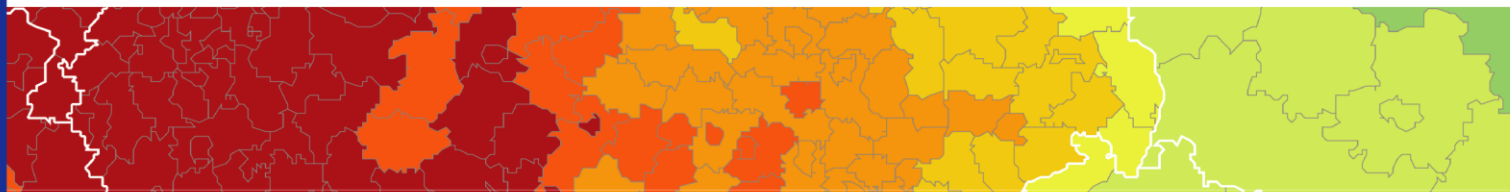
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Analysis of key documents, amongst them the Strategy and Action Plan, Input Papers and a series of internal papers like the network analysis



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