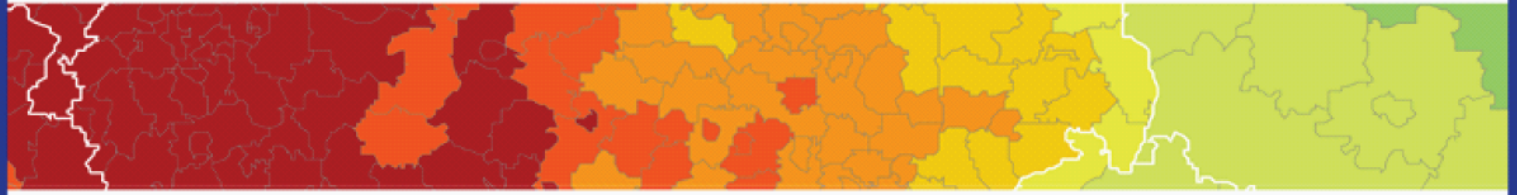


Inspire policy making by territorial evidence



ESPON ACTAREA

Thinking and planning in areas of territorial cooperation

Targeted analysis

**Implementation of the Swiss Spatial Strategy
and Atlas of Swiss Action Areas**

Version 30/11/2017

This targeted analysis is conducted within the framework of the ESPON 2020 Cooperation Programme, partly financed by the European Regional Development Fund.

The ESPON EGTC is the Single Beneficiary of the ESPON 2020 Cooperation Programme. The Single Operation within the programme is implemented by the ESPON EGTC and co-financed by the European Regional Development Fund, the EU Member States and the Partner States, Iceland, Liechtenstein, Norway and Switzerland.

This delivery does not necessarily reflect the opinion of the members of the ESPON 2020 Monitoring Committee.

Authors

Erik Gløersen, Nathalie Wergles, Clément Corbineau and Sebastian Hans,
Spatial Foresight (Luxembourg)
Tobias Chilla and Franziska Sielker,
Friedrich-Alexander University of Erlangen-Nuremberg (Germany)
Jacques Félix Michelet and Lauranne Jacob,
University of Geneva,
Hub of Environmental Governance and Territorial Development (GEDT) (Switzerland))

Advisory Group

Project Support Team:
ESPON EGTC: Sandra di Biaggio

Acknowledgements

The authors would like to thank to Steering group composed of the Swiss Federal Office for Spatial Development (ARE), the German Federal Ministry of Transport and Digital Infrastructure and the International Spatial Development Commission "Bodensee" (Lake Constance) for the stimulating dialogue throughout the duration of the project. Stakeholders of case study areas and survey respondents have also provided precious inputs, without which the present report could not have been produced.

Information on ESPON and its projects can be found on www.espon.eu.

The web site provides the possibility to download and examine the most recent documents produced by finalised and ongoing ESPON projects.

This delivery exists only in an electronic version.

© ESPON, 2017

Printing, reproduction or quotation is authorised provided the source is acknowledged and a copy is forwarded to the ESPON EGTC in Luxembourg.

Contact: info@espon.eu

ISBN: 978-99959-55-18-2

ESPON Actarea

Thinking and planning in areas of territorial cooperation

Implementation of the Swiss Spatial Strategy
and Atlas of Swiss Action Areas

Table of contents

1	ESPON ACTAREA: general perspectives from the project	1
2	Swiss Action Areas: focusing the research's context.....	2
2.1	Policy context for Swiss Action Areas	2
2.2	Issues for analysing Swiss Action Areas.....	5
2.2.1	Scale matters: difference between functional and supra-regional?	5
2.2.2	Action Areas: an insufficiently known notion?	6
2.2.3	Limited current collaboration initiatives at the level of Action Areas?	7
2.2.4	Cross-border initiatives: an advantage for collaboration in AAs?	7
3	Framing the analysis of Swiss Action Areas	13
3.1	Most prominent features of the Swiss AAs	13
3.2	Collaboration issues and perspectives according to geographical context	15
3.2.1	Collaborations in metropolitan areas	15
3.2.2	Collaborations in small and medium-sized town networks	15
3.2.3	Collaborations in Alpine areas	16
3.3	Analytical framework for exploring Swiss AAs	17
3.3.1	For all 12 Swiss AAs	17
3.3.2	Deeper understanding for a selection of AAs	18
4	Learnings from investigation on the Swiss AAs	20
4.1	Current practices in supra-regional collaboration.....	20
4.2	A typology based on cooperation structures makes sense.....	21
4.2.1	Category 1: AAs with tailor-made cooperation structure	21
4.2.2	Category 2: AAs with a variety of pre-existing collaboration structures.....	22
4.2.3	Category 3: AAs where supra-regional collaboration must be developed	23
4.3	Policy options	24
4.3.1	Improve communication on AAs	24
4.3.2	Support multi-scalar perspective for AAs	25
4.3.3	Provide stable financing of AA facilitation	25
4.3.4	Promote the AA logic among public authorities and sectoral actors.....	26
4.4	Convergence of learnings on soft territorial cooperation	27
5	Atlas of Swiss Action Areas.....	29
5.1	Metropolitan Action Area Zurich.....	29
5.2	Trinational Metropolitan Action Area Basel	38
5.3	Lake Geneva Metropolitan Action Area	50
5.4	Swiss Capital Region Action Area.....	64
5.5	Lucerne Action Area	75
5.6	Città Ticino Action Area.....	83
5.7	Jura Massif Action Area	88
5.8	Aareland Action Area	100
5.9	Northeast Switzerland Action Area.....	110
5.10	Gotthard Action Area.....	121
5.11	Western Alps Action Area	132
5.12	Eastern Alps Action Area	139

6	Annexes.....	147
6.1	Mapshots creation process	147
6.2	Dimensions and characteristics of soft territorial cooperation instances	151
6.3	Institutional maps creation process	153
7	References	155
7.1	Metropolitan Action Area Zurich.....	155
7.2	Trinational Metropolitan Action Area Basel.....	155
7.3	Lake Geneva Metropolitan Action Area	155
7.4	Swiss Capital Region Action Area.....	155
7.5	Lucerne Action Area.....	156
7.6	Città Ticino Action Area.....	156
7.7	Jura Massif Action Area	156
7.8	Aareland Action Area	156
7.9	Northeast Switzerland Action Area.....	157
7.10	Gotthard Action Area.....	157
7.11	Western Alps Action Area	157
7.12	Eastern Alps Action Area	157

List of Figures

Figure 1: Positioning Swiss soft cooperation instances in complex systems of territorial and sectoral	2
Figure 2: Tracing AAs in the three complementary strategies of the SSS.....	4
Figure 3: Institutional map of Jura Massif AA.....	10
Figure 4: Institutional map of Lake Geneva Metropolitan AA.....	12 14
Figure 5: The seven AAs where interviews were conducted	18
Figure 4: Mapshot Metropolitan AA Zurich.....	29
Figure 5: Mapshot Trinational Metropolitan Action Area Basel.....	38
Figure 6: Cooperation map Trinational metropolitan Action Area Basel	41
Figure 7: Perimeters of territorial cooperation and the Action Area	42
Figure 8: Mapshot Lake Geneva AA	50
Figure 9: Institutional map of Lake Geneva AA.....	53
Figure 10: Mapshot Swiss Capital Region AA.....	64
Figure 11: Cooperation map Swiss Capital Region AA.....	69
Figure 12: Mapshot Lucerne AA.....	75
Figure 13: Mapshot Città Ticino AA.....	83
Figure 14: Mapshot Jura Massif AA	88
Figure 15: Articulation among supra-regional cooperation initiatives in Jura Massif AA	91
Figure 16: Institutional map of Jura Massif AA.....	92

Figure 17: Mapshot Aareland AA	100
Figure 18: The Aareland Association	103
Figure 19: Mapshot North East Switzerland AA	110
Figure 20: Mapshot Gotthard AA.....	121
Figure 21: Mapshot Western Alps Action Area	132
Figure 22: Mapshot Eastern Alps AA	139
Figure 23: Dictionary of ideas/concepts and symbols for mapshots	148
Figure 24: Sources and elaboration of mapshots (based on the example of Pays de Retz)	149
Figure 25: Sources and elaboration of institutional maps (example of Lake Constance)	154

List of Tables

Table 1 : Cross-border cooperation processes in Jura	9
Table 2: Cross-border cooperation processes around Lake Geneva	11
Table 3: Overview of the 12 Swiss AAs	141 143
Table 4: Mapshot sources for ‘Swiss Action Areas’	150
Table 5: Dimensions and characteristics of soft territorial cooperation instances	152

Abbreviations

AA	Action Area
ACG	Association of Geneva municipalities
AGAPE	Agence d'Urbanisme et de Développement Durable Lorraine Nord
ARC	Regional cooperation assembly of French-Geneva
CRFG	Comité Régional Franco-genevois
CTMB	Conférence Transfrontalière Mont-Blanc / Mont-Blanc Cross-border Conference
CTJ	Cross-border conference Jura
EGTC	European Grouping of Territorial Cooperaiton
ESPON	European Territorial Observatory Network
EU	European Union
IBK	Internationale Bodensee-Konferenz
IGKB	Gewässerschutzkommission für den Bodensee
LGCC	Local Grouping of Cross-border Cooperation
MOT	Mission Opérationnelle Transfrontalière
NGO	Non-governmental organisation
NRP	Swiss New Regional Policy
NUTS	Nomenclature of Territorial Units for Statistics
OIDC	Organisme Intercantonal de Développement du Chablais
RAVA	Canton du Valais, Région Autonome de la Vallée d'Aoste
RCFG	Regional Committee Franco-Geneva
RER	Réseau Express Régional (Suisse)
RVAJ	City Network of Jura Ridge
ROK-B	Raumordnungskonferenz Bodensee / Spatial Planning Conference Lake Constance
SSS	Swiss Spatial Strategy
ULCA	Union Lémanique des Chambres d'Agriculture
ULAM	Union Lémanique des Chambres de l'Artisanat et des Métiers
VD	Aigle Region, Switzerland
VS	Antenne économique du Valais Romand

1 ESPON ACTAREA: general perspectives from the project

ESPON ACTAREA has analysed 24 examples of 'soft territorial cooperation areas' across Europe, taking as a starting point Swiss efforts at promoting thinking and planning in so-called 'Action Areas' (AAs), i.e. new forms of soft governance spaces with fuzzy, flexible boundaries that span across (national) administrative boundaries and link urban and rural development policies. The objective of the project was to identify good practices concerning the governance of such initiatives, their implementation and their long-term impacts as well as policy frameworks and (successful) strategies to stimulate the (bottom-up) emergence of cooperation initiatives, motivate actors to participate, and overcome barriers to cooperation.

Soft territorial cooperation areas are considered as instances of territorial governance, building on specific territorial challenges and opportunities and having a strategic outlook. They were defined as initiatives that define the sectoral scope and geographical boundaries in an 'open' or 'fuzzy' way and

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

Soft territorial cooperation instances can also be approached as 'communities of intent'. **Community of intent** stands for a voluntary collaboration open to public and private actors who decide to jointly address territory-specific opportunities and challenges. The 'community' is a networked set of actors that see to enhance their influence within certain fields without applying a rigid concept of membership. Actors cooperate across institutional levels and administrative boundaries on strategic development options based on needs and strategic ambitions linked to their shared territorial embeddedness ('intent').

Territories that get together to form a 'community of intent' are not necessarily 'glued' together by functional linkages. The cooperation 'glue' may also be a sense of community or the search for allies in an effort to better withstand external pressures. However, in the medium to long term cooperation may in many cases result in functional integration.

Combining diverse material gathered from the analysis of the Swiss policy context and the exploration of the 12 Swiss AAs, this separate report is aimed at providing a comprehensive view on the Swiss experience with soft territorial cooperation. Chapter 2 introduces the policy context relevant for the analysis of the Swiss AAs. Chapter 3 presents the different supra-regional collaborations taking place on Action Area level, framing them in their territorial context, and proposes an analytical grid to analysing them. Chapter 4 synthesises results obtained from the analysis of the 12 Swiss AAs, classifying them based on their maturity of cooperation and summarises policy options as expressed by field actors. Chapter 5 is set up as an Atlas, offering in-depth presentation of the 12 Swiss AAs.

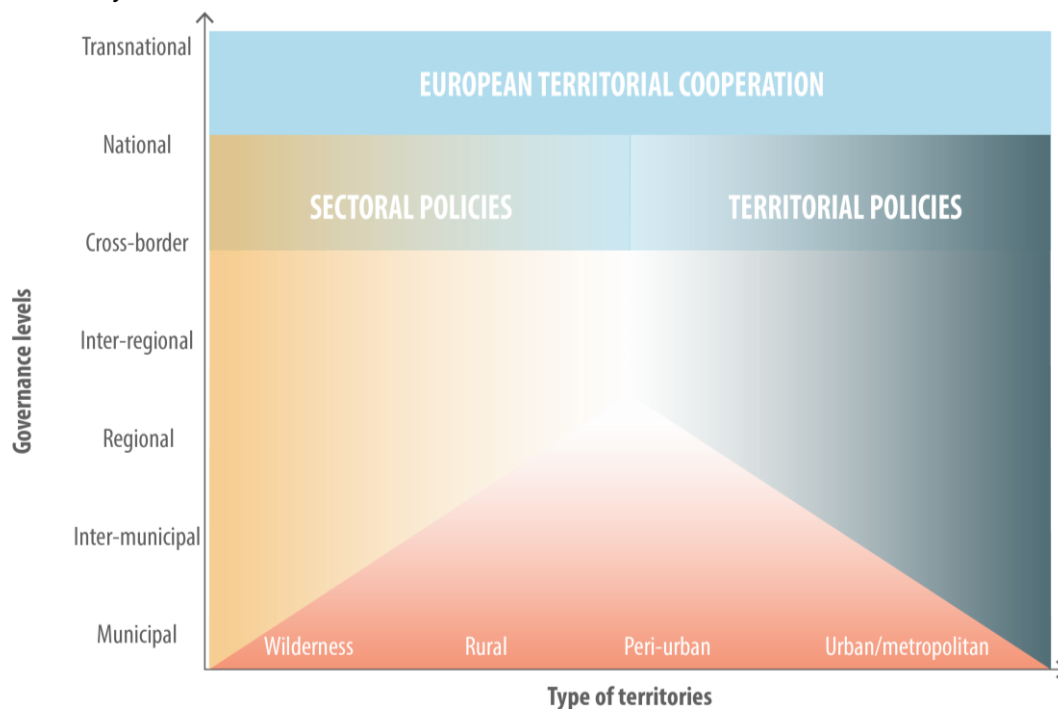
2 Swiss Action Areas: focusing the research's context

The development of soft territorial cooperation is tightly linked to the national policy context in which they emerge. The policy framework can both constrain, but may also offer particular opportunities for soft territorial cooperation. Section 2.1 begins by reviewing the policy context in which the Swiss Spatial Strategy (SSS) is embedded, so as to highlight the role and the importance that soft cooperation and AAs have in the Swiss approach to territorial development. Section 2.2 reviews current issues that the implementation of Swiss AAs are facing in terms of 1) scale for action; 2) awareness of AA concept; 3) existing initiatives that can be linked to soft cooperation on an AA level; 4) the role of cross-border cooperation in facilitating supra-regional collaboration among Swiss partners.

2.1 Policy context for Swiss Action Areas

Swiss territorial policy is composed of a **complex set of legal provisions, spatial planning instruments and sectoral policies** with a spatial dimension (e.g. transport, energy) as shown in Figure 1. Some of these policy are even “hybrid”, as the example of the regional policy (NRP) that possess a strong territorial and sectoral economic focus shows. These different policies are to varying degrees coordinated across administrative levels. In the Swiss federal system, national authorities primarily have a coordinating role on defining guiding principles for public action at all levels; their concrete interventions in territorial development processes are limited whereas many policies (such as spatial planning) are anchored primarily at cantonal level.

Figure 1: Positioning Swiss soft cooperation instances in complex systems of territorial and sectoral Policy tools



Source: ESPON ACTAREA, 2017

With the **Swiss Spatial Strategy** (SSS)¹, soft territorial cooperation has become a full component of Federal strategy to address this complexity of levels, types of territories and policies. Indeed, sectoral and hierarchic forms of policy-making tend to be inefficient when confronted to the increasingly interconnected nature of the trends and influences at different levels shaping the social, economic and ecological environment of individuals and communities. When seeking to overcome this challenge, traditional spatial planning strategies may be confronted both to the reluctance of sectoral authorities to transfer authority to coordinating bodies, and to the difficulty of managing sectoral interdependencies without putting an unacceptable additional burden on relevant parties. Soft territorial cooperation allows actors to flexibly identify the most relevant issues, partners and methods when confronted to concrete challenges resulting from this complex system of interdependencies.

The SSS is conceived as a policy framework and support for decision-making on territorial development related issues. In accordance with principles of the federal system for land use planning, the document has been elaborated in a collaborative process by the federal, cantonal and municipal levels. It is composed of three complementary strategies, as described in [Figure 2](#).


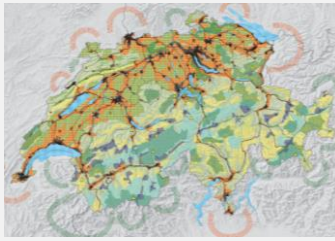
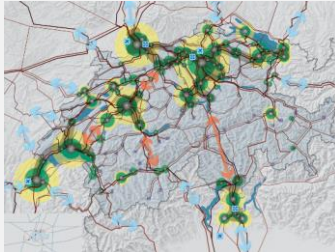
ESPON ACTAREA focuses on **Strategy 1 of the SSS, namely the implementation of soft forms of collaboration within Action Areas**. However, Strategies 1, 2 and 3 must be seen as complementary instruments. Strategy 1 constitutes the 'softer' part of the SSS, while the two other strategies are linked to dedicated legal frameworks, statutory planning systems, policy instruments, control procedures and norms. Consequently, to understand the ways in which players are brought together and encouraged to design and implement a shared development strategy under Strategy 1, one must approach this process as a component of a wider system.

AAs pursue various objectives within the framework set out by Strategy 1: First, strengthening the diverse potentials of all regions, and the competitiveness of Switzerland as a whole. Second, promote integration within collaboration spaces at supra-regional level that may be urban, rural or extend across both urban and rural territories. Third, strengthen participation in European networks of cooperation and integration.

As different types of AAs face different challenges and have different potentials, a 'benchmarking' approach comparing their respective levels of social, economic or ecological 'performance' would therefore not be meaningful. The focus will rather be on policy processes, i.e. ways in which players use the 'Action Area' cooperation framework proposed by the Territorial Development Strategy to foster more sustainable development.

¹ Raumkonzept / Projet de Territoire

Figure 2: Tracing AAs in the three complementary strategies of the SSS

<p>Strategy 1 Implementation of Action Areas and reinforcement of polycentricity</p>	<p><i>Type of strategy:</i> Predominance of soft elements</p> <p><i>Type of intervention:</i> Implementation of incitative framework conditions for action areas</p> <p><i>Legal instrument/policies:</i> None</p> <p><i>Implementation principles:</i> Formulate development strategies Reinforce collaborations Compensate for cost and benefits</p>	
<p>Strategy 2 Promotion of sound planning for built-up areas and landscapes</p>	<p><i>Type of strategy:</i> Predominance of hard elements</p> <p><i>Type of intervention:</i> Promotion of sound land use</p> <p><i>Legal instrument/policies:</i> Statutory planning instruments Main sectoral policies (agriculture, forest, park, environment and transport)</p> <p><i>Implementation principles:</i> Encourage “inward growth” (densification) Improve quality of built-up areas & landscape Preserve agricultural surfaces</p> <p><i>What has been done</i> Model-projects for for sustainable territorial development Revision on federal law for spatial planning</p>	
<p>Strategy 3 Coordination of transport and energy policies with territorial development</p>	<p><i>Type of strategy:</i> Predominance of hard elements</p> <p><i>Type of intervention:</i> Coordination of relevant policies with the objectives of territorial development</p> <p><i>Legal instrument/policies:</i> Statutory planning instruments Agglomeration policy Main sectoral policies (transport, energy)</p> <p><i>Implementation principles:</i> Coordinate urbanisation, infrastructures, transports and energy for better resilience</p> <p><i>What has been done</i> Guidelines for matching railway development with the objective of territorial development</p>	

Source: ESPON ACTAREA, 2017

2.2 Issues for analysing Swiss Action Areas

The objective of this section is to clarify the context within which Swiss AAs may be understood and analysed. On this basis, the methodology for the identification and analysis of AA-relevant cooperation initiatives is presented in Chapter 3, applying as far as possible the ESPON ACTAREA project's analytical matrix to the identified relevant cooperation initiatives.

Information is based on observation, literature review, discussion with actors active in territorial development at cantonal or local level, and completed by a mail survey to a list of resource persons provided by the Swiss Federal Office for Spatial Development (ARE). Results from the mail survey indicated that regional stakeholders have a variable, and sometimes limited, understanding of the nature and purpose of AAs. This is confirmed by the document review, and more specifically by the five-year evaluation of the SSS (BHP Raumplan AG and Hochschule Luzern, 2017).

First, relations between the 'regional' and 'supra-regional' scales need to be clarified. Second, the very notion of AA has not necessarily been taken on board by local and regional stakeholders. Third, current practices with regards to super-regional cooperation need to be taken into account. Fourth, a dedicated research to enquire on how cross-border cooperation may interact with cooperation between Swiss stakeholders has allowed to learn more on cross-fertilisation processes between these complementary initiatives.

2.2.1 Scale matters: difference between functional and supra-regional?

AAs are “supra-regional” in nature, i.e. generally larger than the functional areas, and designed to promote 'communities of intent'. They are mainly oriented towards common arrangement of future developments (in line with the principle of sustainable development) in a perspective of “thinking and planning together”. By comparison, functional areas must be understood as interconnected, daily life-spaces, with not only shared spatial issues (planning, commuter's flows, residential areas, etc.), but also potentials for coherent territorial development.

As a result, when associated to the territorial development objectives as defined in the SSS, one should understand **“supra-regional” less in opposition, but complementary to “functional”**. For instance, the present 5-years review of the SSS recognises that AAs have increased the acceptance of the metropolitan regions as functional areas. Even if supra-regional cooperation often is an essential component of policies to address social, economic and ecological issues at the level of functional areas, field actors involved in territorial development often refer to functional areas to justify why actions at the level of AAs would be 'at the wrong scale'. This is linked to ways in which 'functional integration' and 'cooperation at the level of functional areas' has so far been addressed by Swiss Federal policies:

- Cooperation in functional regions is mainly supported by the New Regional Policy, which is mostly intra-cantonal (with few exceptions, e.g. in Jura and Gotthard that have set up inter-cantonal NRP programs);

- Agglomeration programmes, which mainly operate at the level of travel-to-work areas, are commonly perceived as major coordination instruments as they target concrete challenges of everyday life;
- Cross-border cooperation, which addresses challenges linked to functional areas extending beyond national borders, is a cantonal competence in Switzerland.

As a result of long-lasting working habits and networks based on functional objects, some Swiss territorial development actors have problems envisaging inter-cantonal AAs as appropriate territorial frameworks to address functional issues.

2.2.2 Action Areas: an insufficiently known notion?

To a few exceptions, the diffusion of the SSS concept of AAs appears to be **insufficient to trigger a new cooperation dynamic**. A number of public authorities and professionals of territorial development have not yet taken aboard the notion of AA. The 5-years review of the SSS (ibid.) highlights that:

- At local level, municipalities mainly consider cantonal planning instruments and rarely refer to the SSS;
- Economic actors and other private stakeholders have not sought to incorporate the notion of AA in their strategies;
- Academia has not produced new research focusing on potentials and challenges at the level of AAs, except for the study commissioned by ARE (Schuler et al., 2006);
- More generally, the concept of AAs appears to be known by a narrow circle of experts only.

The notion of AA incorporates a number of **innovative conceptions of public territorial action**, e.g. fuzziness, open-ended processes, non-statutory types of planning, semi-formal organisation. Some public authorities may consider that these proposals challenge established working methods and approaches, and may therefore prefer to ignore AA. The change of culture inherent in the development of AAs requires a proactive national leadership. However, literature and survey results indicate that:

- A feeling that, following the phase of implementation, the leadership at the national level has diminished;
- The spatially differentiated policy concept is a change of paradigm in which rules are missing;
- Regional stakeholders consider that the organisation of cooperation processes is not sufficiently specified;
- Few concrete projects or initiatives have been implemented under the AA banner.

Along with other consideration as e.g.. the workload for “usual” regional development programs, this has resulted in a limited motivation for regional and local authorities and other actors of territorial development to contribute to the implementation of AAs. They have rather focused

on collaborations at the level of cantons or functional areas in the framework of the New Regional Policy² and Federal Policy for Rural and Mountainous Areas³ and of the Agglomeration policy⁴.

2.2.3 Limited current collaboration initiatives at the level of Action Areas?

Some actors mention the fact that “very few projects” are implemented at the level of AAs. They have the impression that the **SSS mainly serves as a reference framework** for other planning documents and related sectoral policies. This perception among stakeholders is also mentioned by field actors in the 5-years review of the SSS (ibid.). There is a feeling that the concept of AA would impact territorial development more efficiently if a dedicated and clear implementation policy was set up.

Conversely, the observation of existing cooperation initiatives at supra-regional level shows that many actors are involved in structures that pursue the objectives of AAs as defined in the SSS. However, many proponents of such cooperation initiatives are either unaware of the SSS, or **do not perceive their own actions as a contribution to the achievement of SSS objectives**.

The review of the 12 Swiss AAs (see chapter 4) demonstrates that there are a number of examples of good practice, especially in AAs where tailor-made cooperation structures have been established or where there were extensive pre-existing cultures of cooperation. However, transfers of good practice are limited, and many actors remain sceptical about the added-value of the AA cooperation framework. Additional communication efforts, and a more elaborate multi-level governance perspective appear as possible ways forward.

2.2.4 Cross-border initiatives: an advantage for collaboration in AAs?

As a majority of Swiss AAs have a cross-border dimension, it is expected to enquire on how cross-border cooperation may interact with cooperation between Swiss stakeholders. This is also relevant from a European point of view, as a significant number of ‘soft cooperation’ instances are implemented across national borders, or have to deal with opportunities and challenges resulting from proximity to a border. The ESPON GEOSPECS project (University of Geneva et al., 2012) identified two types of situations for border regions. They may either constitute ‘half circle’ economies/functional areas as a result of the lack of permeability or

² “*With the New Regional Policy [...], both the federal government and the cantons support mountain and border regions as well as rural areas in coping with changes in economic structures. This includes improving hard and soft locational factors of a region as well as promoting innovation, the creation of value and competitiveness in a sustainable way*” (Regiosuisse, n.d.). Interreg A programmes are part of NRP as well.

³ The Swiss Federal policy for rural and mountainous areas is implemented via a set of sectoral policies (Energy, Planning, Transports, Financial equalisation, New Regional Policy (NRP, including Interreg), Water, Tourism, Agriculture, Protected areas, Forest)

⁴ The Federal policy for agglomerations is implemented via agglomeration projects and a set of sectoral policies (energy, planning, transports, reallocation of financial resources and division tasks between local and regional authorities, water, tourism, Interreg)

interface areas that capitalise on a variety of differentials (regulatory, institutional, economic, social, and cultural) and on the flows they generate. Therefore, border areas do not only raise specific issues with regard to territorial development, but generate also specific opportunities for collaboration. We analyse the relations of Swiss AAs to cross-border cooperation dynamics against this background.

a) A historical heritage

As in the rest of Europe, there have been two phases of development for cross-border cooperation in Switzerland:

1. In the 1970s, cross-border cooperation has initially been developed at large scale with State-to-State agreements. These agreement fostered regional cooperation with strategic objectives on economic, mobility, planning matters. In 1980 the *European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities* provided a legal framework for the establishment of cross-border regions.
2. In 1990, the introduction of Interreg A programme for territorial cooperation has facilitated the participation for local actors to cross-border collaboration. In Switzerland, these initiatives have been facilitated by the Madrid Convention (1980) and its annex (1995) and by the Karlsruhe Agreement (1996) between France, Luxembourg, Germany and Switzerland. The implementation of a legal framework, combined with Interreg A programmes, made it possible for local actors to progressively get involved and provided them with a source of funding. Collaboration topics were initially very limited (environment, culture, local governance) and the area of cooperation was narrower than in early State-to-State and regional cooperation.

As a result, one can make a distinction of cooperation initiatives, according to the period they were initiated:

- Regional cooperation: State-to-State agreement, large scale cooperation, executive authorities, development of integrated strategies.
- Local cooperation: narrower scale, functional areas such as metropolitan area or massif, predominant role of local authorities, focus on concrete projects.

Interreg has not wiped-out the cooperation structures from the 1970-80, and local initiatives have not replaced regional cooperation. In fact, the two coexist, collaborate and nourish each other in a complementary way.

b) On-going and learning process

As noted by De Sousa (2012), '*cross-border co-operation is a learning process. What we are witnessing today is an extraordinary degree of institutional experimentation at the fringes of nation states. Not surprisingly, the European Commission termed Euro-regions 'the laboratories of European integration'*'. In Switzerland, Jura Massif and Lake Geneva regions

illustrate how current inter-cantonal dialogue is the result of long-term experimentation initiated in the context of cross-border collaboration.

As shown in Table 1, by 1985, a cross-border working group called 'Jura Working Community' ('Communauté de Travail du Jura' - CTJ) was created through the adoption of a State-to-State agreement. At the beginning, it focused on cross-border issues. However, it progressively started promoting a dialogue and coordination of cantonal actors (Berne, Jura, Neuchâtel and Vaud) within the Swiss parts of the Jura massif. This led to the creation of the Swiss working group (Swiss-CTJ) in 1994, which is referred to as *arcjurassien.ch* since 2008. Furthermore, a City Network of Jura Massif was created in 1993, gathering 16 municipalities spread over the four cantons of the Jura Arc. This inter-cantonal structuration answers to twofold issues: first improved cross-border efficiency and second formalize inter-cantonal relations.

Alongside traditional institutional cooperation, new forms of citizen cooperation have emerged over the past decade. At regional scale, the Cross-border Forum Jura Massif (Forum Transfrontalier Jurassien) created in 2007 brings together citizens and public actors from both side of the border so as to promote dialogue and reflexions.

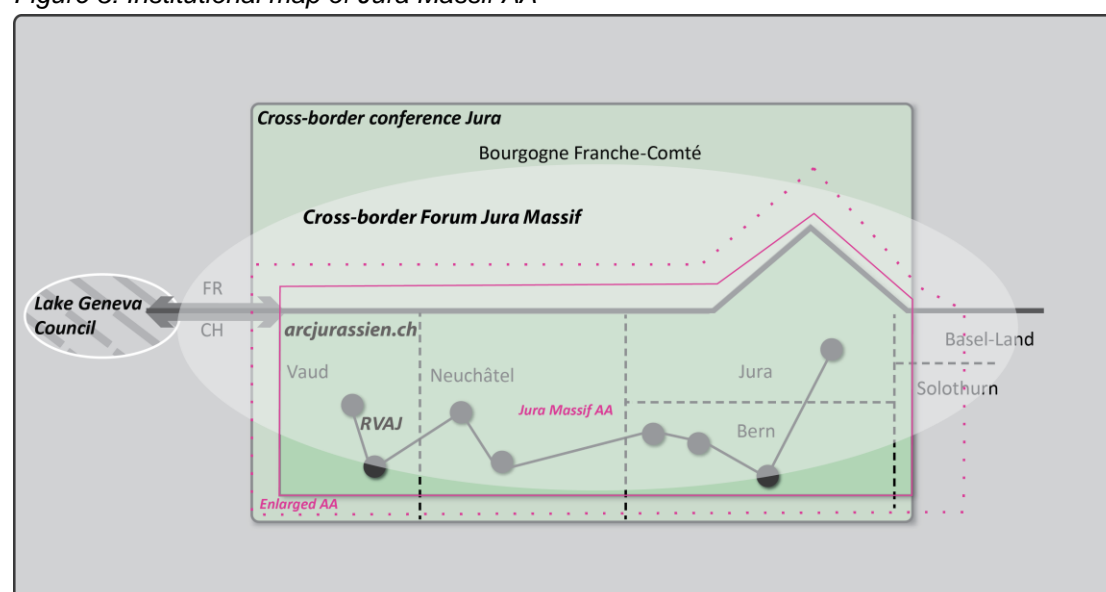
Table 1 : Cross-border cooperation processes in Jura

	Timeline	Actors
Cross-border Conference Jura	1985 Intergovernmental agreement bounding 4 Swiss cantons to 1 French region 2003 Cooperation protocol signed with Lake Geneva Council (Cf. 13 LEM)	French region & Department of Bourgogne-Franche-Comté Swiss cantons of: Berne, Vaud, Neuchâtel et Jura (joint together via <i>arcjurassien.ch</i>) Swiss Confederation (invited)
Arcjurassien.ch	1994 creation of the association CTJ-Switzerland 2008 renamed "Arcjurassien.ch" with increased competencies	Association made of cantons Bern, Jura Neuchâtel and Vaud.
City Network of Jura Massif	1993 (purely political cooperation) 2008 (formalisation)	16 municipalities composing a city network across the 4 cantons composing the Swiss part of Jura Massif
Cross-border Forum Jura Massif	2007 Foundation of an association that emerged as a citizen initiative	9 people in the Steering Committee 40 members = individuals and institutions such as for example: <ul style="list-style-type: none"> - Club 44 - Laboratoire ThéMA Université de Bourgogne Franche-Comté - CCI Region Franche-Comté - CCI Doubs - ISBA Institut Supérieur des Beaux-Arts de Besançon - ASHD Amicale des Suisses du Haut-Doubs - Mouvement Européen – France, Franche-Comté Mailing list of 1,500 contacts (individuals and organisations)

Source: ESPON ACTAREA (2017)

The number and diverse nature of existing collaboration initiatives is clearly an asset for the implementation of the Jura Massif AA. Their integration in terms of both strategic vision and implementation programmes provides the AA with a number of development opportunities. Mapping these initiatives ([Figure 3](#)) shows that the Jura Massif AA is well covered by a variety of overlapping initiatives that also extend cooperation to the neighbouring Lake Geneva metropolitan AA.

Figure 3: Institutional map of Jura Massif AA



Source: ESPON ACTAREA, 2017

A similar process occurred in the Lake Geneva Region. As synthesized in Table 2, by 1973 the Franco-Geneva Regional Committee was set up when the Swiss Federal Council, acting on behalf of the Canton of Geneva, and the French Government agreed on financial compensations⁵ for cross-border commuters working in Geneva. Parallel and complementary structures have emerged since. The creation of the Lake Geneva Council in 1987 extended collaboration to all governmental entities with a stake in the development of the Lake Geneva and its surroundings, e.g. with the inclusion of canton Valais and a coordination with the Cross Border Conference of the Jura Massif.

Around 2000, two additional collaboration initiatives were set up: the Greater Geneva Area at the scale of the cross-border agglomeration and the Lake Geneva Metropolis ensuring inter-cantonal cooperation between Geneva and Vaud. These cooperation instances handle more or less the same themes as Lake Geneva Council but focus on the functional scale of the agglomeration.

In addition, there are a variety of cross-border associations born within the framework of the Lake Geneva Council, e.g. the Union of Agriculture or the Union of Arts & Crafts. Each of these

⁵ Workers paid their taxes in Switzerland even they leave in France.

collaboration initiatives contribute to the governance within Lake Geneva Metropolitan AA, managing sectoral issues. The articulation is rather complex but often the same stakeholders sit in various institutions.

Table 2: Cross-border cooperation processes around Lake Geneva

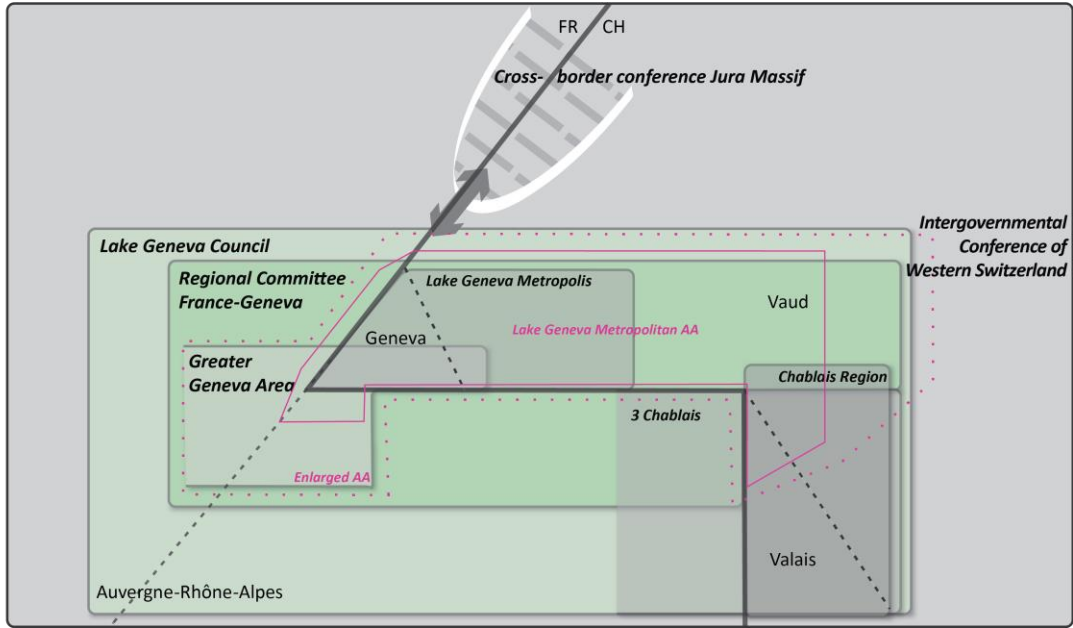
	Main stages	Actors
Regional Committee France-Geneva (RCFG)	1973 State to state agreement on financial compensation 1994 cooperation protocol with Lake Geneva council 2004 joined by Regional Council Rhône-Alpes 2006 integration of agglomeration project "France-Vaud-Geneva (later becoming LGCC Greater Geneva Area) 2007 joined by Canton Vaud	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) - Regional cooperation assembly of French Geneva (ARC)
Lake Geneva Council	1987 Convention to follow the objectives stated by the Council of Europe 1994 Cooperation protocol with RCFG 2003 Cooperation protocol with CTJ (Jura)	Members: - Departments: Ain, Haute-Savoie - Cantons: Vaud, Valais and Geneva Observers : French State, Swiss Confederation, department Rhône-Alpes
Lake Geneva Metropolis	Bilateral conventions/agreements: - 1995: cooperation on statistical review - 2009: regional infrastructures Metropolis agreement: signed in 2011	Cantons of Geneva and Vaud Partnership with relevant stakeholders/organisations
Greater Geneva Area	2004: 1st agglomeration project 2012: 2nd agglomeration project 2013: LGCC - Greater Geneva Area	Cantonal: Geneva District: Nyon Intermunicipal: Arc Civil society

Source: ESPON ACTAREA (2017)

| The complexity of resulting governance framework (see

Figure 4~~Figure 4~~) reflects a need for flexibility and demonstrates a political will to handle together a maximum of subjects with a strategic perspective.

Figure 4: Institutional map of Lake Geneva Metropolitan AA



Source: ESPON ACTAREA, 2017

As a conclusion, the review clearly shows that both, in the Jura and Lake Geneva regions, cross-border initiatives initiated in the 1970s and 1980s have laid the groundwork and created favourable framework conditions for regional cooperation initiatives to emerge. Learning from cross-border experience and encouraged to regroup to defend their shared interests, the involved Swiss actors, institutions and networks have taken the opportunity to set up intercantonal and interregional cooperation initiatives within Switzerland.

c) Cross-border initiatives as an advantage for AA collaboration implementation

Cross-border cooperation initiatives push involved actors to go beyond the traditional sectoral, administrative and institutional boundaries. By doing this, they **have prepared the ground for inter-cantonal cooperation as well as the implementation of the SSS**. Results of on-going and learning processes developed in sub-section b) allows to draw general conclusions on the facts that:

- Cross-border cooperation usually appeared before cooperation initiatives involving actors from different cantons or municipalities;
- Same actors and institutions are often found both in regional and local cross-border cooperation initiatives;
- Swiss actors and institutions involved in supra-regional or inter-cantonal partnerships are essentially the same ones that are involved in cross-border partnerships.

In that sense, collaboration beyond national borders proved positive impacts for inter-regional collaboration within Switzerland. Structures created for such collaboration generate forums in which Swiss actors do not only meet their cross-border homologues, but also representatives from neighbouring cantons as well.

3 Framing the analysis of Swiss Action Areas

After clarifying the policy context within which Swiss AAs are developing and the perception of involved stakeholders of the nature and purpose of an AA, chapter 3 develops background components mobilised for the analysis of the Swiss case studies.

Section 3.1 provides a general description for each of the 12 AAs in terms of geographical and socio-economic features. Section [Error! Reference source not found.3.2](#) presents the regionalisation logic behind the definition of the Action Areas per main geographical feature: metropolitan, small and medium-sized town networks and Alpine region. Finally, section 3.3 sets out the methodology used to identify relevant cooperation initiatives and the dimensions analysed in each of the Swiss AAs. The approach follows as much as possible the general methodological approach developed by ACTAREA so as to ensure best comparability with other European case studies.

3.1 Most prominent features of the Swiss AAs

The objective of this section is to provide in a glance an overview of most prominent socio-economic characteristics for all Swiss AAs. The information is therefore synthetic, allowing easy comparison (see

Table 3Table 3).

Readers that would like to access more detailed information are welcome to consult the research commissioned by ARE (Schuler et al., 2006)⁶, where comprehensive information on delineation and related statistical data per AA is available. A special focus is given to the issue of delineation of enlarged AA, by providing a methodology for delineation despite their fuzziness and overlapping characteristics.

The SSS distinguishes three categories of Action Areas based on geographical characteristics: Metropolitan areas, Small & medium–size urban areas, and Alpine areas. Apart from this categorisation, the cooperation narrative is influenced by further (main) dimensions:

1. Linguistic and/or cultural dimension can help internal and external cohesion or, inversely, create barriers to collaboration.
2. Topological feature influence accessibility, economic and settlement patterns and, therefore, impact on collaboration potentials
3. Economic dimension brings insights not only on development opportunities, but also on which economic sector(s) could an economic cooperation be based on.
4. Cross-border dimension makes a situation in which inherited collaboration initiatives are particularly rich and have often provided the basis for supra-regional collaboration initiatives in Switzerland.

⁶[https://www.seco.admin.ch/dam/seco/de/dokumente/Standortfoerderung/Regional-%20und%20Raumordnungspolitik/Koordination_Sektoralpolitiken/Raumentwicklung/Raumkonzept%20und%20Handlungsr%C3%A4ume%20der%20Schweiz%20in%20Zahlen.pdf.download.pdf/1_Raumkonzept%20und%20Handlungsr%C3%A4ume%20der%20Schweiz%20in%20Zahlen%20\(2013\)_d.pdf](https://www.seco.admin.ch/dam/seco/de/dokumente/Standortfoerderung/Regional-%20und%20Raumordnungspolitik/Koordination_Sektoralpolitiken/Raumentwicklung/Raumkonzept%20und%20Handlungsr%C3%A4ume%20der%20Schweiz%20in%20Zahlen.pdf.download.pdf/1_Raumkonzept%20und%20Handlungsr%C3%A4ume%20der%20Schweiz%20in%20Zahlen%20(2013)_d.pdf)

Table 3: Overview of the 12 Swiss AAs

Name of the AA	Settlement dimension	Cultural/ linguistic dimension	Topological dimension	Economic dimension	Cross-border dimension
Metropolitan Area Zurich	Metropolitan	German-speaking	Plateau Region with pre-Alpine area in the South	Finance, banking and insurance sector, multinational groups, higher education, tourism, sport, marketing, pharmaceutical industry, food and environmental technology	Cross-border Area with Germany
Trinational Metropolitan Area Basel	Metropolitan	German-speaking with a French-speaking part in the South-West	Plateau Region and Jura	Pharmaceutical industry, higher education, logistics and transport, metrology, chemistry	Cross-border Area with Germany and France
Lake Geneva Metropolitan Area	Metropolitan	French-speaking	Plateau Region with Alpine Region in the South	Trading, services, multinational groups, banking, higher education and research, tourism and international organisation	Cross-border Area with France
Capital Region Switzerland	Metropolitan	Mainly German-speaking with a French-speaking part in the West	Plateau and Alpine Region	Administration, higher education, precision industry, agriculture, wine growing	No
Lucerne	Network of small-Medium Size towns	German-speaking	Plateau Region and Pre-Alpine Area	Public sector, metal working, higher education,	No
Città Ticino	Network of small-Medium Size towns	Italian-speaking	Italian piedmont and Alpine area	Banking, finance, tourism, construction, logistic and transports	Cross-border Area with Italy
Jura massif	Network of small-Medium Size towns	French-speaking	Jura	Precision industry, agriculture, forestry	Cross-border Area with France
Aareland	Network of small-Medium Size towns	German-speaking	Plateau Region	Chemistry and pharmaceutical industry, information technology, precision industry	No
Northeast Switzerland	Network of small-Medium Size towns	German-speaking	Plateau and Alpine Region	High-tech industries, economic services, dense network of higher education centres, tourism (lake and Alps) and rural areas especially in the South of the AA	Cross-border Area with Germany, Austria and Liechtenstein
Gotthard	Mountain No urban centre	German-speaking with Italian-speaking areas in the South and Retho-Romanic in the East	Alpine Area	Agriculture, tourism, energy, services	No

Western Alps	Mountain String of six urban centres stretching along main valley	French-speaking in the western part, German-speaking in the East	Alpine Area	Energy, industry, services, tourism, agriculture	Cross-border Area with Italy and France
Eastern Alps	Mountain Three disconnected urban centres	Mainly German speaking with Italian and Retho-Romanic parts	Alpine Area	Tourism, agriculture, Energy, industry	Cross-border Area with Liechtenstein, Austria and Italy

Source: ESPON ACTAREA, 2017

3.2 Collaboration issues and perspectives according to geographical context

Preliminary review of the 12 Swiss AAs (see chapter [02-2](#)) shows that attempts at implementing AAs after the adoption of the SSS have in many cases been half-hearted. On the one hand, involved stakeholders acknowledge the usefulness of an AA strategy that would provide incentives to transcend usual planning levels and promote an improved dialogue between national, cantonal and municipal levels. On the other hand, some still appear bewildered by the absence of binding principles and dedicated implementation instruments in the soft territorial cooperation approach. This leaves them uncertain on how to proceed. Some stakeholders interpret this lack of structures and guidance as a “lack of Federal leadership”. The situation has sometimes led to the impression that little is done to promote the implementation of Swiss AAs.

This sub-section is aimed at giving a short overview of general issues and perspectives for supra-regional collaboration, according to the various geographical contexts they are taking place in. Geographical context is indeed the subdivision of Swiss AAs as described in the SSS.

3.2.1 Collaborations in metropolitan areas

The implementation of metropolitan conferences in each of the 4 Metropolitan AAs tends to confirm that this collaboration process and the structures established in this context are currently supporting the territorialisation of the SSS. However, identification of all supra-regional initiatives in metropolitan AAs indicates that metropolitan conferences were additional components of an already rich ‘cooperation landscape’, with a wide and diverse range of pre-existing collaboration initiatives with. As a result of their sometimes long history, for instance around Lake Geneva, these inherited collaboration networks are likely to exert a major influence and play a central role in the implementation of an AA.

3.2.2 Collaborations in small and medium-sized town networks

Most Swiss areas with networks of small and medium-sized towns are quite prosperous, both in their urban and rural parts. They are either located at the periphery or in between metropolitan

zones, outside the Alpine regions. None of these areas are bilingual. The number and intensity of collaboration initiatives vary from case to case.

Of particular relevance in these territorial contexts are 'city network' collaboration initiatives, as they have for example been set up in the Jura region. By federating interests of urban municipalities through intermunicipal and intercantonal collaboration, such a network provides the opportunity to overcome sterile habits of rivalry. Indeed, while small and medium-sized centres have traditionally been competing, the implementation of a network aims at turning it into positive cooperation. The idea is to bring "cooperation" where there was "competition", in other words: to change mind-sets, as illustrated by the neologism "coopetition".

Another shared issue in these AAs is the need to position themselves in relation to the influence of metropolitan areas. This type of collaboration can be motivated by economic relationships or shared interest in their overlapping parts. Cooperation protocol like the one signed by Arcjurassien.ch with Lake Geneva Council in 2003 is a good example. However, it is a prerequisite for this type of cooperation that both parties are well organised (formalised).

3.2.3 Collaborations in Alpine areas

High mountain ridges represent obstacles to collaboration, especially as language and cultural barriers often overlap with the ridgeline. As a result, cross-border (national and cantonal) collaboration initiatives mostly concentrate along transports corridors, where it occurred in many cases for over a century. In many cases, cooperation was first sectoral (e.g. within fields such as trade and transport infrastructures planning). More global and strategic approaches in cooperation and planning territorial development emerged progressively.

Administrative boundaries in Alpine areas tend to follow watershed boundaries. As a result, integrated management of mountain issues can be difficult to implement. So-called 'massif planning' is an alternative approach seeking to compensate for this weakness. Collaborations over mountain ridges (also called 'massif planning') could help overcome the fragmentation and hence help to implement the objectives of the SSS, e.g. in the field of ecosystem services. Territorial identities linked to mountain areas can also be capitalised on when seeking to establish 'communities of intent'.

However Alpine areas still experience gaps in supra-regional collaboration initiatives. This is confirmed by the observation of the Swiss Alpine AAs, which suggest that massif and corridor planning should be promoted within the paradigm of the SSS. In that perspective the integration of SSS objectives into most relevant sectoral policies for the Alpine region (energy, tourism for example) could help evolving from sectoral and regional approach to multi-sectoral, global and supra-regional way of thinking and planning.

3.3 Analytical framework for exploring Swiss AAs

3.3.1 For all 12 Swiss AAs

Initiatives of supra-regional nature are examined in each of the 12 Swiss AAs in conjunction with an assessment of the geographical setting, obstacles to collaboration and strategic ambitions assigned to the AA by the SSS.

This leads to the following structure applied to each of the case studies:

- Composing a so-called 'model mapshot' that synthesises the geographical settings that are most relevant to understand territorial and development patterns in relation with collaboration issues in the AA. The full process for the creation of mapshots is described in Annex 6.1.
- Focusing on the relevant geographical settings, i.e. the ones that either constitute a barrier, an opportunity or a specific objective in term of territorial cooperation as identified in the SSS for each of the AA. Emphasis has been made on structural elements that are deemed relevant for sustainable development such as the extension of the AA, possible linguistic issues, metropolitan influences, settlement patterns, development axis, transport corridors and economic structure.
- A summary of strategic ambitions and areas of intervention as foreseen by the SSS for each AA, distinguishing between the core and the enlarged perspective.
- Identifying existing supra-regional collaboration initiatives that the actors within AA are currently participating in. The scale matters in the selection, indeed collaboration that take place at a functional level (like an agglomeration project) are left aside. Identified initiatives results from a mail survey to a list of specialists provided by the ARE and has been completed with extensive web review of collaboration structures active at supra-regional level.
- Identifying specific barriers and potentials to cooperation. Barriers can be natural, cultural or administrative. They are considered as obstacle that field actors are invited to overcome with collaboration initiatives in order to allow the AA to fulfil the objectives stated in the SSS. Specific potentials can result from geographical setting such as a transport corridor or a mountain massif that drives cooperation. They can also result from cultural links that promote a sense of belonging that favour rapprochement.
- Delivering a synthetic description of cooperation challenges and opportunities in the AA, based on the geographical analysis and on the assessment of existing cooperation. It is aimed to provide ideas on where the project team think supra-regional cooperation would make sense.
- Providing a detailed review of collaboration initiatives with a table that synthetises their main dimensions in term of:

- Collaboration's organisation: formalisation, territorial coverage, levels & actors, historicity and resources
- Logic of intervention: strategic ambition, kind of activities and areas of intervention

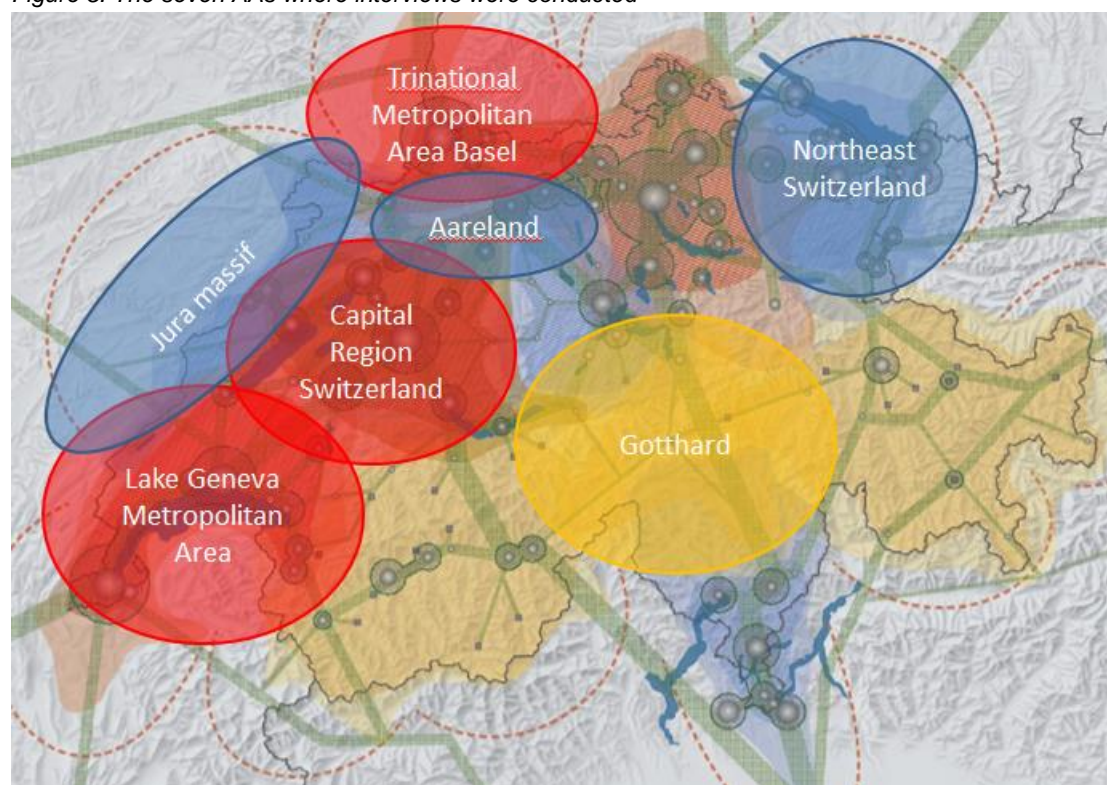
Dimensions and characteristics of soft territorial cooperation instances follows the conceptual and methodological framework of the project (cf. synthetic table in Annexe 6.2). Following this structure ensures easy comparisons of Swiss collaboration initiatives with the European case studies.

The overarching idea is to choose the most relevant features for each AA, so as to allow the construction of a narrative that combines considerations pertaining to geographical settings, obstacles to collaboration, development opportunities and existing collaborations. This makes it possible to provide first insights on the potential added-value of supra-regional cooperation within each AA. The method has been applied on all 12 Swiss action areas.

3.3.2 Deeper understanding for a selection of AAs

To get a deeper understanding (i.e. by conducting interviews) of the positioning of existing supra-regional collaboration initiatives with the SSS, an in-depth analysis of 7 AAs was carried out. AAs that show interesting collaboration features chosen for the in-depth analysis (see Figure 5).

Figure 5: The seven AAs where interviews were conducted



Source: ESPON ACTAREA, 2017

This selection of AAs, however, introduces a bias: while it helps highlighting and understanding good practices in some AAs, it also downplays the struggle of other AA to develop soft

cooperation initiatives at AA-level. However, the objectives of comparison with EU case studies and promotion of good practices as solution to be transferred to other AA's has justified that choice.

A set of general questions has been submitted to field actors participating in supra-regional collaboration initiatives in these AAs, covering four core dimensions that were customised to the specific context within which each interview was taking place:

- How do selected cooperation initiatives position themselves with the SSS?
- How do they integrate the SSS objectives?
- What is the level of collaboration with other initiatives, both within and outside the AA?
- Has the SSS changed anything in the way existing collaborations are functioning?

Interviews have also provided an opportunity to address pending questions to complete information gathered during desk review and to ask field actors what policy measures from the federal level they deemed most appropriate to help better achieving the objectives of the SSS.

Additionally, "institutional maps" (see Annex 6.3) were developed to complete case studies where cooperation initiatives are particularly dense and overlapping. They provide a representation of the institutional context and cooperation setting that has been established so far and synthesises how cooperation instances may overlap (in geographic terms), are implemented in parallel in adjacent areas or are nested in each other at different scales.

- Institutional maps are available for Lake Geneva AA, Jura Massif AA, Swiss Capital Region AA.
- From a transnational perspective and with a slightly different design applied to the "European Atlas of Soft Territorial Cooperation", institutional maps are also available for the Trinational Metropolitan Region of the Upper Rhine and Spatial Development Commission Lake Constance.

Extensive review of Swiss case-studies based on the above presented analysis framework are grouped into the Atlas of Swiss AAs (see Chapter 5).

4 Learnings from investigation on the Swiss AAs

This chapter presents key transversal observations as a synthesis of the review of cooperation issues and initiatives in the 12 Swiss AAs (see chapter 5). It provides lessons learnt on three distinct, but closely interlinked aspects. Section 4.1 summarises what main four types of supra-regional cooperation practices exist in AAs. Section 4.2 then proposes an alternative typology of Swiss AAs based on the observation of cooperation types, maturity and density that is complementary to the geographical typology used in the SSS. Section 4.3 specifies the need for policy support, as expressed by field actors active in supra-regional cooperation. The final section 4.4 broadens these perspectives by drawing on the project's results from both the Swiss and European case studies.

4.1 Current practices in supra-regional collaboration

The in-depth review of Swiss AAs suggests that in some AAs existing collaboration initiatives may be insufficient to achieve the objectives of the SSS. At the same time, a vast range of cooperation initiatives at supra-regional level have been identified. Examples of such good practices are city networks, collaboration protocol with metropolitan AAs, corridor planning and massif planning. Hence, these can serve as a role model and good practices that can be transferred between AAs. Supra-regional cooperation practices fall into four categories:

- **Inherited cross-border cooperation:** Cross-border cooperation has triggered new types of supra-regional contacts both beyond and within Switzerland. These contacts have generated cooperation habits and formal frameworks that can be capitalised on in the context of AAs.
- **Inherited intercantonal collaborations:** Bi- or multilateral cooperation between cantons on sectoral issues is common in the federal system. However, in some cases, more comprehensive cooperation instances have been developed. These typically involve a larger number of partners, cover a wider range of thematic fields and are often more formalised. In some cases, they lead to the design of supra-regional strategies, network of cities or infrastructure planning. They are then likely to play a key role in the implementation of AAs.
- **Metropolitan conferences:** The first metropolitan conferences were founded in 2010. They associate cantons, cities and municipalities in each of the four metropolitan AAs. This type of collaboration is centred on one or two core urban centres and is based on a functional model including the core city or cities and their respective commuting areas. As they associate cantons, cities and municipalities and span across cantonal borders, they can be described as multiscalar cooperation bodies. None of them cover the entire area of any of the 4 metropolitan AAs. However, they play a crucial role in thinking and planning sustainable development at the level of metropolitan regions.
- **Creation of dedicated structures in non-metropolitan areas:** So far, only the Swiss Capital Region, Gotthard and Aareland AAs benefit from the support of a dedicated

intercantonal cooperation structure. The creation of such a structure for the Gotthard region can be considered as a bold innovation, as it is lacking an urban centre, is not identified as a separate mountain range and overlaps extensively with neighbouring AAs and cultural regions. Initiated in the year 2007 under the former Swiss regional policy⁷ and passed into the New Regional Policy (NRP) in 2008, it has since led to an intercantonal NRP implementation program called San Gottardo 2020 that supports the Gotthard AA, highlighting cross-fertilisation processes between regional (economic) policy and the SSS. The dedicated cooperation structure was launched in parallel with a strategy-development project; this approach helps to compensate for the weaknesses linked to the delineation of this AA.

However, even though the objectives pursued by these cooperation structures are in line with the ones of the SSS for their respective AA, most of them do not refer to the framework of the SSS or do not perceive their own actions as a contribution to the achievement of SSS objectives. In this case, the challenge for AAs is not primarily to generate new cooperation instances, but to ensure that SSS objectives are incorporated in existing ones. They need to harmonise and integrate cooperation initiatives that are already in place.

4.2 A typology based on cooperation structures makes sense

Detailed review of existing cooperation initiatives suggest that Swiss AAs may be grouped in three categories with regards to the governance-related preconditions for the development of a soft territorial cooperation inspired by the SSS: Those that have developed tailor-made cooperation structures (section 4.2.1), those with a variety of pre-existing collaboration structures (section 4.2.2) and those where supra-regional collaboration must still be developed (section 4.2.3).

Evidence from the analysis of Swiss AAs suggests that this typology is more meaningful than the geographical typology used in the SSS to synthesise findings. Nevertheless, both approaches provide complementary insights for the development of AAs in the framework of the SSS.

4.2.1 Category 1: AAs with tailor-made cooperation structure

The first category includes AAs in which a dedicated governance structure has been developed to facilitate the implementation of an AA. These structures were set up in parallel to the elaboration of the SSS. As a result, they are all recent, dating back to between 2007 and 2012. Only three AAs have taken up this opportunity so far: Swiss Capital Region, Aareland and Gotthard.

One can observe a cross-fertilisation between these cooperation initiatives, the NRP and the SSS, e.g. in terms of delineation, objectives, projects or governance. By way of consequence, the strategic objectives of these dedicated structures are in most respects comparable to the

⁷ Support to investments in the mountain regions (RS 901.1; LIM/IHG)

objectives of the AA as described in the SSS. Their spatial extent is largely congruent with their respective AA. While membership is generally reserved to public actors, individuals and private sector entities are involved in specific projects and activities. In that way, these cooperation initiatives encourage a diverse range of actors to think and act at the wider scale of AAs.

Tailor-made cooperation structures help to compensate for a lack of formal decision-making power at the scale of the AA. The focus is on coordination within each AA and with neighbouring AAs. Typically, these tailor-made initiatives have emerged in three territories that all need to position themselves in relation to external metropolitan influence areas. In this context, it may be relatively easier to sell the idea that joining forces is a way of reaching a critical mass in relation to larger neighbours. The focus is on coordinating the development of projects sorting under various federal policies, jointly defending regional interests at the federal level and marketing of the AA. The latter has been translated into a learning region in Aareland or a branding initiative for tourism purposes in Gotthard. Swiss Regional and Agglomeration policies are actively resorted to as a major source of funding. Gotthard AA has even developed an intercantonal NRP implementation programme called San Gottardo 2020 to support the region create its own identity. The programme was developed as an add-on to the NRP strategy developed in each canton. It is now in its third implementation period.

Overall and in spite of limited hindsight, these tailor-made cooperation structures are considered as success by interviewees. After only a few years of existence, they have established large networks of public and private stakeholders and have developed a culture of trust, open communication and cooperation. This is considered as a product of the institutionalised and continuous approach to cooperation (as opposed to a purely project-based one). However, limitations are identified in relation to the lack of a multi-level governance framework around each of these AAs. It may for example be necessary to organise their rural areas separately. Their “weak participation” was in particular highlighted in the case of the Swiss Capital Region AA.

4.2.2 Category 2: AAs with a variety of pre-existing collaboration structures

The second category includes AAs for which no dedicated cooperation structure has been developed in response to the SSS, but where a variety of supra-regional cooperation initiatives pre-existed the SSS. Established networks of stakeholders and organisations provide structure the territorial governance of these AA, and provide many assets when seeking to address the challenges identified in the SSS. These mature cooperation instances overlap with respects to involved organisations, perimeters and themes. Five AAs belong to this category: The Zurich Metropolitan Area, the Trinational Metropolitan Area Basel, the Lake Geneva Metropolitan Area, the Jura Massif and Northeast Switzerland.

To the exception of Zurich, where collaboration is centred on metropolitan functions, cross-border cooperation issues are a main preoccupation for all these AAs. Intense cross-border flows and exchanges generate specific collaboration opportunities and needs. As highlighted in chapter 2.2.4, cross-border contexts with dense cooperation networks prepare the ground

for supra-regional cooperation within Switzerland. Some of these cross-border agreements date back to the 1960s and were agreed at the national level. Starting in the 1980s, a shift towards bottom-up initiatives led to a more active involvement of local and regional actors. Since the early 2000s, cooperation has increasingly focused on the development of agglomerations and metropolitan regions. This has triggered cooperation across both national and cantonal borders. Metropolitan conferences and agglomeration projects have been established, as well as a city network in the case of the Jura Massif. They have made it possible to address settlement pressures and transport planning issues at appropriated geographic levels.

Current collaboration initiatives in this group of AAs deal with most of the strategic objectives promoted by the SSS. All governance levels are involved, and most sectoral interests are covered. Cross-border cooperation initiatives are particularly numerous around Geneva and Basel, as well as Northeast Switzerland. There are extensive geographic and thematic overlaps between the different initiatives. However, interviews showed that awareness of the SSS among involved actors is limited, and primarily depends on the extent of their involvement in the elaboration of the SSS. The added-value of a possible coordination of the various pre-existing supra-regional cooperation initiatives under the umbrella of the SSS remains to be identified, the main issue being the form such a coordination should take.

4.2.3 Category 3: AAs where supra-regional collaboration must be developed

The third group includes AAs that are organised around a single canton⁸ and where supra-regional cooperation forms remain to be designed and implemented. Four AAs belong to this category: Eastern Alps, Città Ticino, Western Alps and Lucerne. While the first three AAs form a relatively homogenous cluster in terms of territorial characteristics and governance issues, Lucerne has been assigned to this category because of the preponderant weight of the canton of Lucerne and the need to further develop supra-regional initiatives.

Apart from the dominant weight of the central canton, Eastern Alps, Città Ticino, Western Alps AAs are characterised by similar morphological and linguistic barriers to various extent⁹. Lucerne AA however is entirely German-speaking and is not bordering any non-German speaking areas. Topographical fragmentation is the main obstacle for joint thinking and planning. High altitude mountain ridges limit interactions outside transport corridors. Natural barriers have often been reinforced by cultural, linguistic and/or administrative and national ones. By way of consequence, regional identities are organised according to 'watersheds'.

⁸ Canton of Valais for Western Alps AA; canton of Ticino for Città Ticino AA, Canton of Grisons for Eastern Alps AA; canton of Lucerne for Lucerne AA

⁹ Western Alps AA: is internally bi-lingual and externally experiencing a language barrier with Italy

Città Ticino AA: is almost exclusively Italian speaking. In that sense there is no language barrier with surrounding Italian regions, but experience language barriers with the enlarged AA to the north (Eastern Alps AA, Gotthard AA and Western Alps AA)

Eastern Alps AA: while majoritarian German speaking, it nevertheless associates Italian and Romansch speaking minorities.

Another common characteristic is the relatively limited number of supra-regional collaboration initiatives. Existing initiatives have developed between territories sharing specific issues or belonging to the same functional area. They could usefully be complemented by cooperation between different side of a mountain massif or along transport corridors, in order to pursue the objectives of the SSS. There are examples of 'corridor' and 'massif' cooperation instances that have successfully elaborated joint visions and implemented projects to achieve them. However, they remain quite scattered over the territory. The main challenge is to develop additional cooperation based on these examples of good practice. City networks as implemented in the Jura Massif AA, could also be a useful source of inspiration in the Western Alps, Città Ticino and Lucerne.

The central question for this group of AAs concerns the role of the 'pivot canton' in the implementation of the SSS. Indeed, the assumption that AAs must be based on inter-cantonal cooperation is only partly true as far as these areas are concerned. While inter-cantonal and cross-border initiatives are likely to help joint visions and planning on the fringes, developing a dynamic in the core of these AAs first requires that a shared vision is agreed among main actors within the administrative limits of a single canton.

4.3 Policy options

The above review shows that in some AAs existing collaboration initiatives may be insufficient to achieve the objectives of the SSS. However, they may be inspired by good practices from other AAs.

The present section introduces proposals for how to ensure that the incentive character and non-binding nature of the SSS may *in fine* prove to be a winning bet. These proposals are based on inputs from actors, document reviews and comparisons of findings across AAs. They are structured along four themes: improved communication platforms (4.3.1), a more elaborate multi-scalar perspective (4.3.2), a stable financing of AA facilitation (4.3.3) and a promotion of the AA logic among public authorities and sectoral actors (4.3.4). Parallels between Swiss cooperation patterns and those observed in other parts of Europe are then introduced in section 4.4.

4.3.1 Improve communication on AAs

Field actors acknowledge the usefulness of the so-called 'tripartite' dialogue between the three levels of the Swiss Confederation that accompanied the development of the SSS. All actors involved in this dialogue assess it very positively. However, they regret that this dialogue was not pursued after the finalisation of the SSS in 2012.

The main request expressed by interviewees is to reactivate and strengthen this dialogue. The creation of a platform for exchanges with the federal level would be welcomed. The objectives would be to:

- Give more visibility to the SSS
- To make it possible to think and act in the perspective of the SSS at various scales

- Organise a continuous dialogue so as to promote a new understanding of the SSS, as a dynamic concept that could continuously be adapted to on-going processes, rather than as a static document.

It would help to associate actors engaged in all level of territorial cooperation (from functional areas to supra-regional cooperation areas). In turn, this could lead to the emergence of a more multi-level approach to soft territorial cooperation in Switzerland organised around different 'bridging platforms' for thinking, planning and coordinated decision-making.

4.3.2 Support multi-scalar perspective for AAs

Action areas are of supra-regional nature designed to promote 'communities of intent' (cf. chapter 2.2.1). They therefore position themselves "above" territorial cooperation that deals with interconnected, daily life-spaces, with shared spatial issues (planning, commuter's flows, residential areas, etc.) at which a vast array of territorial cooperation is taking place (e.g. agglomeration projects, regional association of municipalities or regional natural parks). Therefore, the SSS implicitly adopts a multilevel strategy, by concentrating its efforts at a geographic level above the level at which abundant cooperation tends to develop.

This is a starting point for a further reflection on the multi-level construction of territorial governance through soft cooperation. Intermunicipal cooperation instances (below the level of AAs) are frameworks in which numerous actors of territorial development are mobilised. The examples of Jura and Geneva have shown that it becomes natural for some of these actors to position themselves at the AA level as well when a mature culture of cooperation has been established. They may then function as 'bridges' between levels.

However, there is no *a priori* reason for which strategic options developed at different levels, or within neighbouring cooperation areas, would be consistent or convergent. Intermunicipal cooperation instances may in some respects function as building blocks of a wider shared vision, but may in other respects generate an enhanced visibility of differences in perceptions, interests and objectives. As we have observed, areas of territorial cooperation help to formulate and pursue consensual objectives and win-win solutions, but are not necessarily well-adapted as instruments for the management of diverging interests. Therefore, a multi-scalar perspective on AAs implies a careful monitoring of convergence and divergence between cooperation processes at different levels and in different types of spaces. On this basis, one may fine-tune the division of roles played by 'hard' and 'soft' instruments of territorial development.

4.3.3 Provide stable financing of AA facilitation

Financing the functions that are essential to a continued dialogue in Swiss action areas is a concern in all AAs, with various degree of intensity. It is particularly acute in AAs that are not endowed with a dense inherited network of collaboration instances with well-established funding schemes. However, even when such networks exist, the increased coordination from the implementation of the AA generates a need for additional resources.

Furthermore, when interviewing actors of territorial cooperation within the AAs, one can observe a certain 'competition' between established cooperation structures and AAs. This results from the fact that persons with expertise in the field of cooperation tend to primarily contribute to programmes that provide funding for their involvement, either through project activities or a dedicated funding for the functioning of collaboration initiatives.

These elements inform discussions on the financing of AAs. While the interviews demonstrate the limitations of a philosophy based principally on volunteering, they do not suggest that dedicated funding schemes along the lines of the Swiss New Regional Policy or Agglomeration Policy would be called for. However, the analysis suggests that financing a continuous facilitation of the action areas could significantly improve the concrete implementation perspective for AAs. For this dialogue to be sustained on the longer term, relevant federal bodies and sectoral actors need to be in a position to respond to the call of AA actors when they jointly elaborate and adopt consistent development options. The dialogue platform described in section 4.3.1 can be of key importance at these critical stages in the development of AAs. An unsatisfactory output at these stages may discourage actors from further involvement, leading to what in the macro-regional context has been identified as 'territorial cooperation fatigue' (Stocchiero, 2015).

4.3.4 Promote the AA logic among public authorities and sectoral actors

There are promising examples of adaptations of federal policies to the logic of AAs (see section 4.2). We have mentioned the intercantal NRP implementation programmes set up in the Jura and Gotthard AAs. There are also five supra-regional model projects developed in the contexts of the Jura Massif AA, Trinational Metropolitan AA Basel, Swiss Capital Region AA, Aareland AA and Zurich Metropolitan Areas AA between 2007 and 2011. Interviews have shown that numerous actors involved in AAs would welcome a continued and wider application of such solutions. This could be envisaged for the forthcoming programming period, starting in 2019. They consider that supra-regional model projects help to deal with the complexity of integrated policy action for sustainable territorial development. Intercantal NRP programmes make access to funding easier for AA-related initiatives. Currently, the vast majority of model projects and NRP programmes have not yet sought to incorporate a territorial approach to policy design and implementation embedded in AAs.

More generally, interviewees experience that many public authorities and sectoral actors remain reluctant to an AA-type approach at all institutional levels. It remains foreign to their day-to-day working habits, and its usefulness is not necessarily well identified or considered insufficient considering the resources needed to engage in dialogues with AA actors. The previously described dialogue platforms (section 4.3.1) can therefore be mobilised to promote an AA logic among these actors. This presupposes that the potential added-value for each category of public authority and sectoral actor is precisely identified.

4.4 Convergence of learnings on soft territorial cooperation

Research results of ESPON ACTAREA have shown that supra-regional soft territorial cooperation initiatives in Switzerland are quite well-established despite the new and the non-binding nature of the SSS. Many inherited structures play an important role and are a helpful complement to more traditional, institutionalised ways of thinking and realising territorial development. At the same time a differentiated perspective is necessary, both at the European level and with respect to the SSS:

- Voluntary nature of cooperation implies that soft territorial cooperation can only be encouraged, but not prescribed. At the same time, it also means that policy makers must accept that soft cooperation cannot be 'enforced' where attempts to initiate cooperation prove futile.
- Normally, soft cooperation is in contradiction with institutionalisation. However, the review demonstrates that a limited group of dedicated coordinators with a clear mandate is essential for any successful form of cooperation;
- Understanding soft cooperation at supra-regional level in its broad sense has allowed to highlight a variety of inherited initiatives, while few new, tailor-made and dedicated cooperation instances have been created since 2012;
- The added value of 'soft' territorial cooperation plays out best in its interaction and complementarity with 'hard' instruments and procedures;
- The fuzziness of the geographic cooperation perimeter is generally limited. Most cooperation structures have soft spatial foci in political action, but they are based on 'pooled' public perimeters;
- One should not overestimate the role of private actors. All case studies have been initiated by public authorities and mainly involve public actors.

The SSS presupposes a *laissez-faire* attitude seeking to capitalise on cooperation dynamics initiated by actors with capacities and resource-mobilisation skills required to set them up. Observation suggests that pro-active interventions may be needed in other areas, either to stimulate cooperation that does not emerge spontaneously or to support development through other types of incentives. Interestingly, field actors active in soft-cooperation in Switzerland have expressed similar needs as identified elsewhere in Europe when evaluating the type of policy support that would best support their initiatives toward SSS objectives: First, the importance of providing platforms for dialogue and process facilitation. Second, the need for basic financing of a continuous facilitation that could significantly improve the concrete implementation perspective for AAs. And third, the importance of an active promotion by national authorities of an AA-type of approach on all institutional levels as well as among sectoral authorities that is to be further developed. Major communication efforts would be needed to convey the added-value of the SSS framework to actors at the regional and sub-regional levels. Many of these actors develop their cooperation initiatives independently of the

national framework. A dynamic, cooperation-based approach to balanced territorial development requires that extensive resources are allocated to dialogues and exchanges.

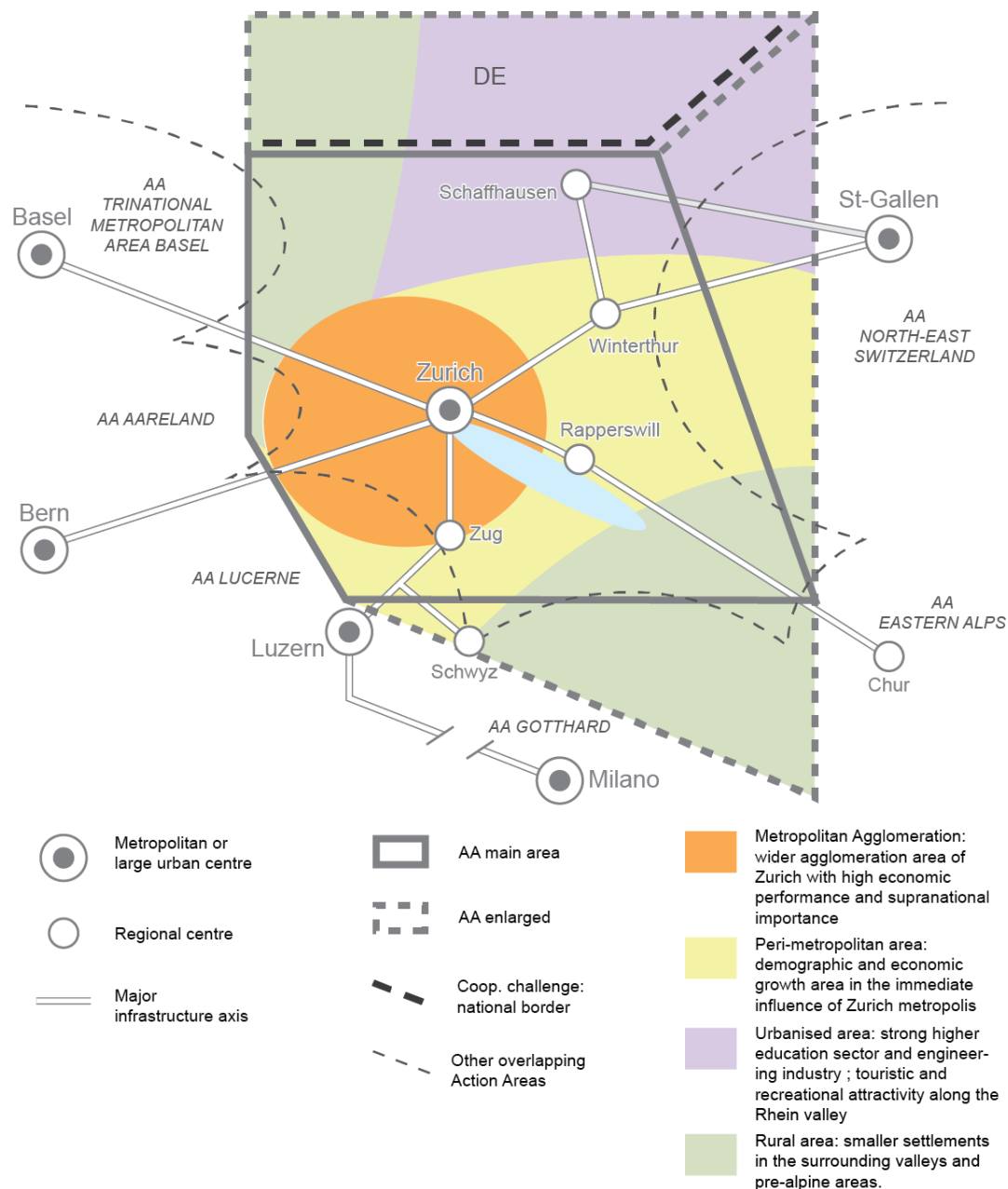
5 Atlas of Swiss Action Areas

This Atlas provides extensive review for each of the 12 Swiss AAs. Information is organised according to the analytical framework developed in section 3.3.

5.1 Metropolitan Action Area Zurich

Geographical setting

Figure 64: Mapshot Metropolitan AA Zurich



Source: ESPON ACTAREA (2017)

The core of the Zurich metropolitan AA is represented by its name-giving agglomeration and surrounding areas that are linked to it functionally (in particular the agglomerations of

Winterthur, Schaffhausen, Zug and Rapperswill). The Zurich metropolitan AA can best be described as a conjunction of five areas:

- the urbanised and economically high performing area of Zurich city and its adjacent regions;
- a peri-metropolitan area surrounding Zurich's wider metropolitan area ranging towards the Bodensee area, which is under immediate influence of the Zurich area,
- an urbanised area around the area of Schaffhausen bordering on Germany;
- rural areas to the southeast in the pre-alpine valleys
- rural areas to the northwest with smaller settlements.

Whilst the German speaking Zurich as the major administrative, political and transport hub presents the core of the AA, the Action Area shows two further important characteristics. First, the Zurich AA considers the agglomeration area within its wider functional context in particular the smaller agglomerations surrounding Zurich. These are mostly located at the Zurich Lake and alongside the East-Western transport axis. Second, the AA reflects the functional relation of the area and its connection with the cross-border areas. The AA has close functional relations with the German and Austrian bordering areas in terms of transport and economic links.

In terms of connectivity, Zurich is at the cross-roads of a number of transport axes:

- To the east the regional centre of Constance and the urbanised area around Lake Constance are directly linked to Zurich. Via Constance, Zurich is connected to Bregenz and Lindau.
- To the south the transport axis to Milano (either via Lucerne or Chur).
- To the West, Zurich is connected to the metropolitan areas of Basel and Bern.
- The smaller cities of Rapperswill, Zug, Frauenfeld, Schwyz or Baden are functionally closely connected with the city and can be considered to be the wider growth area. The cities of Schaffhausen and Winterthur are for example important local nodes on the way to the northern national border with Germany.

The German border generates substantial commuter flows, but is also characterised by lower levels of cooperation to address identified challenges and opportunities, as compared to the ones developed in the neighbouring AAs of Trinational Metropolitan Area Basel or Northeast Switzerland.

The AA encompasses the cantons of Zurich and Schaffhausen and includes parts of Thurgau, Zug, Aargau, St. Gallen and Schwyz. The enlarged AA partly overlaps with six surrounding AAs, This includes the Metropolitan Area of Basel, the AA Aareland, the AA Lucerne, the AA Gotthard and the AA East Alps as well as the AA Northeast Switzerland. The wider AA

perimeter of the Zurich Action Area lies towards Basel, Lucerne as well towards the North-Eastern Alps.

Needs for collaboration varies with each of the AAs Zurich AA overlaps with. Urbanisation pressure and development is therefore an important element of coordination across AAs. In Aareland or Lucerne, where development is influenced by Zurich, it is about managing settlement pressure generated by the metropolis. The connections are predominantly shaped by functional links resulting from settlement development and the transport links. In southern Alpine areas, such as Gotthard or Eastern Alps AAs, it is about managing the effects of visitor's pressure on recreational and rural areas.

The main territorial development issues of the AA are (1) managing congestion and land use pressures within the Zurich agglomeration along main transport axes, (2) ensuring that the Zurich agglomeration, with its higher educational sector, the knowledge economy and the financial industry, functions as a development hub for the entire AA and (3) ensuring that the AA benefits from growth dynamics in neighbouring areas. This comes alongside a need to foster sustainable development as set out in the Swiss spatial strategy.

Description of the Zurich metropolitan AA in the SSS:

	Strategic ambition	Areas of intervention:
At AA level	<p>Strengthen the economic and cultural location factors:</p> <ul style="list-style-type: none"> • secure and foster the attraction of Zurich as a hub for education, research and culture as well as a touristic city. • strengthen the economic locational factors such as the excellent incorporation in the national and international transport system. • Make use of the potential of the smaller and medium-sized cities such as Schaffhausen, Frauenfeld, Rapperswil, Zug, Schwyz, Baden and Lenzburg for a diversified potential of the metropolitan area. 	<ul style="list-style-type: none"> • strengthen an internationally livelihood for high qualified employees alongside ensuring high quality of life and cultural offers of international reputation; • strengthen the locational factors for the knowledge industry as well as the the network between educational institutions, such as universities; • strengthen the profile of the metropolitan area for international congresses; • pool actors' strength of the core city and the Limmatvalley and the Glatvalleys including Northern Zurich and the small and medium-sized centres; • Provide attractive and sufficient living space

		<ul style="list-style-type: none"> • Develop better offer for the urban and suburban regions in the existing city trains • ensure high-level connectivity of long-distance and city transport systems; • ensure agricultural regions close to agglomerations to remain multifunctional areas and preserve existing recreational areas. • the interlinked areas of the periurban and more rural areas develop strategies including rural aspects; • concentration of settlement development to existing cores; • further develop the metropolitan conference.
At enlarged AA level	<p>The SSS reflects on :</p> <ul style="list-style-type: none"> • connectivity with European transport system • preservation of natural and recreational areas 	<ul style="list-style-type: none"> • Air, road and railroad connexions • Preserving the lake- and river landscapes including the German border areas

Existing collaborations

Cooperation in the Zurich region draws on a number of existing collaborations:

- Agglomeration programmes Zurich: In view of the third generation of agglomeration programmes, the canton of Zurich has identified four agglomerations:
 - Limmattal
 - Stadt-Zurich-Glattal
 - Winterthur and surroundings area
 - Züricher Oberland

This third-generation programme will be implemented between 2019 and 2022. It will include projects targeting the Zurich region, but also include some projects with a larger perimeter. The programmes were adopted by the end of 2016.

- Greater Zurich Area Standortmarketing is a foundation based on the principle of a public-private partnership set up in 1998. The foundation is the propriety of the private company of Greater Zurich AG, which has private and public patrons, incl. 10 cantons (Glarus, Graubünden, Schaffhausen, Schwyz, Solothurn, Uri, Zug and Zürich, the City of Zürich the

Region of Winterthur. Its main goal is the support of businesses in the Greater Zurich Region and the marketing of the region as an economic hub.

- Metropolitan Conference Zurich: The metropolitan conference Zurich resulted from the 'Modellvorhaben' for 'Structures for a better cooperation in the economic area of Zurich'. Starting the process in 2007 with a first metropolitan conference in 2009 an association was founded. Members are the 8 cantons and around 110 local authorities. The Metropolitan Conference offered the opportunity to identify key projects for the transport allocation of the metropolitan area. The governmental organisation includes a 'Metropolitan Council' including representatives from the 8 cantonal chambers and the city and municipality chambers.
- Regionale 2025 Limmattal: Developed in the context of "Ideacompetition" in 2013, it tackles the cooperation of spatial development across institutional barriers of two cantons. The idea is to develop regional projects to be presented at the Regionale project display Limmattal 2025. The area encompasses the region of Zurich-Altstetten and Turgi, Untersiggentahl. It is an intercantonal cooperation over regional borders targeting the Aargau and the Zurich canton.

The existing collaborations in the region tackle different aspects of development in Zurich. The more political level of the metropolitan conference is complemented by the project-oriented programmes. Whereas some of these programmes tackle particular aspects of contemporary development challenges, e.g. the 'Regionale' initiative, the agglomeration programmes offer opportunities to fund transport infrastructure. The metropolitan conference is the backbone of cooperation in the area. Apart from these different private and public initiatives are overlapping in the Zurich area, many of which target aspects of economic development. Intra-cantonal and supra-cantonal cooperation is needed to implement the AA. The establishment of the metropolitan conference with its association as the supporting body allows the involvement of different administrative levels. However, as the conference is mainly concerned with functional links with the Zurich agglomeration, opportunities of developing the rural and peri-urban areas, albeit the portrait of the metropolitan conferences association alerts to the role of the different regions. The Zurich lake tourism region is an example for a theme-centred organisation, which aims to bring stakeholders in the region together to develop joint touristic products and presentation.

The cross-border component of the AA could be better reflected. Through the existing collaborations these is not a given. The overlapping AAs could offer additional opportunities to fuel cross-border cooperation. Nevertheless, the North-Eastern Alps AA, as one of the overlapping ones, put explicit emphasis on the cross-border cooperation.

Potentials and challenges for collaboration at supra-regional level

With regard to the territorial structure:

- + The AA is an economically striving region with high attraction to academics and high potentials. The border proximity is likely to play a role in cross-border cooperation.
- + Issues related to the Lake Zurich are incentive that might bring together the various entities for joint planning.
- + Interrelation of Alpine tourists regions with the clients from Zurich area might act as a driver to collaborate further outside the metropolis.
- Albeit the core of the AA is functionally closely integrated, the potential of the smaller and medium-sized cities is not fully exploited.
- Sustainable territorial development is challenged by a high volume of transport, which puts pressure on the infrastructure system and the housing market. The actual fragmentation of planning instrument calls for better integration toward a common vision.
- The provision of energy for metropolitan areas is a challenge, wherefore supra-cantonal coordination in this sector is a necessity.

With regard to existing collaboration initiatives:

- + The Zurich Metropolitan Conference is a long-lasting cooperation integrating 8 cantons and 110 municipalities, which encompasses a great part of the area immediately influenced by Zurich's development. Cooperation and public discussions show that the need for coordination has been recognised, and that interregional projects are of importance.
- + Sustainable development of the Zurich metropolitan AA is challenged by the high dynamics of development. Substantial pressure of settlement development can be found along all transport axes. To the image of the cooperation implemented in the Limmat Valley, collaboration transposed in the Glatt Valley and North Winterthur.
- Processes of planning are largely discussed throughout the metropolitan conference. Therefore, most of activities focus on the Zurich and its wider functional area. The AA as such is not a perimeter considered in processes of planning.
- Cooperation with German administrations both at the municipal level as well as on the regional level remains on a rather basic level when it comes to strategic large-scale coordination of the AA. A joint spatial vision could be of interest.
- The dominance of the Zurich metropolitan area in the AA, and the orientation of most investments and attention towards Zurich prevents to some extent a more intensive collaboration with stakeholders and regions from the overlapping AAs.

Positioning of the Zurich metropolitan AA in relation to identified cooperation opportunities and challenges:

The SSS identifies a number of challenges and opportunities for the Zurich metropolitan AA. In short, most of the challenges and strategic ambitions identified in the SSS relate to questions of spatial development deriving from Zurich as the growth pole. The agglomeration programmes and the 'Regional 2025 Limmattal initiative are important instruments to implement the goals of the SSS. However, the relation between those initiatives and the SSS can be better marketed and explored, both at the federal level as well as in the AA.

The SSS sets out the goal to further preserve and develop the cultural attractiveness of Zurich and foster the socio-economic development. These rather broad goals necessarily involve a number of privately driven activities and investments. Many activities conducted under the heading of the AA and its objectives relate to projects and concerns of spatial planning. The example of the PHR project is an alternative for projects supporting certain economic areas of the AA. The selected project is "Sustainable and Regional Supply of the Common Gastronomy. This example showcases how the pilot programme "PHR Wirtschaft" can support particular projects with a very specific focus.

A challenge for the AA is that the orientation of most activities towards the core area leaves little room for other intercantonal initiatives. One way to contribute to the goals set out to foster sustainable development, the further development of touristic and recreational areas as well as the multifunctional use of agricultural areas can be to explicitly focus on issues that are not linked to core-periphery relations. Following the goal to further development of the international reputation of the Zurich area, the surrounding area of the AA with its touristic attraction can be better explored in terms of marketing the wider Zurich region as an attractive place to live and work. This could additionally help to activate a wider range of stakeholders and regions in the AA. Also, at a wider scale, collaboration with neighbouring AAs could be more developed. This includes in particular the eastern AAs which have weaker functional ties to the Zurich agglomeration. The promotion of cross-border cooperation promoted by the SSS fails to overcome obstacles linked to current institutional setups. In its wider version, the Zurich metropolitan AA overlaps with 7 cantons, and extends into Germany. The Metropolitan conference covers the AA cantons plus Lucerne and therefore could help to develop a dialogue with the surrounding AAs and to better address cross-border issues.

Main case study characteristics

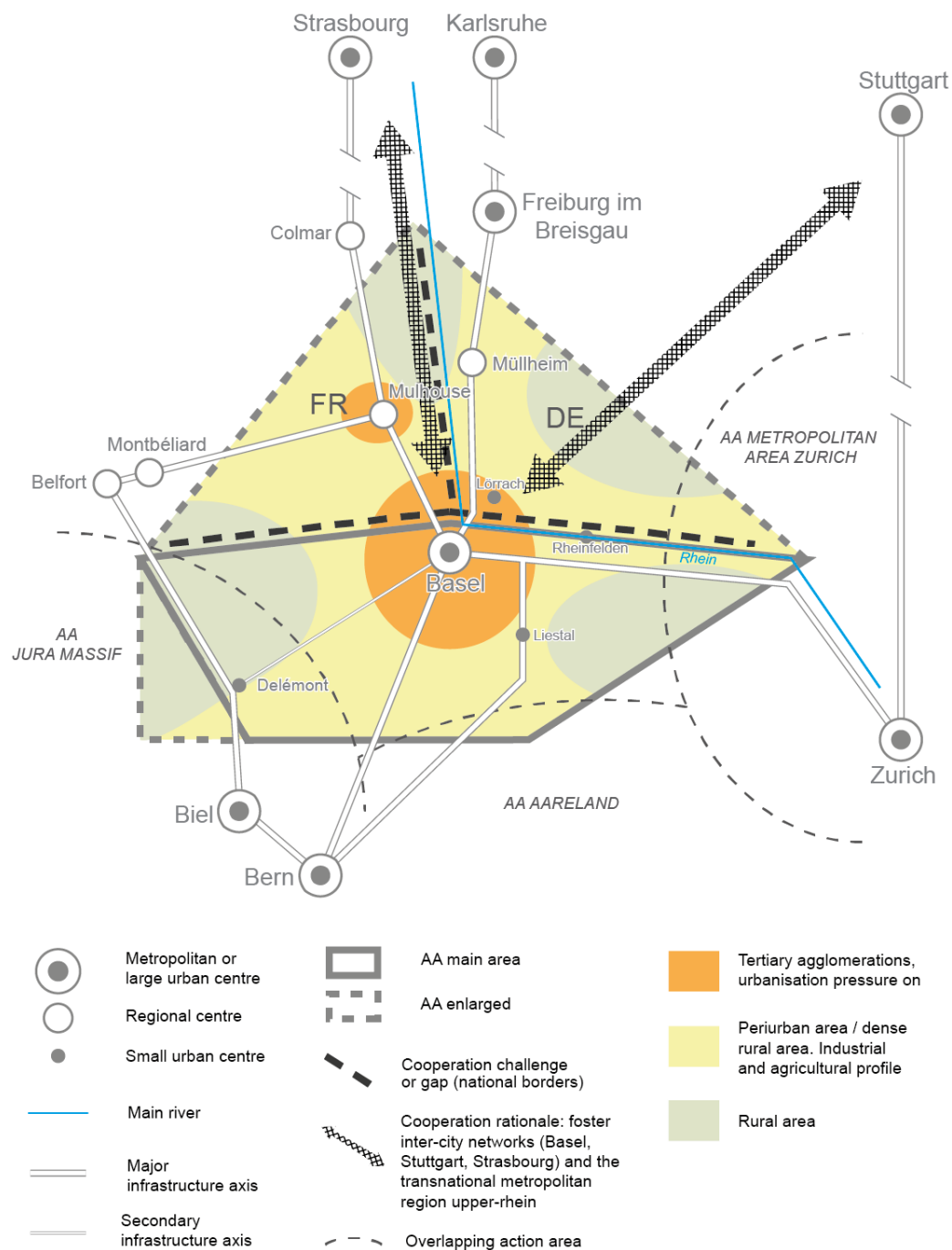
32 VS – Metropolitan Area Zurich (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Agglomeration programmes Zurich, 3. Generation (Limmat Valley, Stadt-Zurich-Glattal, Winterthur, Züricher Oberland)	-The preparation of the four Agglomeration programmes is assumed by the Canton Zurich -Overall coordination by EBP (Ernst Basler + Partners)	Limmat Valley, Stadt-Zurich-Glattal, Winterthur and surroundings area, Züricher Oberland	-Canton Zurich -Federal Office for Traffic Switzerland (BAV) -Department of Economic Affairs of Canton Zurich	Adopted by the end of 2016	
Greater Zurich Area AG	Public-Private Partnership	The Cantons of Glarus, Grisons, Schaffhausen, Schwyz, Solothurn, Uri, Zug and Zurich, the city of Zurich and the region of Winterthur	-Public Members: Cantons of Glarus, Grisons, Schaffhausen, Solothurn, Schwyz, Uri, Zug, Zurich, Region of Winterthur, City of Zurich -Private Members: AMAG Automobil- und Motoren AG, Credit Suisse Group; Flughafen Zürich AG; Glarner Kantonalbank; Graubündner Kantonalbank; MLS Dr. Max Schnopp AG; Schaffhauser Kantonalbank; Schwyzer Kantonalbank; Steiner AG; Swiss Life; Swiss Prime Site; Swiss Re Group; UBS; VISCHER; Zuger Kantonalbank; Zürcher Handelskammer; Zürcher Kantonalbank und die Zürich Versicherungs-Gesellschaft AG	Set up in 1998	Budget: CHF 4 Mio (2016)
Metropolitan Conference Zurich	-Organised under private law -Association organs: Metropolitan Conference, Metropolitan Council, Regional Office, Cantons, Municipalities, external auditors, Operative Committee, project teams	Cantons Zurich, Aargau, Thurgau, Schaffhausen, Schwyz, St. Gallen, Zug, Lucerne (120 cities and municipalities)	Members with voting power in the metropolitan area Zurich (Cantons Zurich, Aargau, Thurgau, Schaffhausen, Schwyz, St. Gallen, Zug, Lucerne)	Introduced in 2007	Own budget (membership fee)
Regionale 2025 Limmat Valley	-Association with 13 municipalities	Canton Aargau and Canton Zurich	-Cantons Aargau and Zurich -13 Municipalities : Baden, Dietikon, Ennetbaden, Killwangen, Neuenhof, Oberengstringen, Oetwil a.d. Limmat, Schlieren, Spreitenbach, Urdorf, Wettingen, Würenlos and Zurich	Foundation in 2015	Own budget
Tripartite Agglomerationskonferenz	Agreement of the Federal Council, the Conference of Cantonal Governments, the Swiss Cities Association and the Association of Swiss Communes	Intercantonal in Switzerland	Political platform between the federal level, the cantons, cities and municipalities	Foundation in 2001	

32 VS – Metropolitan Area Zurich (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Agglomeration programmes Zurich 3. Generation (Limmat Valley, Stadt-Zurich-Glattal, Winterthur, Züricher Oberland)	Coordination of settlement and traffic	<ul style="list-style-type: none"> -Open-space-concepts -Railway station networking -Landscape architecture -Urban development -Centre development services 	<ul style="list-style-type: none"> -Spatial Agglomeration programme -Agglomeration programme Mobility and Traffic
Greater Zurich Area AG	Support of Businesses in the Greater Zurich Region and marketing of the region as an economic spot	<ul style="list-style-type: none"> -Processing of information on the Greater Zurich Area -Support for international companies in evaluating their future business location in the Greater Zurich Area -Establishment of contacts with authorities in the member cantons -Organization of individually tailored due-diligence visits 	Location Marketing
Metropolitan Conference Zurich	Advancement of cooperation between cantons, cities and municipalities in a metropolitan area	<p>Projects focused on:</p> <ul style="list-style-type: none"> -Advancement of the specialist potential and education location -Improvement of the compatibility of family and work -Transfer of knowledge and innovation -Supra-regional road and rail connection -Care of cultural diversity -Careful handling of energy resources -Zurich Green Region -Cluster building 	<ul style="list-style-type: none"> -Transport -Society -Economy -Living space
Regionale 2025 Limmat Valley	Image building Limmat Valley and Coordination of networking activities	<ul style="list-style-type: none"> - Initialisation, Realisation and Presentation of forward-looking projects -Presenting projects on exhibition 'Regionale 2025' 	<ul style="list-style-type: none"> -Culture and art -Sports and leisure activities -Quality of residential development -Mobility -Regional products -Education -Potentials of the river landscape
Tripartite Agglomerationskonferenz	Develop a joint agglomeration policy	Enforcement of living standards and competitiveness	Intercantonal cooperation

5.2 Trinational Metropolitan Action Area Basel

Geographical setting

Figure 75: Maphot Trinational Metropolitan Action Area Basel



Source: ESPON ACTAREA (2017)

The Trinational Metropolitan Area Basel is a fundamentally cross-border oriented AA, created around Basel as the core area. It encompasses the cantons of Basel-city and Basel-land as well as parts of the cantons of Aargau, Jura and Solothurn. The enlarged AA encompasses the

German-speaking parts of the Breisgau area up to Südbaden and the French Alsace region. The core of the AA is made of the two agglomerations of Basel and Mulhouse. The Rhine River, which partly serves as a border, is an important element for the spatial functional linkages in the region. Topologically, it lies in the Plateau area of Switzerland with the southern parts touching upon the Jura Massif. The enlarged AA overlaps with the Jura Massif, Aareland and Zurich AAs.

The AA can be described as made of three different parts. First, the agglomerations of Basel and Mulhouse are in the centre. The city of Basel is an important growth pole in Switzerland and a node for commuters both, national and cross-border. The airport of Mulhouse is an important gateway for the business development in the wider region. A peri-urban area has developed around these two major agglomerations, with extensions along transport axes towards the north (both in France and Germany), towards Bern and Biel and eastwards towards Zurich. The rural and natural areas are located between these transport axes, including the German and French-speaking parts (e.g. Schwarzwald or Jura massif).

Both in terms of existing cooperation as well as functional linkages, the Basel metropolitan area is closely connected to cross-border regions and the agglomerations of Colmar, Strasbourg, Freiburg im Breisgau and Karlsruhe. More explicitly, it is a North-South Transport Corridor of the European Trans European Transport network (TEN-T), with the AA of Basel being a transit node. It links France and Germany with other Swiss metropolitan areas, and further down, to the Mediterranean harbour of Genova. The Rhine River Valley plays an important role in this corridor development. The regional airport plays an important role in terms of connectivity for day to day visits in business. The city of Basel is an internally attractive growth pole which with its pharmaceutical industries, fairs, logistics and transport among other economic branches attracts skilled people. However, the city growth comes alongside an immense settlement pressure towards the Basel and Mulhouse city centres, and alongside the major transport routes for neighbouring rural areas.

Potentials and obstacles for collaboration at supra-regional level

With regard to the territorial structure:

- + Cross-border situation presents a challenge and an opportunity at the same time. It represents both, an institutional barrier and a need for coordination based on common destiny.
- + The region is logistically very well located at major European transport routes, including the Rhine-corridor. The need to coordinate infrastructures development is a strong incentive for cooperation.
- The institutional fragmentation of the region and language barriers may raise challenges in cooperation.

With regard to existing collaboration initiatives:

- + Cross-border cooperation has a long-term tradition (e.g. the Oberrhein Conference) and the area is endowed with a rather thick institutional organisation: cooperation culture is somehow “in the air”.
- + The coordination of development issues relates to a variety of flexible perimeters that complete each other about issues they handle.
- + Basel is an important growth pole for the region, wherefore the surrounding French and German administrations are open for collaboration.
- Collaboration in a cross-border region needs additional resources and time as competences are often not located at the same administrative levels. In addition, this region is a trilateral border with language and cultural differences.
- Coordination among the variety of cooperation structures can be challenging.

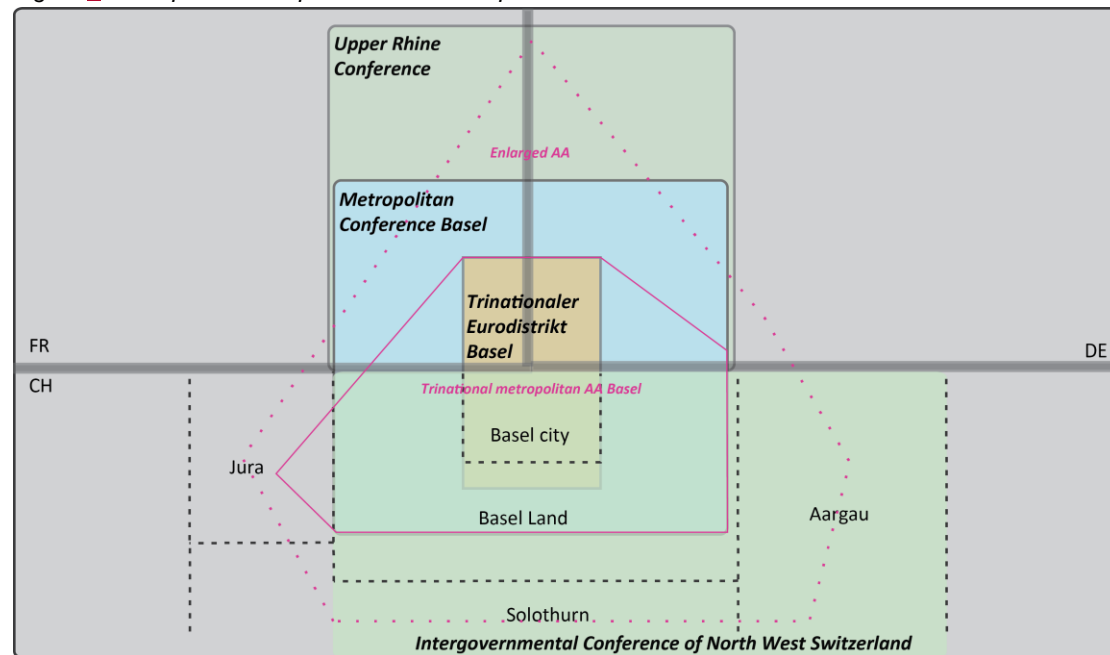
Existing collaborations

A number of pre-existing collaboration initiatives have been identified that shape the strategic development of the Basel region. There is a predominance of cross-border oriented cooperation.

- Trilateral Eurodistrict Basel: The France-based cooperation provides a platform for cross-border cooperation in the trilateral agglomeration area. The association was founded in 2007 and links the region with the Interreg programme. The main areas of activity are around transport and mobility, as well as spatial planning. In addition, the Trilateral Eurodistrict district organises, supports and steers the IBA Basel2020.
- Upper Rhine-Conference (see ESPON ACTAREA – European Atlas of soft Territorial Cooperation): The Upper Rhine Conference is a relatively large scale cooperation steering and organising the cross-border collaboration alongside the French-German and Swiss border.
- Governmental Conference of North-Western Switzerland (NRWK): The Governmental Conference of North-Western Switzerland is one of six governmental conferences aiming to provide a platform for regional stakeholder to share information and coordinate their interests. Through the governmental conferences the joint interests shall be identified and conveyed towards the federal level and towards its partners such as the Upper Rhine Conference.
- Metropolitan Conference Basel: The Metropolitan Conference Basel serves as a platform within the NRWK to raise awareness for development issues of the Basel agglomeration areas. The cooperation represents the interest representation to the federal level.
- Regio TriRhena: Founded in 1995, it is an umbrella organisation for different regional cooperation initiatives in France, Switzerland and Germany. This cooperation allows for coordination of activities and agendas on the regional and municipal level.

There are many more on-going cooperation instances in the region, theme-centred and cross-sectoral. In addition, within the Swiss part of the AA, intermunicipal cooperation plays an important role in implementation of projects and strategies at the functional level. The cooperation addresses different perimeters, ranging from large-scale to small scale cooperation (cf. [Figure 8](#)~~Figure 6~~).

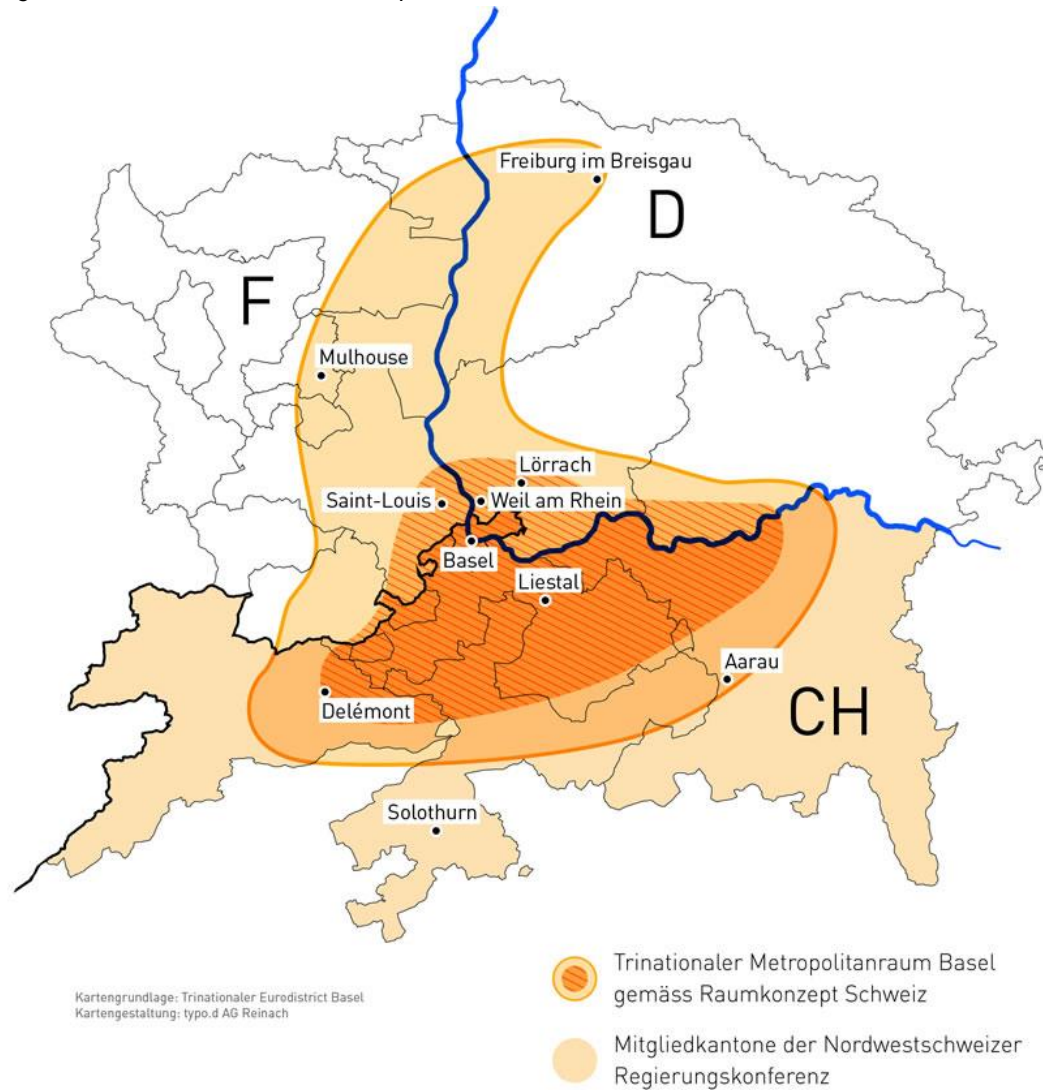
Figure 86: Cooperation map Trinational metropolitan Action Area Basel



Source: ESPON ACTAREA (2017)

The development of the SSS has brought new perimeters, which are somewhat coinciding with the existing collaboration areas and including parts of the Upper Rhine Conference (cf. see ESPON ACTAREA – European Atlas of soft Territorial Cooperation). According to Interviewees, the new perimeter of the AA is in close relation with the Eurodistrict.

Figure 97: Perimeters of territorial cooperation and the Action Area



Source: Website Metropolitan Conference Basel (2017)

Altogether cooperation initiatives are manifold with a strong consideration of cross-border matters. The fact that the different initiatives within the canton Basel are organised through a single administrative department may be an advantage in terms of coordination and alignment with the AA. Interviewees mentioned the extension of tramline 3 in Basel over the French border as a project that had been supported.

Description of the Jura Massif AA in the SSS:

	Strategic ambition	Areas of intervention:
At AA level	Strengthen the locational factors without diminishing extraordinary quality of the urban and rural areas	<ul style="list-style-type: none"> • preserve the locational factors and attract new businesses in the branches of life sciences, chemistry, finances, logistics, creativity while promoting further branches • maintain the role of Basel as an international location for fairs • promote diverse leisure activities and ensure a high quality of life • ensure attractive and diverse housing opportunities
At enlarged AA level	Promote cross-border development <ul style="list-style-type: none"> • join forces of relevant actors in Northwest Switzerland to strengthen this area as a living and economic area 	<ul style="list-style-type: none"> • expand a cross-border fast train system • increase the role of the airport Mulhouse-Basel and connect the airport to the national, international and regional railway network • maintain the quality of the highspeed-railway-links with Frankfurt, Strassburg and Paris • ensure enough capacities to connect Basel with the other metropolitan areas • ensure the functioning of the street networks as a North-South-transit-corridor with the neighbouring countries

Positioning of the trinational metropolitan Basel AA in relation to identified cooperation challenges and opportunities:

The SSS identifies a number of goals for the AA, which on the one hand aim to tackle projects related to planning, but also in a wider context to economic and cultural issues. The AA is essentially defined as a cooperation which focuses on transport connections around Basel and on developing coordination with actors in the city's wider influence area. The AA can draw on a number of pre-existing collaboration initiatives that make it possible to identify relevant cooperation partners within a number of fields and perimeters. The regional stakeholders and the cantons make for example use of the agglomeration programmes to tackle the needs of the transport system and infrastructure with projects. While spatial planning and transport are established fields of cooperation, others are emerging. An example of such new fields is the idea of offering a series of meetings for inhabitants in the Eurodistrict. These projects aim to bring the populations closer together.

Interestingly, stakeholders identify with the AA when they have been involved in the discussions leading to cross-fertilisation between the SSS and their initiatives, e.g. through the Governmental conference. The conference is deemed to be an important opportunity to raise attention at the national level.

At enlarged AA level, there is a long-lasting tradition of thinking in cross-border configurations and over cantonal borders. One example for cross-border collaboration was the IBA, as one of the projects of the Trinational Eurodistrict Basel that coincide with the AA delineation, including the airport of Mulhouse. In general, collaborations help to gather political support and prepare strategic projects.

Inside Switzerland, the metropolitan conference of Basel is a useful collaboration to bring the municipal and the cantonal levels together. Such cooperation between institutional levels is useful when addressing settlement pressures in the Basel agglomeration and along surrounding transport axes. Due to the disproportionate weight of the city of Basel, most of the activities are related to the areas closer to Basel. The number of activities that explicitly focus on the surrounding areas is considerably less. Also, stakeholders who are further away are to a lesser extent involved in the cooperation. According to interviewees, this issue has however been recognised and the cantonal representatives of Basel country argued that within the different collaborations focus is to be given to the wider area.

The existing network of stakeholders and organisations provides a promising governance background for future governance setup to address the challenges identified in the SSS. However, the development challenges for the regions are dynamic and need constant reassessment of needs and priorities.

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>The canton Basel-land has an administrative department which represents two organisations:</p> <ul style="list-style-type: none"> - Trinational Eurodistrict Basel - Metropolitan Conference Basel <p>And is involved in the NWRK.</p>	<ul style="list-style-type: none"> - The collaborations have been involved in the elaboration of the SSS. - The dialogue is running now mainly through the Governmental Conference - The Eurodistrict is largely congruent with the AA.. 	<ul style="list-style-type: none"> - There is a high compatibility between the objectives of the three collaborations and the SSS, in particular those of the Eurodistrict. This partly results from the involvement of stakeholders in the development of the AA. - The broad themes covered in the SSS are those that have been subject to collaboration in the region. - The SSS highlights the regional needs for coordinating the various transport elements in the region as well as the cross-border aspects and the economic particularities. - The SSS gives legitimacy to projects implemented in other aspects. 	<ul style="list-style-type: none"> - The cross-border area covers a range co collaboration which are deemed by the interviewees to provide a good framework for collaboration. They target the different administrative levels relevant for the regional cooperation and amount to the functional perimeters needed. - All cooperations collaborate and are partners. In many cases political and administrative representations include at least partly the same persons. - Interviewees agree that theme-specific cooperation could be diversified. 	<ul style="list-style-type: none"> - The SSS has not changed much the way the three collaboration initiatives are functioning. - The coordination between the different collaborations as well as in particular in the cross-border cooperation is challenged by competences and resources. Therefore, the impact of the Action Area in the cross-border context remains limited in terms of new incentives. Stakeholders have already collaborated. In order to facilitate coordination in the cross-border context, the overcoming of the institutional-administrative barriers is the main challenge - Projects, such as the IBA are important for the regional development. These are however long-term projects and have not derived directly from the SSS.

Main case study characteristics

Metropolitan Action Area Basel (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Agglomeration programme Basel	Formalised intercantonal sponsorship including all foreign partners	Parts of South-Alsace, South-Baden and 74 municipalities in the Cantons Basel-Stadt, Basel-Landschaft, Aargau and Solothurn	Intercantonal and trilateral partnership		Sponsorship and programme of measures co-financed by the Swiss Confederation
Regio TriRhena	-Umbrella organisation for the Regio companies in Switzerland, Germany and France -Platform for the Southern Upper-Rhine Area	Parts of France, Germany and Switzerland around the cities Colmar, Mulhouse, Freiburg, Lörrach, Basel and Liestal	-public and economic actors in Switzerland, Germany and France	RegioTriRhena Council established in 1995	
Regio Basiliensis	-Association since 1963 -Branch Office in the Cantons Basel-Stadt, Basel-Landschaft, Aargau, Solothurn and Jura for foreign policy	-Headquarters in Basel -Branch Office for cross-border cooperation in the Cantons Basel-Stadt, Basel-Landschaft, Aargau, Solothurn and Jura	-private members -public members -Regio TriRhena (Basel, Mulhouse, Freiburg)	Established in 1963	Annual budget of 1,1 Mio CHF
Governmental Conference of North-Western Switzerland (NWRK)	Agreement of the North-Western intergovernmental conference	Cantons Solothurn, Basel-Stadt, Basel-Landschaft, Aargau, Jura	-Plenary Assembly, a permanent working group, a permanent secretariat -in cross-border issues cooperation with IKRB (Interkantonale Koordinationsstelle bei der Regio Basiliensis)	Established in 1971	
Trinational Eurodistrict Basel	-Platform for cross-border cooperation in the trinational agglomeration Basel -Association under French law	-Switzerland: the cantons Basel-Stadt and Basel-Landschaft, the Fricktal Regio Planning Association in the canton of Aargau in Switzerland, as well as the districts of Thierstein, Dorneck and Forum schwarzbubenland district in the canton of Solothurn -Germany: the cities and municipalities in the District of	-the General Assembly -the Board of Directors -the political IBA Steering Committee for the duration of the IBA project. -the Advisory	Established in 2007	-Interreg Oberrhein -communal resources

		Lörrach, as well as the towns of Wehr and Bad Säckingen in the District of Waldshut-Tiengen -France: The member communities in the perimeter of the Saint Louis Agglomération			
Metropolitan Conference Basel	Platform of the Governmental Conference of North-Western Switzerland	Referring to the coverage of NWRK	-political actors: Committee of the 'Nordwestschweizer Regierungskonferenz', Committee of the Trinational Eurodistrict Basel (in case of trinational topics) -economical actors: chambers of commerce, trade associations (in Northern Switzerland)		
Upper Rhine Conference	Platform of the German Laender, French Regions and Departments and Swiss cantons with a secretariat in Kehl and different working groups, The governmental commission (Regierungskommission) is the central decision-making body	Covers the bordering parts of Baden-Wuerttemberg and Rhineland-Pfalz, Parts of Alsace-Champagne-Ardenne-Lorraine, and the Departments of Bas-hin and Haut-Rhin as well as the cantons of Aargau, Basel-land and Basel-city, Jura and Solothurn	The political representation comes from the administrative levels: Baden-Wuerttemberg, Rhineland-Pfalz, Alsace-Champagne-Ardenne-Lorraine, and the Departments of Bas-hin and Haut-Rhin as well as from the cantons of Aargau, Basel-land and Basel-city, Jura and Solothurn,	Upper Rhine Conference since 1991, beforehand Regierungskommission which was developed in 1975, and named Tripartite Kommission between 1975 and 1990.	Round about a 100,000 Swiss Francs.

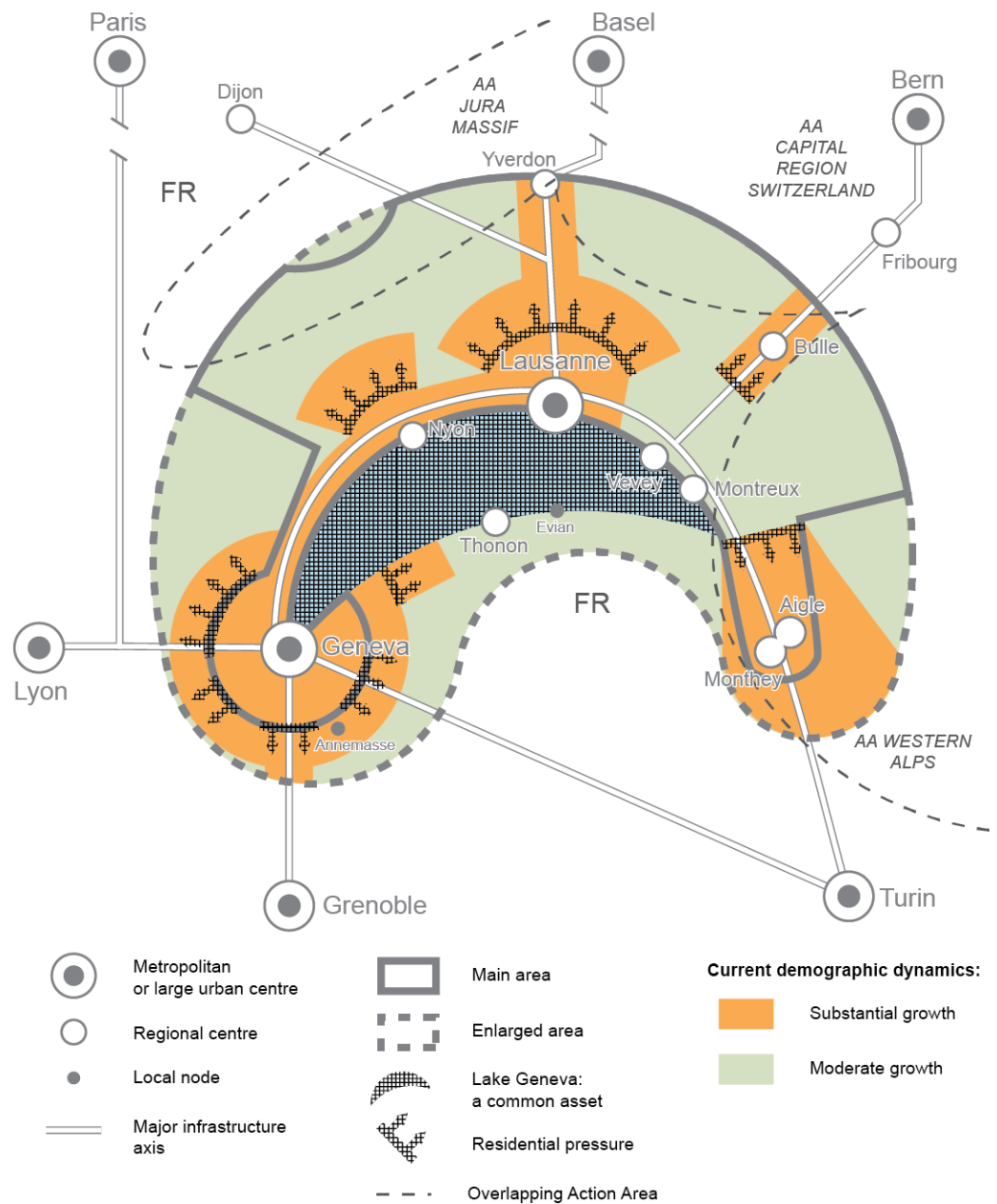
Metropolitan Action Area Basel (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Agglomeration programme Basel	Coordination of Traffic- and Settlement-Development in the trinational region Basel	Planning of: -Public Transport -Traffic Control -Pedestrian Traffic -Bicycle Traffic -Freight Transport Examples: -Tram Relocation St. Johann/Pro Volta (2008) -Tram Extension to Weil am Rhein (2014) -Main Road H2 Pratteln-Liestal (2013) -Railway Station Dornach Arlesheim (2009)	-Landscape and green areas -Settlement -Traffic
Regio TriRhena	Contributions to the prosperity and quality of life in the tri-national region	-annual thematic "viewpoint Conference" to a business-related or cultural focus -three tri-national company visits per year for members of the RegioTriRhena e. V., the three Regio companies and other interested parties	Initialisation of projects -Cultural History -Tourism -Sports -Education -Communication -Transport -EuroAirport -Regional Planning -Environment
Regio Basiliensis	To give side impetus for the development of the upper Rhine area into a related European border region and to assist in their realization	-Public Relations (publications, lectures, conferences) -Care of the Association bodies: General Assembly, Executive Board and Advisory Group -Co-management RegioTriRhena (plenary session, Executive Board, projects) -Sponsorship INFO BEST PALM RAIN -Participation in the "Euro-Feldern "	-Economy -Transport -Education -Environment
Governmental Conference of North-Western Switzerland (NWRK)	Mutual information and coordination among the Cantons	-STEP Expansion 2030/35 (railway traffic) -Development of a process scheme for the joint implementation of federal requirements -Development of uniform criteria for the evaluation of the potential of cooperation	-Federal Policy -Regional Cooperation -Intercantonal Cooperation -Cross-border Cooperation

Trinational Eurodistrict Basel	Development and deepening of cooperation between the cities, municipalities, municipal associations and authorities as well as municipal purpose associations of the tri-national agglomeration of Basel, in particular the planning and promotion bi and tripartite projects and initiatives of common interest	-Cross-border Meetings -3Land -Public Transport -Mobility Portal TEB -IBA Basel 2020	-Spatial Planning -Traffic -Projects targeting citizens meetings
Metropolitan Conference Basel	-Representation of the metropolitan area Basel at federal level -Gathering actors of politics and economy	Assembly once a year	-Agglomeration transport -International accessibility (gateway function) -Business location -Research and innovation
Upper Rhine Conference	- Provide the institutional frame for cross-border collaboration and coordination - Information and coordination	Meetings, conferences Project development	Cooperation is not theme specific. Exemplary fields are: Education, health, youth, catastrophe prevention, climate change, culture, spatial planning, environment, economy, transport, sport and agriculture

5.3 Lake Geneva Metropolitan Action Area

Geographical setting

Figure 108: 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 intercantonal 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 • Integrative transport planning with a regional development perspective (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 intercantonal 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 intercantonal

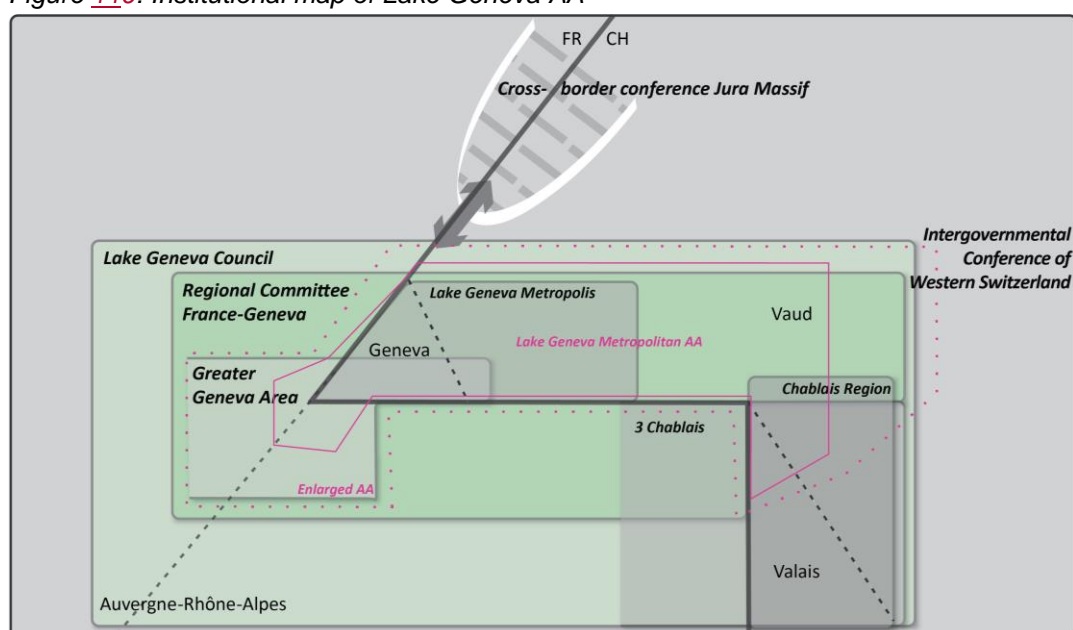
agglomeration strategy has been adopted, and joint hospital and infrastructure projects have been implemented.

- 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 in the Swiss Capital case study.

On top of these, one can mention collaboration that is taking place with CTJ in Jura (see case study 5.7).

Figure 119: 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 Rhône Glacier to the Mediterranean Sea, 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 intercantonal 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 intercantonal 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 from 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 smother 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
Regional Committee France-Geneva Comité Régional Franco-genevois (CRFG)		<ul style="list-style-type: none"> - The CRFG has not taken part in the elaboration of the SSS, nor does it pay special attention to its principles. - The RCFG is only a political cooperation; its core competence is external relations, not bound to implement the SSS. 	<ul style="list-style-type: none"> - No integration of SSS objectives, because the RCFG does not support or develop any kind of project, it is only about governance. 	<ul style="list-style-type: none"> - The RCFG 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 Met. 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
Lake Geneva Council Conseil du Léman	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 CRFG 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 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 development office of canton Vaud, for example. - Any kind of federal support for cross-border cooperation is welcome. However the Swiss constitution states that 	<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, - There is a collaboration protocol with CTJ, inviting it to their Plenary Assembly - Motivated by shared geographical and economic issues, on-going 	<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 actors via ULAM, ULCA, ULCC, also on strategy development

		cross-border cooperation is a cantonal competence.		collaboration is historic and the SSS has not changed anything.	- Additional cooperation with the private sector takes place on transport issues.
Greater Geneva Area Grand Genève	<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 involuntary. 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.	
3 Chablais	<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 planning administration of the cantons Vaud and Valais	<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.- The SSS had no impact on the way to collaborate.	<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.	

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: <ul style="list-style-type: none"> - 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: <ul style="list-style-type: none"> - Départements: Ain, Haute-Savoie - Cantons: Geneva, Vaud 	National <ul style="list-style-type: none"> - 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: <ul style="list-style-type: none"> - 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 Intercantonal	In process of formalisation Bilateral governmental agreement: <ul style="list-style-type: none"> - Formalisation of previous collaborations (charters, protocols) - Relevance of ad-hoc activities as opportunities show up 	Metropolitan scale (intercantonal) 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: <ul style="list-style-type: none"> - 1995: cooperation on statistical review - 2009: regional infrastructures Metropolis agreement: signed in 2011 Open-ended process	<ul style="list-style-type: none"> - 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 	Bord members: <ul style="list-style-type: none"> Cantons: Vaud, 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 Intercantonal	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

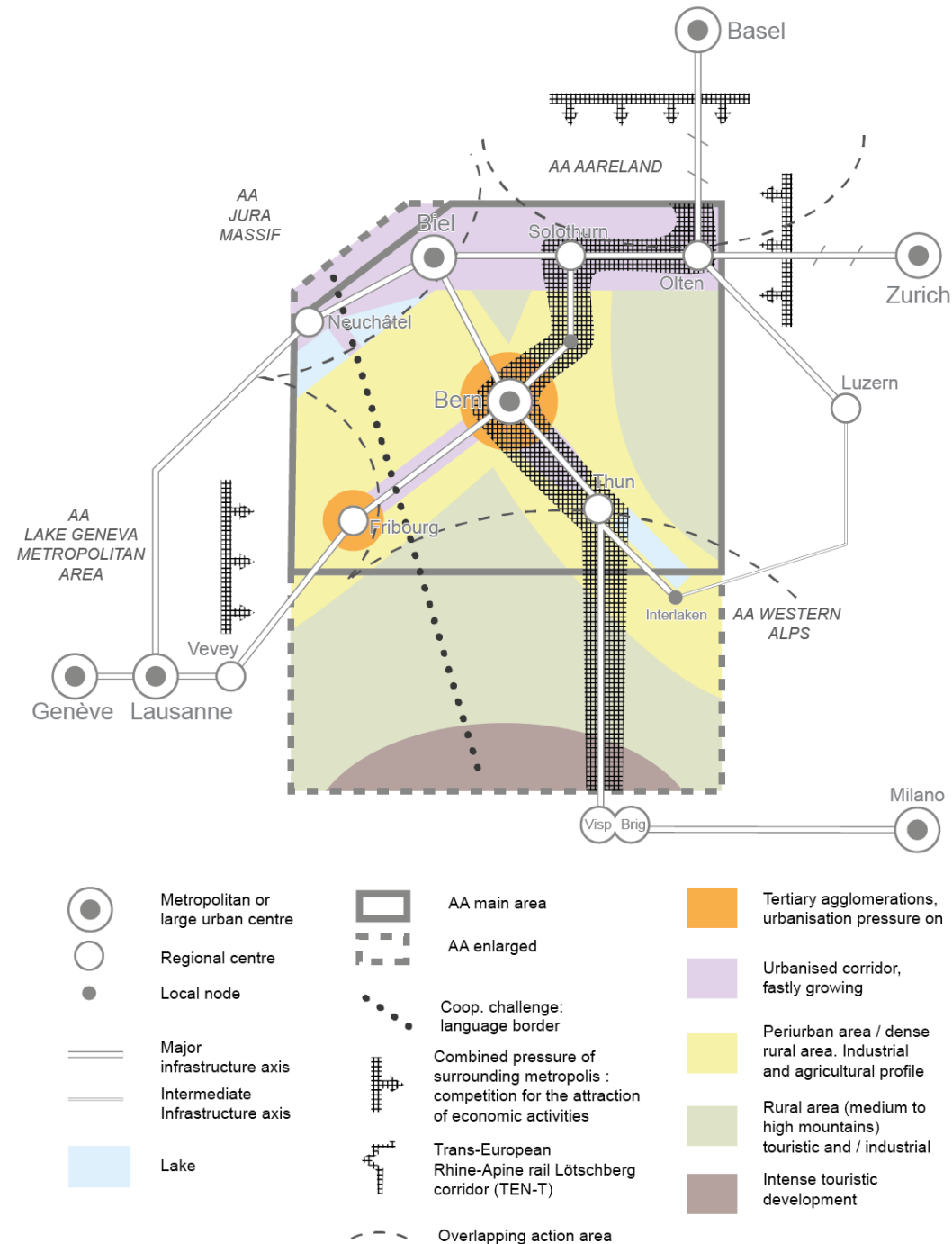
Lake Geneva metropolitan area (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Regional Committee France-Geneva Comité Régional Franco-genevois (CRFG)	Initially focused cross-border financial equalisation Evolved to: <ul style="list-style-type: none"> - Definition of strategic orientations - Arbitration in neighborhood 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 intercantonal 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 intercantonal 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

5.4 Swiss Capital Region Action Area

Geographical setting

Figure 1240: Mapshot Swiss Capital Region AA



Source: ESPON ACTAREA (2017)

The Swiss Capital Region AA includes the core part of the canton Berne (which is not entirely included in the core AA) as well as parts of the cantons Solothurn and Neuenburg/ Neuchâtel,

Freiburg/ Fribourg and Waadt/ Vaud, thus extends across two language areas. The extended AA also covers parts of the Jura Massif (canton Neuenburg/ Neuchâtel and canton Jura) to the northwest. A large part of the AA is functionally linked to the capital Berne, but the AA also comprises a number of other important regional centres and agglomerations (Freiburg/ Fribourg, Neuenburg/ Neuchâtel, Biel, Solothurn and Thun), which are closely connected to the capital. These regional centres are all located in the outer parts of the AA that overlap with other AAs (Lake Geneva AA, Jura Massif AA and Western Alps AA).

The AA is well connected by rail and road, with Berne functioning as an important rail hub. Berne is also located on a trans-European Rhine-Alpine rail corridor (Lötschberg-Simplon), which constitutes one of the busiest freight routes of Europe, connecting the North Sea ports of Rotterdam and Antwerp with the Mediterranean basin in Genoa as well as some important economic centres in Germany and the Netherlands with those in Northern Italy.

The Swiss Capital Region AA is largely urban and periurban, but encompasses also some parts that can be characterised as predominantly rural such as the Napf region, while the most southern part ("Berner Oberland") counts towards the Swiss Alps. As political and administrative centre of Switzerland, the economy of the Swiss Capital Region AA is strongly shaped by the public sector and related service sectors (e.g. consultancies, NGOs). As a result, the economy of the AA is less dynamic and fast-growing than that of other metropolitan AAs with a higher share of export-oriented sectors (e.g. the high added-value services, (bio)technology sector). However, the AA also has a significant share of traditional industries such as the watchmaking industry and mechanical engineering sector, but also newly forming clusters in the sectors ICT, medical and environmental/ energy technology.

The landscape of the AA is characterised by hills, valleys and lakes with a high scenic and environmental value, a fact which contributes to the high quality of life in the AA which boasts good employment and leisure opportunities as well as touristic attractions.

Following the basic physical geography division of Switzerland into Jura, Plateau and Alps, settlements and transport infrastructure in the AA are mostly located in the Plateau area, with some southern parts touching upon the prealpine zone.

Description of the Swiss Capital Region AA in the SSS:

	Strategic ambition	Areas of intervention:
At AA level	<ul style="list-style-type: none"> Develop the existing economic structure further and make use of the economic potential inherent in the proximity with politics and administration and make use of the know-how present in the AA as the 	<ul style="list-style-type: none"> Strengthen the existing clusters in information and communication technology, medical technology and the precision industry. Develop into a competence centre for public management and congress

	<p>national political and government centre.</p> <ul style="list-style-type: none"> • Maintain the economic, cultural and touristic quality of the capital region 	<p>centre and capitalise on the bilingual skills present in the region.</p> <ul style="list-style-type: none"> • Coordinate on land use planning: Develop industrial/ business areas in well-connected and accessible locations, foster growth within existing settlement to contain urban and rural sprawl • Preserve the rural countryside as recreational space and unique cultural landscape, preserve larger and coherent agricultural areas and connect green corridors • Ensure a high-frequency local road and rail network that is well interconnected with other transport modes, such as trams, buses and park & ride facilities.
At enlarged AA level	<p>Increase inter-cantonal collaboration:</p> <ul style="list-style-type: none"> • Optimise the interregional railway network, including the Aaretal line and the line Berne-Solothurn • Connect the Swiss Capital City region to the European high-speed rail network 	<ul style="list-style-type: none"> • Focus development along the most important transport axis between Berne and the surrounding cities and ensure sufficient capacity of the higher-tier transport network also through a better integrated transport and land use planning • Maintain the position of Berne as regional and national rail hub, with a focus on the North-South transit corridor Lötschberg-Simplon as part of the European TEN-T Rhine-Alpine corridor. • Expand the activities of the Swiss Capital Region Association to include cooperation with other AAs.

Existing collaborations

The Swiss Capital Region AA can resort to an existing territorial cooperation platform whose spatial extent is largely congruent with the extent of the (enlarged) AA¹⁰—the Swiss Capital Region Association. The association has been founded as a high-level political cooperation platform in the course of the development of the SSS. The SSS acted as a wakeup call, especially for the canton and city of Berne that feared falling behind the metropolitan areas of Zurich, Basel and Geneva, respectively the conurbation around Lake Geneva. It also encouraged thinking and planning in larger spaces. The recognised need for increased cooperation between the canton Berne and neighbouring cantons led to a first pilot cooperation in 2010 and the set-up of the association within only half a year.

As a consequence of the cross-fertilisation between SSS and the Association, the strategic objectives of the latter are largely identical with the objectives of the AA listed in the SSS. Its overall objective is to strengthen the position of the region as an innovative living and working space nationally as well as internationally. Currently, the Association groups five cantons and includes a number of intermunicipal associations and some individual municipalities. Membership is reserved to public actors, while members of the general public and private sector entities are strongly involved in specific projects and activities. Furthermore, sixty high-profile personalities of the civil society are part of the Association's advisory board that meets once a year. This board provides important inputs and has more than once helped push forward a specific project.

However, a possible shortcoming regarding statutory membership rules is that individual municipalities may only join the Association if they have more than 9,000 inhabitants (thus, statistically counting as towns). Otherwise, they must join through an inter-municipal cooperation body. While increasing its operational effectiveness, this may lead to a certain bias towards the more urbanised parts of the AA. This bias is strengthened by the facts that not all municipalities are organised in intermunicipal cooperation associations and not all intermunicipal associations are members of the Swiss Capital Region Association. The fact that possible areas of intervention targeting the rural parts of the AA that were proposed in the SSS were not picked up by the association¹¹ might be interpreted as an indication that the voices of the rural municipalities are relatively weak in the association.¹²

¹⁰ The cantons Jura and Vaud/ Waadt are not part of the association, but partially integrated in the Swiss Capital Region AA. However, the intermunicipal association 'Communauté régionale de la Broye', which is member of the Swiss Capital Region Association, extends into canton Vaud.

¹¹ This concerns the objectives "preserve the rural countryside as recreational space and unique cultural landscape" and "preserve larger and coherent agricultural areas and connect green corridors".

¹² Interview partners expressed concern that rural parts are less active and, hence, under-represented. This was seen as both a result of a lack of awareness among rural municipalities and the fact that urban areas have developed regional level strategies, actions and cooperation frameworks thanks to their more extensive resources (human, networking, lobbying) and as an effect of Agglomeration Policy.

Cooperation among the metropolitan AAs, as another general goal specified in the SSS, was addressed in a pilot project that aimed to identify cooperation potentials between metropolitan AAs. However, the pilot was discontinued as priority is still given to internal consolidation of the metropolitan AAs. On an informal level, the executive managers of the metropolitan conferences meet and exchange regularly.

Overall, the association can be considered a success. According to interviews, after now six years of existence, the association has built up a well-established and large network of public administrators and has developed a culture of trust, open communication and cooperation. This is considered being the advantage of institutionalised and continuous versus purely project-based cooperation.

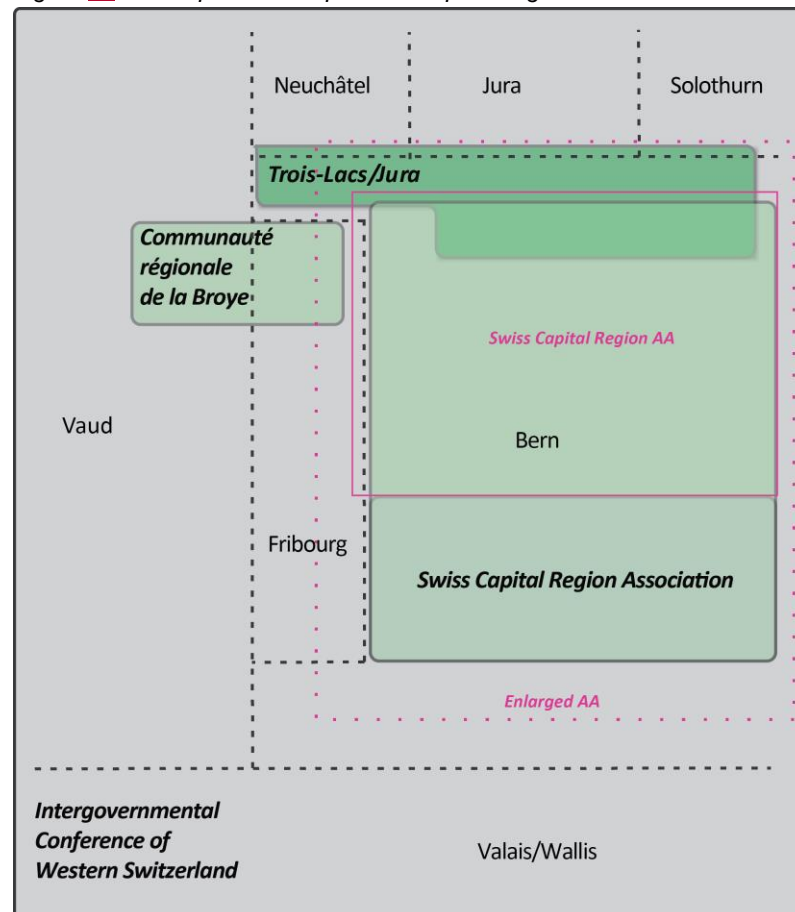
Beside the Swiss Capital Region Association, the region also boasts a number of intermunicipal collaborations that vary in size (from 19 municipalities in the case of 'Region Sense' to 84 in the case of 'Regional conference Bern-Mittelland'), but share a similar organisational structure and objectives. Most of them are organised in the form of an association, financed through annual membership contributions and are open exclusively to public actors. They sometimes act as planning regions according to the Berne cantonal building law 1998 and take over statutory tasks in spatial planning. Typical cooperation topics are economic development (e.g. the cooperation aims to attract businesses to the region, cooperation on tourism), transport, spatial planning, energy (in particular, the joint organisation of the energy advisory service), provision of services of general interest (e.g. social care, health care, waste management), environmental management and landscape conservation. However, only a few can be considered as having an intercantonal (i.e. supra-regional) component:

- The regional community of the Broye was founded in 1988 as merger of the two regional associations in the cantons Vaud and Fribourg. It focuses on regional spatial planning and regional economic development. Core activities are the joint development of a regional masterplan (PDR Broye) for the harmonious development of the region. It addresses the topics urbanisation, environmental planning, mobility and transport planning and regional cooperation. Furthermore, the association manages a joint regional development fund, which funds projects that support the implementation of the joint regional economic development strategy. The association allows public as well as private sector members.
- The association 'Seeland.Biel/Bienne' is not intercantonal, but intercantonal cooperation takes place in selected projects and one associated municipal member is located outside the canton Berne. One special feature of the cooperation is that it spans across two language zones. Furthermore, the association is part of the intercantonal tourism platform 'Jura Trois-Lacs/ Drei-Seen-Land', a cooperation of different regional tourism boards.

Furthermore, the perimeter of the AA largely 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.

Figure 1344: Cooperation map Swiss Capital Region AA



Source: ESPON ACTAREA (2017)

Potentials and challenges for collaboration at supra-regional level:

With regard to the territorial structure:

- The main challenge in the AA is the high pressure on land development for residential, economic and transport purposes and how to reconcile development and growth with the preservation of the natural environment and cultural landscape.
- Increased development also puts pressure on the existing transport infrastructure, which needs to adapt to keep pace with the demographic and settlement development.

Thinking and planning at the scale of the AA offers several opportunities for promoting a sustainable spatial development in the region:

- + Contain urban and rural sprawl through joint spatial development strategies and ensure an integrated transport and land use planning

- + Coordinate on (the development of) public transport, improved mobility management and optimised mobility chains
- + Make use of synergies and complementarities regarding the supply with high-quality services of general interest
- + Preserve (and possibly enhance) the environmental and scenic qualities of the landscape (e.g. green corridors) and join forces regarding the management of natural assets (e.g. natural waterways)
- + Coordinate on tourism.

With regard to existing collaboration initiatives:

- + Existence of supra-regional, multi-level cooperation that has been established as a reaction to the development of the SSS and whose objectives and spatial extent is largely congruent with those of the AA as defined in the SSS.
- A certain bias in the supra-regional cooperation towards the urbanised parts of the AA and risks that the interests of rural parts of the AA be systematically underrepresented.

Positioning of the Swiss Capital Region AA in relation to identified cooperation challenges and opportunities

The Swiss Capital Region AA has the big advantage of having an existing cooperation platform, the Swiss Capital Region Association, whose perimeter and strategic objectives are largely congruent with the SSS and that could be developed into an implementation 'vehicle' of the AA. In fact, the association is explicitly referred to in the SSS, as well as the objective to include in the activities of the neighbouring regional associations that are part of the enlarged Swiss Capital Region AA, but not part of the association.

Particularly promising areas for cooperation at the supra-regional level are transport and mobility management and the integration of transport within spatial planning. Other potential areas of cooperation mentioned in the SSS such as the cooperation on public services and infrastructure provision, the focus on the business and cluster development in selected sectors where the region has a competitive advantage, or cooperation on environmental and landscape protection, are also dealt with on the level of intermunicipal associations, albeit in a fragmented way. There is a risk that municipalities that are not part of any of the existing cooperation areas are left out. Furthermore, there is a risk that the interests and needs of rural regions in the AA are not sufficiently addressed since rural municipalities can only become member of the Swiss Capital Region Association as part of an intermunicipal cooperation. Also a lack of awareness of the importance of cooperation for networking and lobbying for the interests of the rural areas has been observed. In response to this, a project has been started by the Swiss Capital Region Association to identify potentials for enhanced links between towns and countryside, e.g. through functional integration.

Positioning of existing collaborations with regard to the Swiss Spatial Planning Strategy

	Positioning with regard to the SSS	Integration of SSS objectives	Collaboration with other initiatives	Influence of the SSS on the cooperation
Swiss Capital Region Association	<p>Intercantonal cooperation platform founded in the course of the development of the SSS. The need for collaboration in larger spaces was recognised as a way to avoid falling behind the metropolitan areas of Zurich, Basel and Geneva, respectively the conurbation around Lake Geneva.</p> <p>The current executive manager of the association was part of the development of the SSS.</p>	Perimeter and objectives are largely congruent with those specified in the SSS, but have been further developed since then as a result of political deliberations. Risk that the interests of rural parts of the AA are systematically underrepresented.	<p>Several, but not all intermunicipal / agglomeration associations in the AA are members of the association. Attracting the remaining intermunicipal groupings is a short-term aim.</p> <p>Pilot project on establishing cooperation among the metropolitan AAs was discontinued as the focus of the metropolitan AAs is on internal consolidation. On an informal level, executive managers meet and exchange regularly.</p>	<p>The SSS gave the impetus to establish the association, and was taken as a starting point for agreeing on 7 thematic priorities. However, it is not treated as a working programme.</p> <p>Private stakeholders may not become members of the association, but are involved through projects and 60 renown personalities of civil society are part of the association's advisory board.</p>
Association Seeland.Biel /Bienne	<p>The association did neither partake in the development of the SSS nor is member of the Swiss Capital Region Association. The SSS is, however, known.</p> <p>Intercantonal cooperation, especially within functional areas, is recognised as important. In practical terms implementation often falls short as intercantonal cooperation is hampered by different cantonal structures and financing and because it needs constant nurturing.</p>	<p>No cross-fertilisation but also no contradiction between SSS and the objectives and working programme of the association.</p> <p>The lack of coherence between different sector policies, which often have contradictory objectives is seen as a hurdle.</p>	<p>The association is a merger of two planning regions. Attempts to establish a regional conference with the Berner Jura/ Jura bernois have so far not received the necessary support. The association cooperates with neighbouring planning regions/associations.</p> <p>The association, via the regional tourism board, is part of the intercantonal tourism platform „Jura Trois-Lacs/ Drei-Seen-Land“. The tourism board is a spin-off of the Swiss National exhibition 2002, which was hosted in the region.</p>	<p>No influence.</p> <p>Private actors are only involved in selected projects.</p>

Main case study characteristics

Swiss Capital Region Area (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Swiss Capital Region Association	Association; formalised political cooperation platform:	<p>Pooled territory of five cantons</p> <p>- Canton Berne</p>	<p>Cantonal: five cantons</p> <p>Regional: Agglomeration Freiburg, Communauté</p>	<p>Founded in 2010 as bilingual association</p> <p>History: n/a</p>	Membership fee used to finance the secretariat

<p>Hauptstadtregion Schweiz / Région capitale suisse</p> <p>Enlarged AA scale</p> <p>Supra-regional Political</p>	<ul style="list-style-type: none"> - General assembly of all members - Executive committee (political board) - Secretariat - Parliamentary group: represents the interests of the capital region on the confederal level - Possibility to establish working groups or expert councils 	<ul style="list-style-type: none"> - Canton Freiburg/ Fribourg - Canton Neuenburg/ Neuchâtel - Canton Solothurn - Canton Wallis <p>Members may join and exit the association</p>	<p>régionale de la Broye COREB, Regional Sense, Regionalkonferenz Berner-Mittelland, Regionalkonferenz Oberland-Ost, Regionalverband See</p> <p>Local: 12 municipalities (membership limited to municipalities >9,000 inhabitants)</p> <p>Intermunicipal: Brig-Visp-Naters</p> <p>Members of the general public are encouraged to participate in projects, but don't have a voting right in the association.</p>		<p>and other infrastructure of the association</p> <p>Joint projects are financed by the participating partners (projects that are important for the entire region may be financed from the joint annual budget).</p> <p>Furthermore, the association is actively applying for funding, mainly through the NRP.</p>
<p>Intergovernmental conference of Western Switzerland</p> <p>Westschweizer Regierungskonferenz (WRK)</p> <p>Conférence des Gouvernements de Suisse occidentale (CGSO)</p> <p>Intergovernmental, supra-regional, political</p> <p>Enlarged AA scale</p>	<p>Formalised</p> <ul style="list-style-type: none"> - Presidency: one member of the executive committee; rotates every 2 years - Executive committee (political board and decision-making body): 1 appointed member per canton, they are elected by their cantons; decisions are taken by consensus - Network of administrators: 1 appointed member per canton - Secretariat 	<p>Pooled territory of seven cantons in western Switzerland:</p> <ul style="list-style-type: none"> - Canton Berne - Canton Freiburg/ Fribourg - Canton Geneva - Canton Jura - Canton Neuenburg/ Neuchâtel - Canton Waadt/ Vaud - Canton Wallis/ Vallais <p>The conference is bilingual: 40% of the inhabitants in the cooperation area are German-speakers and 60% French speakers</p>	<p>Only cantonal representatives</p> <p>The conference coordinates the participation of Switzerland at the Suisse-French cross-border dialogue forum</p>	<p>Founded in 1993</p> <p>Since 2006 the conference has a permanent joint secretariat</p>	<ul style="list-style-type: none"> - Joint financing of the Secretariat - All other costs are borne by each canton

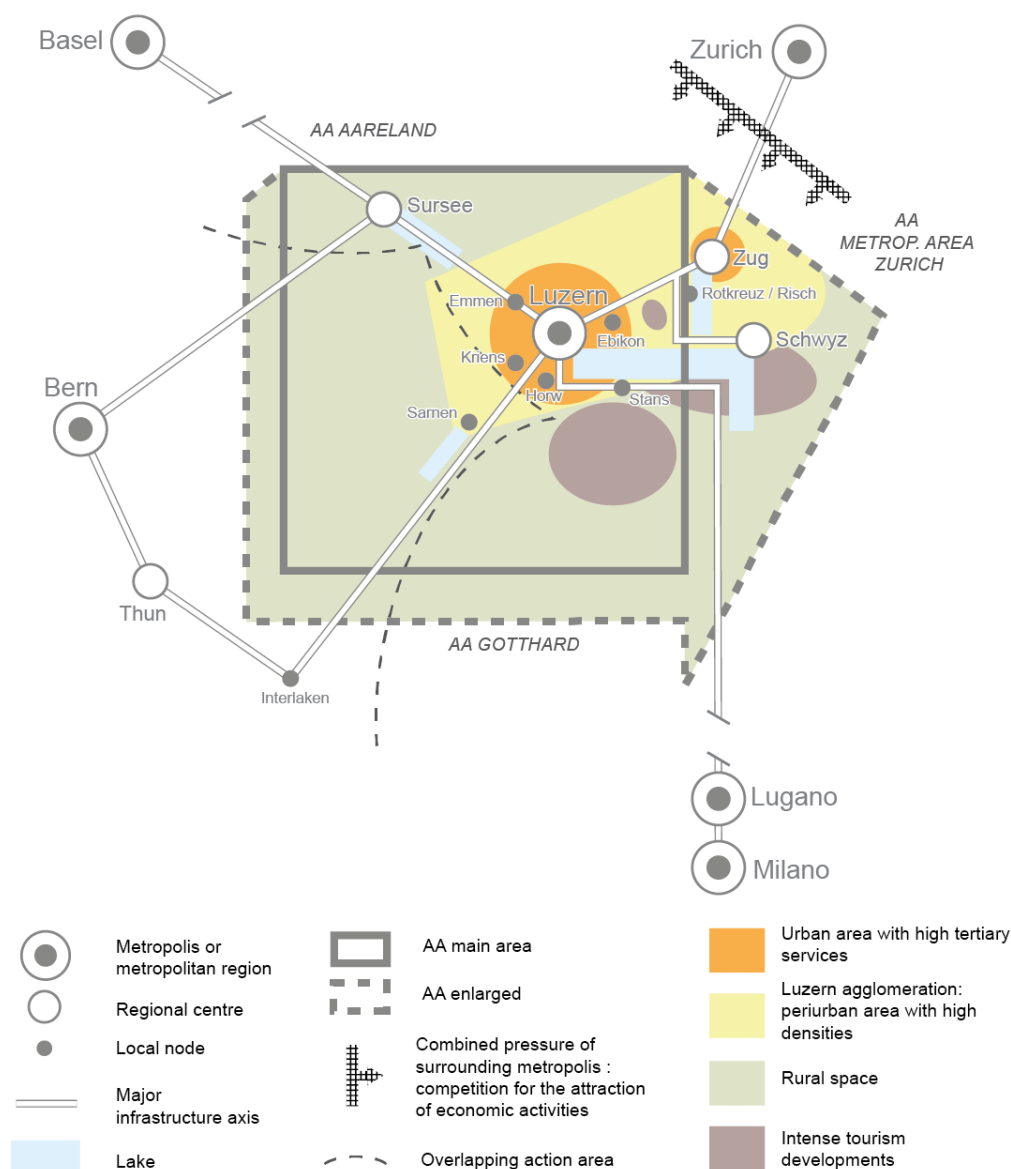
Tourism board 'Jura-Trois Lacs' Supra-regional Enlarged AA scale	n/a	Joint tourism board of 7 regions: - Pays de Neuchâtel (Canton Neuchâtel) - Canton du Jura - Jura Bernois (Canton Berne) - Bienne-Seeland (Canton Berne) - Soleure/Solothurn et region (Canton Solothurn) - Région Lac de Morat - Région Yverdon-les-Bains (Canton Vaud)	- 7 regional tourism boards - 3 private sector partners (Chemins de Fer du Jura, Tête de Moine, Swiss Federal Railways)	Founded after the Swiss National Exhibition 2002, which was hosted in the region	n/a
Association Seeland.Biel/Bienne Verein Seeland.Biel/Bienne Enlarged AA scale	Formalised (association) - Plenary Assembly - Executive board - Permanent office - Parliamentary group - 11 thematic or territorial conferences	Intercommunal cooperation of 54 municipalities as full members, 7 double members and 3 associated members.	Cooperation of public actors. Possibility to become - Full member - Double member (municipalities that border a neighboring region) - Associated member (outside the perimeter of the association)	Founded in 1975 2007: Plans to create a regional conference together with the region Berner Jura/ Jura Bernois (Regionalkonferenz Biel/Bienne – Seeland – Berner Jura), which so far have not received the necessary support	- Membership fee - Subsidies
Regional community of the Broye Communauté régionale de la Broye Intercantonal cooperation Enlarged AA scale	Formalised - Assembly - Executive committee - Secretariat - Thematic committees	Merger of the two regional intercommunal associations: - ARBV- Association Région Broye Vully - L'Ascobroye- Association des communes de la Broye (intercommunal association of 19 municipalities) The association groups municipalities of the two cantons Vaud (37 municipalities) and Fribourg (27 municipalities) and 174 private members (figures for 2016)	Association of public and private members: - Regional development agencies - Municipal council members - Representatives of regional associations - Private actors	Founded in 1988 as intercantonal association under private law	- Joint regional development fund, set up by the two regional associations, which funds projects that support the implementation of the joint regional economic development strategy

Swiss Capital Region Area (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Swiss Capital Region Association	<ul style="list-style-type: none"> - Exploiting the added value of the region as political centre - Strengthening the role of the region as healthcare location - Creating a "Smart capital region" by linking transport, energy and ICT infrastructure - Identifying development potentials and launching innovative projects - Optimal regional, national and international transport connections - Fostering exchange between languages and cultures 	<ul style="list-style-type: none"> - Foundation of competence centre "PolitExchange" that organises study visits on different governance topics - Providing networking opportunities and fostering cooperation and the formation of clusters - Lobbying specific infrastructure projects - Fostering and organizing bilingual exchange 	<ul style="list-style-type: none"> - Economic development (focus on selected sectors such as health care, food and nutrition) - Smart Capital Region (linking transport, energy and ICT infrastructure) - Regional and business location development - Bilingualism
Intergovernmental conference of Western Switzerland	<ul style="list-style-type: none"> - 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. - Cooperation, coordinate and exchange on the intercantonal level 	<ul style="list-style-type: none"> - Four meeting per year of the executive committee, several annual meetings of the network of administrators - Lobby jointly for the interests of western Switzerland vis-à-vis the Confederation, the Conference of the cantonal governments, other cantons and regions of Switzerland and Europe. - Provides the framework for intercantonal cooperation and focuses on information exchange and coordination 	<ul style="list-style-type: none"> - No specific cooperation areas (coordination of positions on different policies from taxation to federalism, immigration, etc.)
Tourism board 'Jura Trois-Lacs'	<ul style="list-style-type: none"> - Branding of the tourism region as 'Jura Trois-Lacs' - Bundling of resources for greater outreach and efficiency 	<ul style="list-style-type: none"> - Joint touristic marketing of the region - Operation of joint booking portal 	<ul style="list-style-type: none"> - Tourism
Association Seeland.Biel/Bienne	<ul style="list-style-type: none"> - Strengthening the region an economic and living space - Deepening the collaboration on public service provision - Cooperating to strengthen the region's position and interests - Fostering cooperation with neighbouring regions 	<ul style="list-style-type: none"> - Permanent tasks (e.g. implementation of programmes and plans, energy advisory service, ongoing support to the Chamber of Commerce) - Implementation of projects (incl. Joint planning projects) 	<ul style="list-style-type: none"> - Social affairs and health - Economic development and tourism - Spatial development and landscape - Waste and water management - Mining, disposal and transport - Education
Communauté régionale de la Broye	<ul style="list-style-type: none"> - Promote a harmonized regional planning and development - Foster the economic development of the region 	<ul style="list-style-type: none"> - Development of joint regional masterplan (PDR Broye, which addresses the topics urbanisation, environmental planning, mobility and transport planning and regional cooperation) - Realisation of joint projects - Advise to businesses that want to locate in the region 	<ul style="list-style-type: none"> - Regional development - Economic development - Education - Health care - Transport - Waste and environmental management

5.5 Lucerne Action Area

Geographical setting

Figure 1442: Mapshot Lucerne AA



The triangle on the East ('enlarged area') represents the cantons of Uri, Schwyz and Zug which are formally included in AA Gotthard but with which cooperation could be foreseen according to the delineation by Martin Schuler and Pierre Dessemontet

Source: ESPON ACTAREA (2017)

The Lucerne AA consists of the cantons Lucerne, Nidwalden and Obwalden as well as parts of the canton Schwyz and Aargau. The enlarged AA also includes parts of the canton Uri and Berne. The AA can be essentially characterised as a network of small and medium-size towns. However, it also boasts a city of international rank in its centre – the city of Lucerne and its agglomeration (including the towns Horw, Kriens, Emmen and Ebikon, which form one functional area). Lucerne fulfils a number of core functions in the AA as a cultural and touristic

centre as well as a university and higher education centre. Other rural centres of regional importance are Sursee, Sarnen, and Risch that count around 10,000 inhabitants. The AA covers two large landscape units: the part north of Lucerne is essentially of pre-Alpine character, whereas the southern part forms part of the Alpine Ridge.

The Lucerne AA is both a self-standing space, but forms also part of the larger functional space of the metropolitan area of Zurich as the largest Swiss agglomeration. It is therefore caught between defining its own identity and future development and, at the same time, being affected by developments that spill over from the neighbouring Zurich AA. It offers a high quality of life, also due to its largely intact landscape of lakes, hills and mountains and strong economic position in the high tech sector, i.e. in the chemical and pharmaceutical industry, vehicle manufacturing, mechanical engineering and precision industry, optical industry and rubber and plastics industry. Furthermore, the AA counts with an important educational, social security and opinion research sector.

The AA lies entirely in the German-speaking part of Switzerland.

Description of the Lucerne AA in the SSS:

	Strategic ambition		Areas of intervention:	
At AA level	<ul style="list-style-type: none"> The Lucerne Action Area develops into an independent (supra-)region 		<ul style="list-style-type: none"> Expand and make use of the potentials of leading industrial sectors such as chemistry, pharmaceuticals, mechanical engineering, precision industry, optical industry and rubber and plastics industry Improve public transport offer and urban quality of the Lucerne agglomeration Strengthen the rural centres and contain rural sprawl Consolidate the existing rapid transit railway line between Sursee and Zug and Arth-Goldau Strive for an integrated development of settlement, infrastructure and environment Preserve the environmental quality of the Vierwaldstätter Lake area and the UNESCO Biosphere reservoir Entlebuch 	

		<ul style="list-style-type: none"> • Develop synergies between flood prevention measures and steering of settlement development. • Preserve larger, continuous agricultural areas.
At enlarged AA level	<ul style="list-style-type: none"> • Develop as an integral part of the metropolitan area Zurich and its networks and make better use of the linkages with and proximity to Zurich. 	<ul style="list-style-type: none"> • Exploit synergies between businesses and the educational and research institutions in the AA Lucerne and AA Zurich and, within the Lucerne AA, between the health sector and tourism industry • Strengthen the Lucerne-Zug-Zurich axis and develop Lucerne as a transport railway node. • Avoid intensified sprawl in the area between Lucerne, Zug and Zurich

Existing collaborations

With the Intergovernmental Conference Central Switzerland, the AA boasts a high-level political intercantonal cooperation platform that is active in several fields that are covered by the SSS. It could potentially carry forward the implementation of the Lucerne AA, even though the perimeter of the conference is not exactly congruent with the perimeter of the (enlarged) AA. However, in its 50 years of existence, cooperation in the framework of the conference has often suffered from the fact that the conference has no decision-making power, that collaboration has not been without frictions as cantonal interests have prevailed over joint interests, and that there is a certain imbalance between the larger canton Lucerne and the other smaller cantons (Zentralschweizer Regierungskonferenz, 2016). In recent years, Lucerne has rather been looking out for opportunities to cooperate with the canton Aargau, having signed, in 2006, a framework contract on intercantonal cooperation. Nevertheless, some selected spin off cooperation instances of the conference have been quite successful. One example is the cantonal conference of the energy departments.¹³

Another relevant recent development are the four new regional development agencies ("*Regionale Entwicklungsträger*") that have been created in canton Lucerne, emulating the SSS model of AAs. At the same time, they are conceived as the cooperation structures that will implement the SSS. Their primary goal is to achieve a more efficient and effective handling of public tasks. They have partly substituted existing intermunicipal cooperation instances that

¹³ <https://www.energie-zentralschweiz.ch>

have been created for the purpose of taking over municipal tasks that can be better solved jointly. But the agencies also have taken on specific additional responsibilities in the area of business development and tourism and leisure, culture, education and sports, environment and energy of their region. Going beyond traditional regional planning to a more integrated regional development, the regional development agencies are conceived as sustainable structures for enforcing coordination across municipalities by developing joint strategies and implementing joint measures. Their perimeters of cooperation are meant to be flexible, choosing the best suited perimeter for a given task. However, it is not clear to what extent that also includes cooperation across cantonal borders. Furthermore, the established specific thematic networks of regional (public and private) actors play an important role, besides the formal structures, for the initiation of concrete projects and processes. However, having static perimeters that follow pre-existing political-administrative boundaries, they still have to develop into (functional) action areas (Barsuglia and Lamla, 2012).

Potentials and challenges for collaboration at supra-regional level:

With regard to the territorial structure:

- The Lucerne AA, with the Lucerne agglomeration in its centre, forms an own functional unit, but is also functionally interlinked with the metropolis of Zurich. The main challenge is therefore to establish itself as a distinct and self-standing supra-region with an own 'identity' and 'agenda', but at the same time to make better use of the linkages with and proximity to Zurich.

The AA has a number of features that present opportunities for collaboration at the supra-regional level both across the AA and with the neighbouring Zurich AA.

- + On the one hand, the AA could strengthen its high-tech industry through a (supra-) regional economic policy that fosters the formation and further development of economic clusters. Sectors that have the potential to be further expanded are the chemical and pharmaceutical industry, mechanical engineering and precision industry, optical industry and rubber and plastics industry. Another growth potential lies in the above-mentioned educational, social security and opinion research sector and in the cultural and creative sector (which is dominated by microenterprises).
- + On the other hand, the AA could better exploit synergies between businesses with the educational and research institutions in the AA Lucerne and AA Zurich and, within the Lucerne AA, between the health sector and tourism industry.
- + As regards the rural space, rural centres ought to be strengthened as central places with a concentration of services of general interest and business location in order to contain rural sprawl. Coordination of settlement and transport development can take place within existing intermunicipal cooperation.

- + The rural areas could be strengthened by developing independent profiles for rural areas with a focus on the respective strengths of the territory in the area of tourism, agriculture, leisure or energy.

With regard to existing collaboration initiatives:

- + Long-standing inter-cantonal cooperation culture that can be leveraged for the implementation of the SSS
- Supra-regional cooperation takes place only on the level of cantonal public administration, while other governance levels or private stakeholders are not involved in strategic planning and decision-making.

Positioning of the Lucerne AA in relation to identified cooperation challenges and opportunities

The Lucerne AA has existing resources that can be leveraged for the implementation of the SSS, most importantly, the Intergovernmental Conference Central Switzerland. The Lucerne AA is at the core of this 50 year-old intergovernmental conference between the six cantons that are part of the conference. Thus there is a long-term experience in cooperating across cantons, which can be capitalised upon. However, the intergovernmental conference might prove inadequate when it comes to addressing all identified cooperation potentials and challenges. On the one hand, the spatial extent of the conference and the AA are not identical (e.g. canton Zug is part of the conference, but not part of the enlarged AA, while parts of the cantons Berne and Aargau, albeit associated member of the conference, belong only to the enlarged AA). On the other hand, the objectives of the Lucerne AA as proposed in the SSS are only partly overlapping with those of the intergovernmental conference (in particular, the objectives and activities of the sub-conferences Zentralschweizer Bau-, Planungs- und Umweltdirektorenkonferenz – BPUK, Zentralschweizer Konferenz des öffentlichen Verkehrs – ZKÖV and Zentralschweizer Volkswirtschaftsdirektorenkonferenz–ZVDK). Another shortcoming of the conference regarding the implementation of the SSS is that it is essentially a cooperation of cantonal public administration, while other governance levels or the participation of private stakeholders is not foreseen in strategic planning and decision-making. And lastly, the conference has been criticised for its lack of decision-making power, the imbalance between the larger canton Lucerne and the other smaller cantons and the prevalence of cantonal interests over joint interests, all of which might limit its usability as implementation platform of the SSS.

The canton Lucerne applies the idea of thinking and planning in action areas, i.e. 'regions with flexible geometries' mainly at the sub-cantonal level,. This is illustrated by the four regional development agencies described in the table below.

Main case study characteristics

Lucerne Area (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Intergovernmental conference Central Switzerland Zentralschweizer Regierungskonferenz (ZRK) Enlarged AA scale Intercantonal Political	Formalised inter-cantonal political platform <ul style="list-style-type: none"> - Half-yearly plenary assembly of all 38 government officials and 6 heads of cantonal administrations - Rotating presidency (2-years) - Committee: appointed representatives of the full assembly - Secretariat - Director's conferences: composed of high-ranking specialist officials; the conferences are independent from the ZRK - Conference of specialist departments - Ad hoc committees for the implementation of specific projects - Conference of the Heads of Cantonal Administrations 	Cantons Lucerne, Uri, Schwyz, Obwalden, Nidwalden and Zug. (cantons Zurich and Aargau are associated members since 2001, resp. 2006) Possibility for variable geometry: for some issues, cooperation takes place between some cantons (e.g. the cantons Uri, Schwyz, Obwalden and Nidwalden have joint forces in 1970 regarding monument protection)	Only representatives of cantonal governments and administration: Government officials of cantons Head of Cantonal Administrations Specialist officials Conference of specialist departments: possible participation of private actors: e.g. InnovationsTransfer Zentralschweiz (ITZ) – network of economic actors and actors in the field of business development, Micro Centre Central-Switzerland – competence centres on microtechnology that facilitate the access to R&D for businesses	1966: foundation of Conference for the Coordination among Inner-Suisse Cantons. Rationale: improve coordination of cross-cutting topics such as disaster management, spatial planning, environmental protection 1973: new statute (renaming and reorganisation of the cooperation structure) 2001: canton Zurich joins as associated member 2006: canton Aargau joins as associated member	Costs arising from the conference are born by each canton. The secretariat is financed jointly. Cost distribution for other expenditures are decided case by case.
4 Regional development agencies canton Lucerne / Regionale Entwicklungsträger LuzernPlus Luzern Sursee-Mittelland Luzern West Luzern IDEE SEETAL AA scale	Agencies have free choice of form of organization. In practice, all are organized in the form of an association All four have a similar formal structure <ul style="list-style-type: none"> - General assembly - Board of directors - Executive management Besides the formal structures, they established specific thematic networks of regional public and private actors to	A basic distinction was made between the two space Lucerne agglomeration and Lucerne landscape, which have very different functions and development potentials. Regions could constitute freely and it was left to each municipality to decide which	Private actors are part of the established thematic networks and ought to be encouraged to participate.	2007: change in cantonal constitution which strengthens the possibility for decentralisation 2009: The revision of the Cantonal Structure Plan, the main planning instrument of the Canton of Lucerne for the coordination of operations and measures with a spatial impact, implied a redevelopment at the regional level. It led to the creation of four regional	<ul style="list-style-type: none"> - Basic financing through membership fee - Rural regions are subsidized through the NRP - Since 2012, also the Region Sursee-Mittelland and the Lucerne agglomeration (LuzernPlus) receive some subsidies from the canton

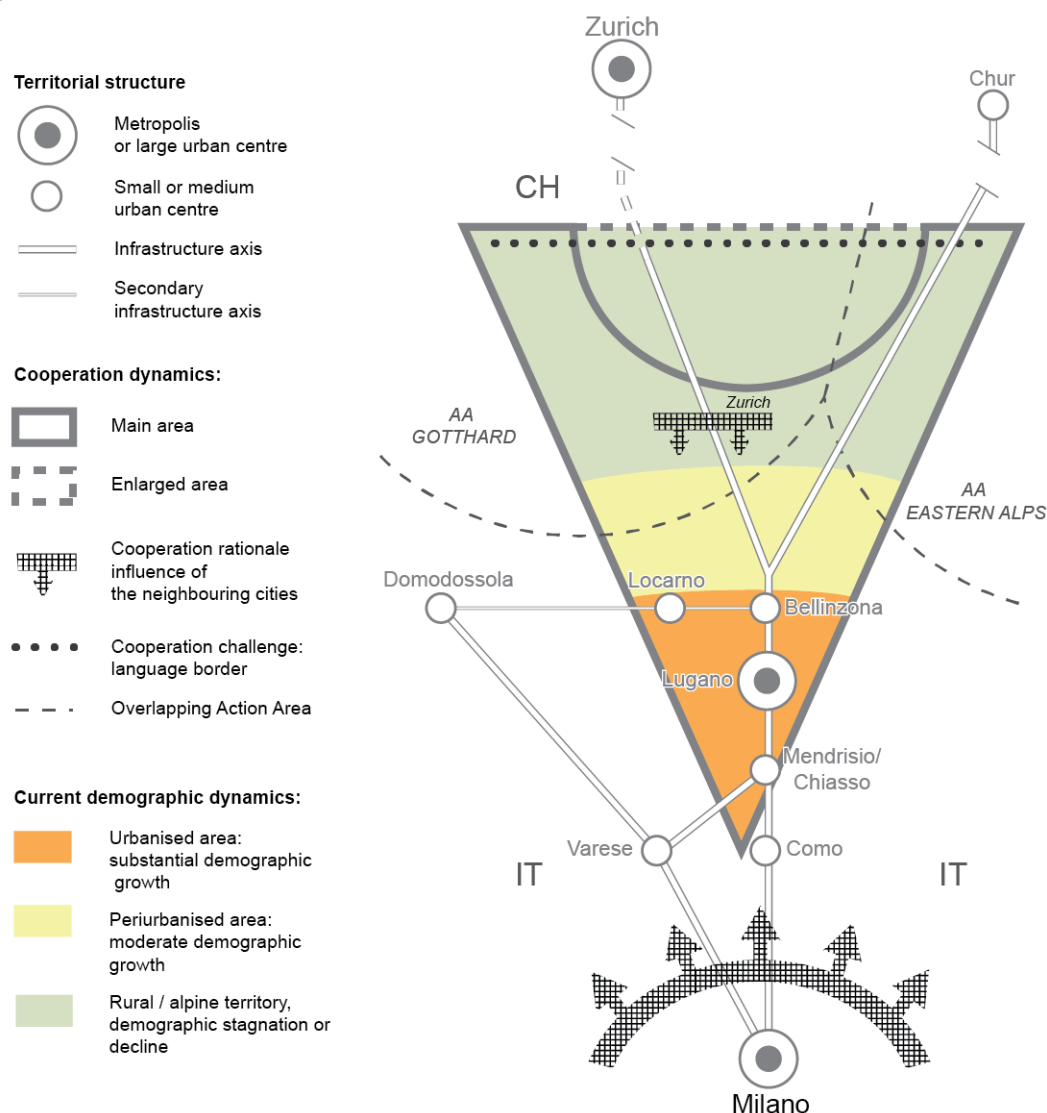
	promote a specific topic and initiate concrete projects.	agency it wanted to join. Decisions were taken based on existing economic, societal and cultural links and will to cooperate. Nevertheless, cooperation ought not be restricted to the perimeter of the agency, but extend into other spaces whenever it makes sense and overlaps were also possible. The agencies ought to function as umbrella organisations for a flexible and purpose-driven cooperation.		development agencies (<i>Regional Entwicklungsträger</i>)	- Projects are financed through the participating municipalities, cantons and, possibly, others
Metropolitan conference Zurich	- See Zurich AA				

Lucerne Area (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Intergovernmental conference Central Switzerland	<ul style="list-style-type: none"> - Foster the coordination and development of joint solutions for public tasks that can be better tackled jointly than by the individual cantons - Decisions taken by the conference have the character of recommendations only and have to be confirmed by the cantonal governments; joint projects require unanimity 	<ul style="list-style-type: none"> - Coordination and agenda-setting on cantonal level - Representation of cantonal interests towards the federal level (in selected cases) - Director's conferences: coordination (e.g. of positions towards third parties) and joint project implementation (e.g. joint working programmes on public transportation) 	<ul style="list-style-type: none"> - Education - Building and settlement - Finances - Health and social affairs - Public transportation - Security and justice - Environmental protection (Macro)economics
Regional development agencies	<ul style="list-style-type: none"> - Implement public tasks in a more efficient and effective way through cooperation. - Strengthen the position of each region in the inner-Swiss, interregional competition for businesses, jobs and inhabitants - Implement the SSS and, in particular the AA concept 	<ul style="list-style-type: none"> - Strategy development and harmonisation of settlement, transport and landscape planning - Coordination of regional development - Implementation of the NRP and cantonal regional policy - Professional regional marketing - Regional leisure and tourism concepts, coordination of sports and leisure - Coordination on ecological "upgrading", resp. examination of nature parks of national rank 	<ul style="list-style-type: none"> - Spatial planning (coordination of settlement, traffic and landscape development) - Waste management and utilities - business development, tourism and leisure, culture, education and sports, environment - energy
Metropolitan conference Zurich	- See Zurich AA		

5.6 Città Ticino Action Area

Geographical setting

Figure 1543: Mapshot Città Ticino AA



Source: ESPON ACTAREA (2017)

The Città Ticino core area is based upon a network formed by Lugano and by three medium-size regional centres surrounding it in the southern part of canton Ticino (Locarno, Bellinzona, and Mendrisio). Nested between lakes and mountains and enjoying Mediterranean climate, it is an attractive place for living and working. An enlarged perspective includes the neighbouring Italian cities of Varese and Como that are functionally integrated with the Swiss towns. In the northern mountainous part, the AA overlaps extensively with Gotthard AA.

The delineation of Città Ticino corresponds roughly to the administrative limits of canton Ticino, with an additional cross-border component. The enlarged AA embraces also the two Italian-speaking valleys of Misox and Calanca in the canton of Grisons. Being mainly based on a single

canton makes this AA unique in the SSS. Intercantonal cooperation structures become less significant for its implementation. Instead, the SSS focuses on the potential added value of intracantonal collaboration strategies between the dynamic southern urban part and lagging northern mountain valleys and on cross-border cooperation with Italy. These are however by nature not at the supra-regional level the present study is dealing with.

Città Ticino is located on the North-South transport corridor of Gotthard (TEN-T) that links the metropolitan areas of Basel and Zürich to Milano and, hence, Italy to the North of Europe. As a result of cultural and geographical proximity with Italy, Città Ticino is part of the influence area of the Milano greater metropolitan area. Its position at the interface between the Swiss metropolitan regions to the north (connected by the Gotthard base tunnel, and soon also the Ceneri Base Tunnels) and the Po valley to the south generates numerous opportunities. However, challenges such as urban pressure, traffic congestion and air pollution also result from this favourable position.

The AA has to take advantage of the new opportunities linked to the opening of the Gotthard Base tunnel, by strengthening partnerships with metropolitan regions of Zurich and Milano. Main opportunities are identified within the financial sector, banking, tourism, construction, logistics and transports.

Description of the Città Ticino AA in the SSS:

	Strategic ambition	Areas of intervention:
At AA level	<ul style="list-style-type: none"> • Create the urban network Città Ticino and set up a global development strategy • Integrate specific development issues/potential of its alpine area 	<ul style="list-style-type: none"> • Define a development/planning strategy for the cities that compose Città Ticino • Develop partnerships and projects (tourism, regional food products and parks) between mountainous and urban parts of the canton • Preserve and make value of landscape and heritage sites • Preserve lowlands from urban-spread

At enlarged AA level	<ul style="list-style-type: none"> • Develop cooperation with Italy • Enhance its "bridging" role between Zurich and Milano metropolitan areas • Position itself within Milano greater metropolitan area 	<p>"Regio Insubrica" is explicitly mentioned</p> <p>Collaborate with Italian regions on institutional and technical matters with regard to:</p> <ul style="list-style-type: none"> • transport (road & rail) • higher training • industrial & financial clusters
----------------------	---	---

Existing collaborations

As the Città Ticino AA corresponds to a single canton with significant internal socio-economic contrasts – the SSS focuses on promoting cooperation between its mountainous and urban areas. This implies that it does not fit into the general model of the SSS, which emphasises the need for supra-regional cooperation. More traditional approaches can be mobilised, such as for example cantonal strategic plans, economic development strategies, and intermunicipal financial redistribution. These can be dealt with within the administrative and political structure of canton Ticino and mobilising federal instruments such as, among others, the Federal policy for mountain regions and rural areas and New regional policy.

However, two initiatives do have a supra-regional dimension:

- In the northern part, a collaboration project named "Program San Gottardo" is taking place over a vast area that overlaps with the Gotthard AA. Its main objectives concentrate around identity and tourism development. Comprehensive information is available in the Gotthard case study.
- In the southern part of the AA, the "Comunità di lavoro Regio Insubrica" is a cross-border cooperation that federates Ticino with all its neighbouring Italian provinces. Initiated in 1995, it ambitions to promote dialogue and networking to ease administrative, political and cultural obstacles to collaboration and planning.

Potentials and challenges for collaboration at supra-regional level

With regard to the territorial structure:

- + The cross-border city network is already functionally integrated. In that sense, it could serve as a basis to anchor dedicated supra-regional cooperation.
- + The Gotthard corridor and related coordination issues have for long time being acting as "connector" with the metropolitan areas of Basel, Zürich and Milano. Established habits of working together on issues such as infrastructure and trade can help to initiate more comprehensive and integrated development visions.

- In the northern direction, Alpine ridges and associated cultural and linguistic borders constitute significant barriers to cooperation. In the winter season, the Gotthard tunnel constitutes the only connection to the north.

Existing collaboration initiatives:

- + As an Italian-speaking region with many cultural similarities with Italy, the Città Ticino AA has for a long time played a "bridging" role between the Swiss and Italian economies. Supra-regional collaboration can capitalise on this role.
- + While largely considered as a leisure area from the perspective of Swiss-German metropolitan regions (the so-called 'Swiss Riviera'), economic system and communities benefit from extensive connections with northern Italy and its dynamic economy. Supra-regional collaboration could capitalise on these two aspects.
- The national border and the regulatory, institutional, economic and social differentials that are associated can hamper cooperation. However there are many examples of Swiss cross-border cooperation initiative to take inspiration from.

Positioning of the Città Ticino AA in relation to identified cooperation opportunities and challenges:

The SSS identifies strategic ambitions for collaboration within canton Ticino, for cross-border cooperation with Italy and for intercantonal cooperation in the Gotthard AA. It defines territorial objectives such as strengthening the urban network, adopting a smart specialisation strategy in relation to the Milano greater metropolitan area and ensuring that mountain areas benefit from development strategies.

The SSS describes the Città Ticino as an intracantonal city network. However, in the SSS map of AAs, it is shown as functionally integrated with the Italian cities Como and Varese. This wider, cross-border perspective is functionally more meaningful. Developing a high level of functional integration between these 6 towns would require setting up a networking initiative between relevant authorities. Such an initiative could draw on the city network example in Jura (RVAJ), which has accumulated useful experiences in the design and structure of this type of collaboration. A number of cross-border urban networks across Europe can provide additional inputs. The Region Insubrica already includes working groups working on issues of relevance for such a network, but with an inter-regional perspective. The objective would be to organise a convergence between this regional cooperation initiative and urban networking.

In the area where the Città Ticino and Gotthard AAs overlap, two spatial policy approaches coexist. The intracantonal logic of the Città Ticino AA seeks to associate isolated mountain areas to the growth dynamic of urban centres, while the intercantonal logic of the Gotthard AA emphasises the specificity of shared mountainous parts of Città Ticino, Western Alps, Eastern Alps and Lucerne AAs. The complementarity of these different approaches, and their respective roles, could be more explicitly enunciated.

Main case study characteristics

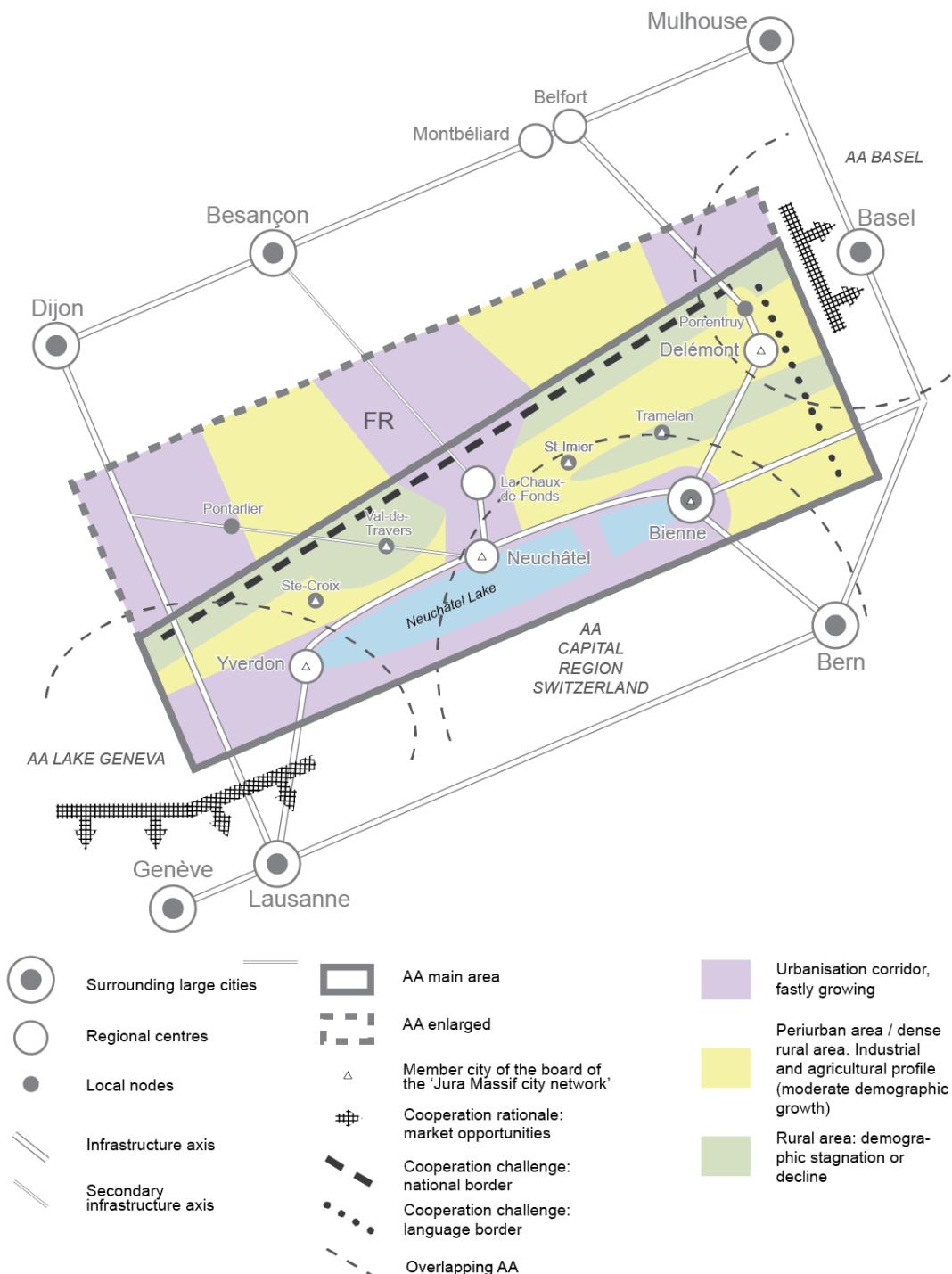
Città Ticino area					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Working community Region Insubrica Comunità di lavoro Regio Insubrica Enlarged AA scale Institutional Cross-border	Registered not-for-profit organisation Formalised: <ul style="list-style-type: none"> - Presidential office - Committee - Assembly - Working Groups 	Functional cross-border area around 3 lakes (Maggiore, Lugano & Como)	Canton of Ticino Italian provinces of: <ul style="list-style-type: none"> - Como - Lecco - Varese - Novara - Verbano-Cusio-Ossola Observers: Italian State, Swiss Confederation	Cooperation initiated in 1995 Legal status: December 2015	<ul style="list-style-type: none"> - Annual contributions from members - Annual contributions from municipalities - Contributions from public or private institutions and other partners - Income from third parties or promotional activities of the association
Gotthard Area	Cf. Gotthard Area				

Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Working community Region Insubrica	<ul style="list-style-type: none"> - Favour networking of key players - Provide facts enabling coordinated planning - Ease obstacles such as common understanding, administrative differentials - Favour the emergence of a feeling of belonging to the region 	With cross-border perspective: <ul style="list-style-type: none"> - Exchange of information & knowledge - Promotion of research - Initiation and support of concrete projects - Permanent workgroups: <ul style="list-style-type: none"> - Economy, labour market & training - Territory, environment and mobility - Tourism, Culture, sports and leisure - Local governance 	Interreg as transversal financing source: <ul style="list-style-type: none"> - Economy - Mobility - Culture - Tourism - Sport and leisure - Training and research - Health and social care - Heritage - Environment - Finance and administration management
Gotthard Area	Cf. Gotthard AA		

5.7 Jura Massif Action Area

Geographical setting

Figure 16-14: Mapshot Jura Massif AA



Source: ESPON ACTAREA (2017)

The Jura Massif Action Area is a predominantly rural region which consists of a network of decentralised small cities, in conjunction with industrial and rural areas and a strong cross-

border dimension. The core of the action area (AA) is formed by the cantons Jura, Neuchatel and parts of canton Bern and Vaud as well as some French municipalities along the border. Looking at the wider definition of the AA, it encompasses Basel-Land and Solothurn canton and neighbouring French region of Franche-Comté, extending to metropolitan areas of Geneva and Basel as economic gateways.

The national border is the most defining element of this AA, which, paradoxically, links as much as it separates the French and the Swiss parts of the Jura Massif. While the feeling of belonging to a shared territory is still weak, the economic success of the AA is based on the juxtaposition of a qualified French labour force and a dynamic labour market in Switzerland. The area functions as interface that capitalises on national regulatory, institutional, economic, social, cultural differences and on the flows they generate. The situation, reinforced by price and income differences, leads to demographic, commuter's traffic and planning issues.

The peripheral situation of the AA is another defining feature. It results of the natural border function played by the mountain massif between of France and Switzerland. All major cities are located on the foothills of the Jura Massif, while the internal urban structure of the AA is made of small cities and rural industrial centres. Main transport axes lead along the foothills of the Jura Massif, ensuring internal and external connectivity, gives transport a strategic role.

Description of the Jura Massif AA in the SSS:

	Strategic ambition	Areas of intervention:
At AA level	<ul style="list-style-type: none"> • Reinforce internal collaboration with a particular focus on the RVAJ (network of small cities and rural centres) • Maintain and improve the framework conditions for "precision industry" • Improve internal transport connections • Develop Jura tourism and brand it as one tourist destination • Support agriculture and energy production in harmony with the preservation of the landscape 	<p>Integrative approach:</p> <ul style="list-style-type: none"> • Spatial planning and transport to improve framework conditions for industry and inhabitants • Network of higher (professional) education & Innovation & New Regional Policy (NRP) to support the formation of industrial clusters, including national competence centres • Tourism & NRP policies to brand the destination and bundle activities • Agricultural & planning policies to ensure the preservation of the quality of the landscape • Energy & planning policy for sustainable development of renewable energies

At enlarged AA level	<ul style="list-style-type: none"> • Reinforce cross-border cooperation • Improve external transport connections 	Integrative approach: <ul style="list-style-type: none"> • Cross-border cooperation (CTJ): transports, training, tourism & landscape • Cross-border strategy on the promotion of high-tech activities
----------------------	--	---

Existing collaborations

The number, years of existence and maturity of pre-existing collaboration initiatives demonstrate that authorities and actors have already extensive experience in collaborative work and planning:

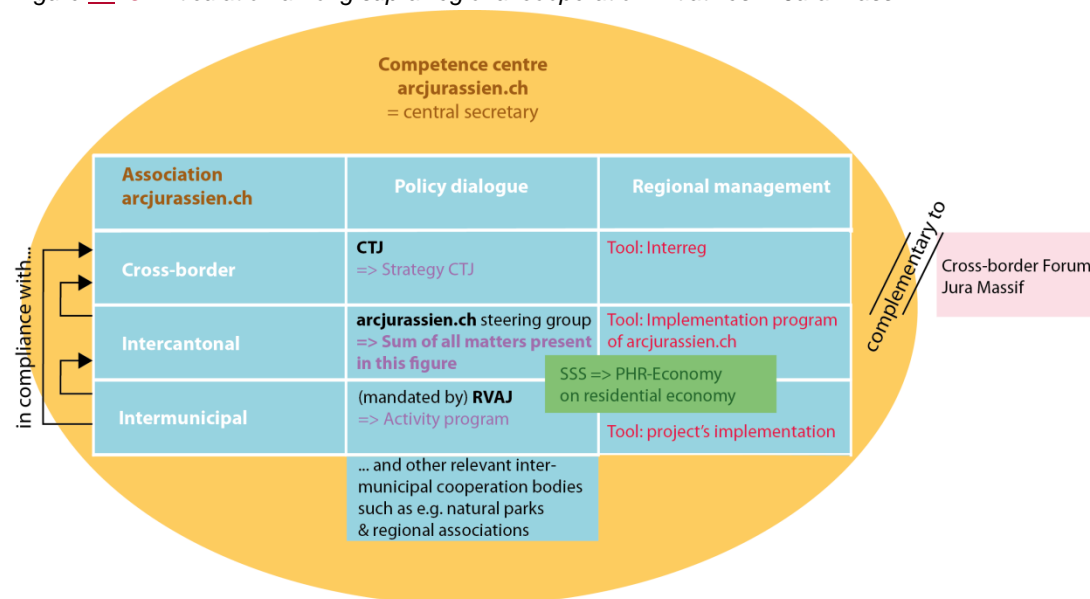
- Cross-border conference Jura (CTJ): initiated in 1985 by an intergovernmental cooperation agreement between the four Swiss cantons and the French region of Franche-Comté, CTJ is the mother structure of the majority of the existing cooperation initiatives in the AA.
- Arcjurassien.ch: an association of the cantons Berne, Jura, Neuchâtel and Vaud created in 1994. Initially called CTJ-Switzerland and aimed at dealing with cross-border issues, the association moved slowly toward intercantonal cooperation and was renamed arcjurassien.ch in 2008.
- City Network of Jura Massif (RVAJ): federates since 1993 the interests of 16 urban municipalities across the Jura Massif AA through intermunicipal and intercantonal collaboration. Experience shows that interregional collaboration requires strong political mobilisation at municipal level and the need to overcome municipal rivalry.
- Cross-border Forum Jura Massif: originates from a citizen initiative launched in 2007. In that sense it is complementary to institutional cooperation structures, both in terms of ambition/ activities and in terms of mobilised (human and economic) resources. Filling an identified need, it is a testimony of the intensity and the maturity of relationships within and between both sides of the national border.

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 in the Swiss Capital Region case study.

While the number of existing collaboration initiatives is clearly an asset for the implementation of the Jura Massif AA, their integration in terms of both strategic vision and implementation programmes provides the AA with opportunities for initiating additional cooperation. As shown

in ~~Figure 17~~ **Figure 15**, the three administrative bodies (RVAJ, arcjurassien.ch and CTJ) work in close cooperation, under the umbrella of the Competence centre arcjurassien.ch that aims to ensure overall coherence. Indeed, the implementation programme of the city network is in compliance with the intercantal objectives which, in turn, fit with the cross-border strategy. This integrated, multilevel, administrative cooperation architecture, the citizen initiative Cross-border Forum Jura Massif offers opportunity to think and develop knowledge on issues that don't fit well into the framework and timing of Swiss territorial policies. The results of its activities provide complementary information which the competence centre arcjurassien.ch and other actors in the area may use for inspiration.

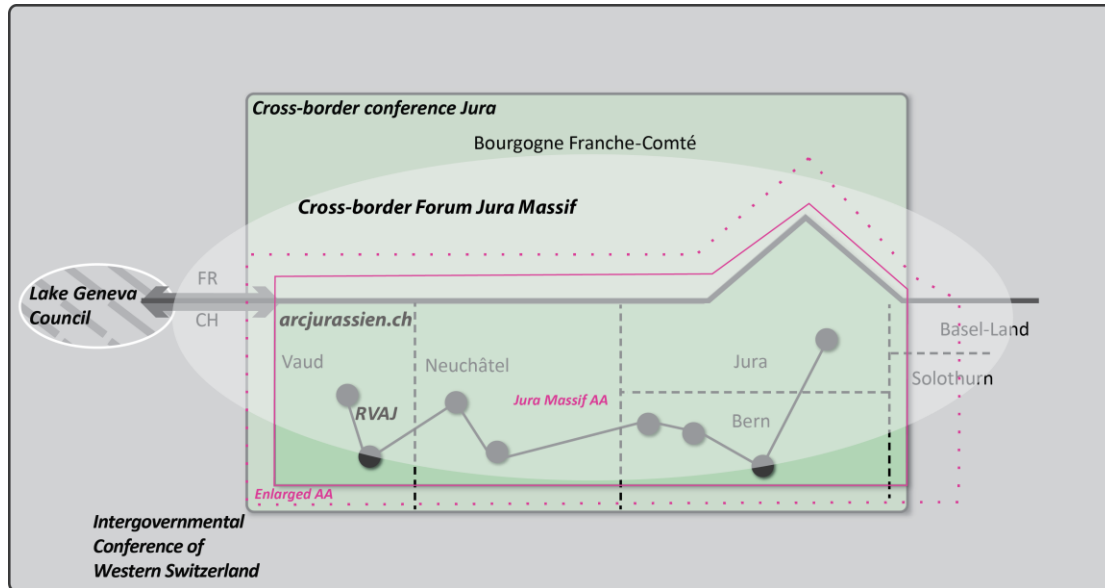
Figure ~~17~~ **15**: Articulation among supra-regional cooperation initiatives in Jura Massif AA



Source: ESPON ACTAREA (2017), inspired by arcjurassien.ch

At an even larger scale, one has to mention the cooperation protocol that the CTJ has signed with the Lake Geneva Council (Cf. Lake Geneva Metropolitan AA). These two AAs are not only overlapping in the southwestern part of the Jura Massif, but also share some economic interests, particularly with regard to the watch industry, where Geneva acts as an economic gateway. Altogether the spatial (See Lake Geneva Metropolitan AA 5.3) and thematic extent of supraregional collaboration provide the Jura Massif AA with a good starting position to meet the objectives of the SSS.

Figure 18-16: Institutional map of Jura Massif 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 collaboration.
- + Belonging to the Jura massif and sharing interests in the precision industry provide references for building a collective identity upon which collaboration can be based.
- + An environment characterised by low mountains with a weak, decentralised, urban structure makes collaboration necessary in order to avoid falling behind the surrounding metropolitan areas.
- + Cross-border functional areas (corridors oriented Northwest-Southeast) and related issues are opportunities to anchor initiatives of “thinking and planning together”.
- The cross-border corridors are poorly interconnected: the resulting fragmentation is a challenge for the implementation of an AA.
- According to the Mission Opérationnelle Transfrontalière (MOT), the rurality and “archipelago structure” of the Jura Massif makes it one of the regions with the highest cultural barriers.

With regard to existing collaboration initiatives:

- + Long lasting multilevel cooperation, from state to state agreement down to city-network (municipal) level, offers a situation where cooperation culture and related structures have developed over the past 30 years.

- + Well-developed cantonal cooperation facilitates planning at the scale of the AA, using, e.g., an intercantonal implementation programme for the regional policy (NRP).
- + Over 70 “micro” cross-border collaboration initiatives (associations, institutions) have been identified. These foster a “sense of belonging” among citizens.
- Mutual misconceptions and differences in the political system between France and Switzerland still impair the capacity to engage in co-development strategies.
- Sociocultural and political hybridisation becomes a prerequisite for further progress in territorially integrated co-development.

Positioning of the Jura Massif AA in relation to identified cooperation potentials and challenges:

The SSS identifies mainly challenges related to cross-border cooperation in terms of transport connections, tourism, higher education and training so as to strengthen framework conditions for the economy of a polycentric AA. It could be observed that existing collaboration initiatives have proved able to build bridges over institutional barriers, not only for cross-border issues, but also with the neighbouring AA Lake Geneva. Similar success can be observed at intercantonal and intermunicipal levels with, respectively arcjurassien.ch and the city network (RVAJ). In that sense, the Jura Massif AA is already well-endowed with governance structures that enable collaborative planning.

At a large scale however, collaboration with neighbouring AAs could still be more broadly developed.

- Arcjurassien.ch could strengthen and formalise its cooperation with the Basel Trinational Metropolitan AA and the Capital Region Switzerland AA via cooperation protocols, alike to the one signed in 2003 with the Lake Geneva Council.
- Another potential lays in current initiatives to set up regional natural parks along both sides of the national border. Dealing with rural development, landscape management and tourism issues these collaborations could be extended towards comprehensive integrated planning in the perspective of the new rural paradigm.

Interviews with arcjurassien.ch confirmed that the three pre-existing supraregional initiatives¹⁴ have closely collaborated on the elaboration of the SSS. Consequently, there is a high compatibility between their objectives and the ones of the SSS for Jura Massif AA. Collaboration among the various initiatives is dense, fulfilling in that sense the objectives of the SSS. Outcomes can be illustrated by the adoption of an intercantonal implementation programme for New Regional policy (NRP). This supraregional implementation program supported by arcjurassien.ch is coherent with each the four cantons programs (subsidiarity). Its objectives are then translated down to the city network and up to the cross-border collaboration

¹⁴ CTJ, arcjurassien.ch and City network

levels. As a result, the SSS has not changed much on-going objectives and collaboration, except that:

- It has given back some legitimacy at federal level to the Jura Region by recognising it as an Action Area.
- The SSS-related pilot project (PHR-Eco¹⁵) has allowed arcjurassien.ch to work on the issue of revenue catchment via residential economy. Most important is that such a topic is not eligible by NRP and therefore the SSS provides an ideal complement.

Interestingly, interviews suggested that, despite the irrefutable achievements made over the past thirty years, there is still a need to support strategic processes taking place upstream from strategy development and, henceforth, from project implementation. In other terms, there is still a need to develop an “inter-culture” – i.e. to facilitate the faculty of “thinking together” as a precondition for efficiently “planning and acting together”. The assumption is valid for all planning levels: cross-border, intercantonial and intermunicipal. Undeniably, with regard to the identified socio-political barriers, there is a need for governance tools to help promoting a “sense of belonging” among citizens and politics. This issue is best synthesized with the idea of shifting mind-set from “competition” to “coopetition¹⁶”. In that perspective, the experience of the Cross-border Forum Jura Massif could play a central role by supporting the necessary reflexion, dialogue and networking that would favour the consolidation of a common identity.

¹⁵ Pilot program for AAs, based on Economy and supported via New regional policy (NRP)

¹⁶ Cooperation + Competition

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>Institutional supraregional collaboration initiatives answered together as they are cooperating very tightly:</p> <ul style="list-style-type: none"> - CTJ - arcjurassien.ch - RVAJ 	<ul style="list-style-type: none"> - The three collaboration structures have been involved in the elaboration of the SSS. - However the dialogue has stopped since 2012, which is regretted. - Only the PHR-economy¹⁷ project has kept the idea of the AA alive. More projects in the framework of the SSS would be welcome. 	<ul style="list-style-type: none"> - There is a high compatibility between the objectives of the three collaborations and the objectives of the SSS for Jura Massif AA resulting from the fact that collaborations were involved in the development of the SSS. - Pre-existing territorial development objectives of the Jura Region were taken up in the SSS. - In turn, the SSS gave back some legitimacy at federal level to the Jura Region by recognising it as an AA. - In that sense, the SSS is based on pre-existing collaborations and objectives, while at the 	<ul style="list-style-type: none"> - All four supra-regional collaboration initiatives are cooperating tightly with each-other. - Interrelations are tight, multi-level and multi-directional. A major achievement is an intercantonal implementation programme for the NRP on tourism and industry. This program is coherent with each of the four cantonal programmes (subsidiarity) - By contrast, issues on health or energy that require administrative collaboration and/or fit only marginally with the NRP raise difficulties for collaboration/planning. 	<ul style="list-style-type: none"> - The SSS has not changed much the way the 3 collaboration initiatives are functioning. - PHR-Eco has allowed to work on one issues indicated by the SSS for territorial development (residential economy = not eligible for NRP). - Further adaptations of federal policies to the logic of AAs (as e.g. KoRE¹⁸) would be welcome. - Cooperation with private actors for strategy development happens, but there is no dedicated permanent platform for it.

¹⁷ PHR-economy (standing for Pilotprogramm Handlungsräume Wirtschaft / „AA pilot program on economy”), in the framework of the NRP but with the objective of coordinating sectoral policies, is about launching projects at the intersection of the Agglomeration policy and the Policy for rural areas and mountain regions. Focusing on economic development at the scale of the AAs, it aims at testing the potential of the AAs as a framework for regional economic development.

¹⁸ KoRe (standing for “Kohärente RaumEntwicklung” / „Coherent territorial development”) is not a policy, but more a common approach in view of coordinating various processes at all levels of the federal state. The aim is to launch integrated projects, incorporating various themes and mobilizing jointly a variety of policies, so as to fulfil the objective of the SSS by ensuring a common framework. Under the umbrella of Agglomeration policy and the Policy for rural areas and mountain regions, integrated projects should seek integration of sectoral policies with territorial impact (among others: agriculture, parks, forest, water, energy, transports, tourism, economy, NRP)

		same time making clear the path for the future.	<ul style="list-style-type: none"> - Collaboration with the neighbouring Lake Geneva Council has been formalised via cooperation protocol in 2003 	
Cross-border Forum Jura Massif	<ul style="list-style-type: none"> - The organisation did not take part to the elaboration of the SSS - It paid attention to the SSS until 2012 (when SSS was “in the air” with workshops and discussions), but not since. 	<ul style="list-style-type: none"> - There is no direct integration of the objectives of the SSS. A sustained tripartite dialogue on the implementation of the SSS could provide the necessary impulse to cooperation instances like the Forum to engage more actively with the SSS. - SSS objectives however encourage reflexion and influences thematic issues of the Cross-border Forum. 	<ul style="list-style-type: none"> - Within the Jura massif AA, there are strong and continuous collaborations with the CTJ and the Urban Agglomeration of Doubs. The reflexions made within the Cross-border Forum inspire the institutional collaboration initiatives. - Outside the AA, there are strong and continuous collaboration with the MOT, the ambassador for cross-border relations at the Federal Department for Foreign affairs and the Swiss embassy in Paris. - The SSS has not changed anything in the way they collaborate with other partners 	<ul style="list-style-type: none"> - The SSS has not changed much the way the Forum is functioning. - However, by default, it concentrates on “inter-culturalism”, this precisely because the issue is not covered by the SSS and other territorial policies (NRP, Interreg) - Inversely, it leaves aside issues that are best covered by existing policy frameworks, such as for example economic development

Main case study characteristics

Jura Massif area (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Arcjurassien.ch AA scale Institutional	Well formalized registered not-for-profit organisation: - a rotating presidency - a committee (decision making-body) made of 1 minister of each participating canton - Commissions (as needed) - an administration structure (central secretariat)	Static, delineated by the administrative limits of the four partner-cantons. Covers the core part of Jura Massif AA	Association made of cantons Bern, Jura Neuchâtel and Vaud. Multi-level (cross-border, intercantonal, intermunicipal) via its activities in collaboration with RVAJ and CTJ	1994 creation of the association CTJ-Switzerland 2008 renamed "arcjurassien.ch" with increased competencies	Regular cantonal contributions for operating costs Mandates so as the one delegated RVAJ or CTJ Extraordinary contributions from: - Interreg FR-CH - NPR
City Network of Jura Massif Réseau de villes de l'Arc Jurassien (RVAJ) AA scale Institutional Agglomeration	Semi-formalised: registered not-for-profit organisation Secretary, coordination and representation by Confederation, cantons or regional associations have been delegated by mandate to arcjurassien.ch in 2008	Not static: can evolve Covers urban network at the scale of the core part of Jura Massif AA	16 municipalities composing a city network across the 4 cantons composing the Swiss part of Jura Massif	1993 (purely political cooperation) 2008 (formalisation) open-ended medium to long term undefined	Contribution from member municipalities (0.6 CHF/inhabitant)
Cross-border conference Jura Conférence Transjurassienne (CTJ) Enlarged AA scale Institutional	Well formalised political body for consultation: - Executive board 3 co-presidents: Region & Prefecture Bourgogne-Franche-Comté; arcjurassien.ch) - Advisory board (3 co-presidents + representatives from Departments, Agglo, Pays, Cantons, RVAJ and Swiss Confederation) - Permanent secretary (delegated to arcjurassien.ch) - Workgroups	Static: bounded by the participating cantons/departments 4 sub-areas (fuzzy space space(s) based on « influence »): - Nord Franche-Comté-Canton du Jura - Parcs du Doubs et de l'agglomération urbaine du Doubs - Haut-Jura franco-suisse et de la vallée de Joux - Mont d'Or-Chasseron	French region & Department of Bourgogne-Franche-Comté Swiss cantons of: Berne, Vaud, Neuchâtel et Jura (joint together via arcjurassien.ch)	1985 Intergovernmental agreement bounding the 4 Swiss cantons to French region of Franche-Comté 2002 Evolved into Conférence Transjurassienne (CTJ) 2003 Cooperation protocol signed with Lake Geneva Council 2016 Cross-border cooperation strategy 2016-2020 open-ended medium to long term undefined	Co-financing by participating bodies Extraordinary contributions from: - Interreg projects - A funds called « small projects”

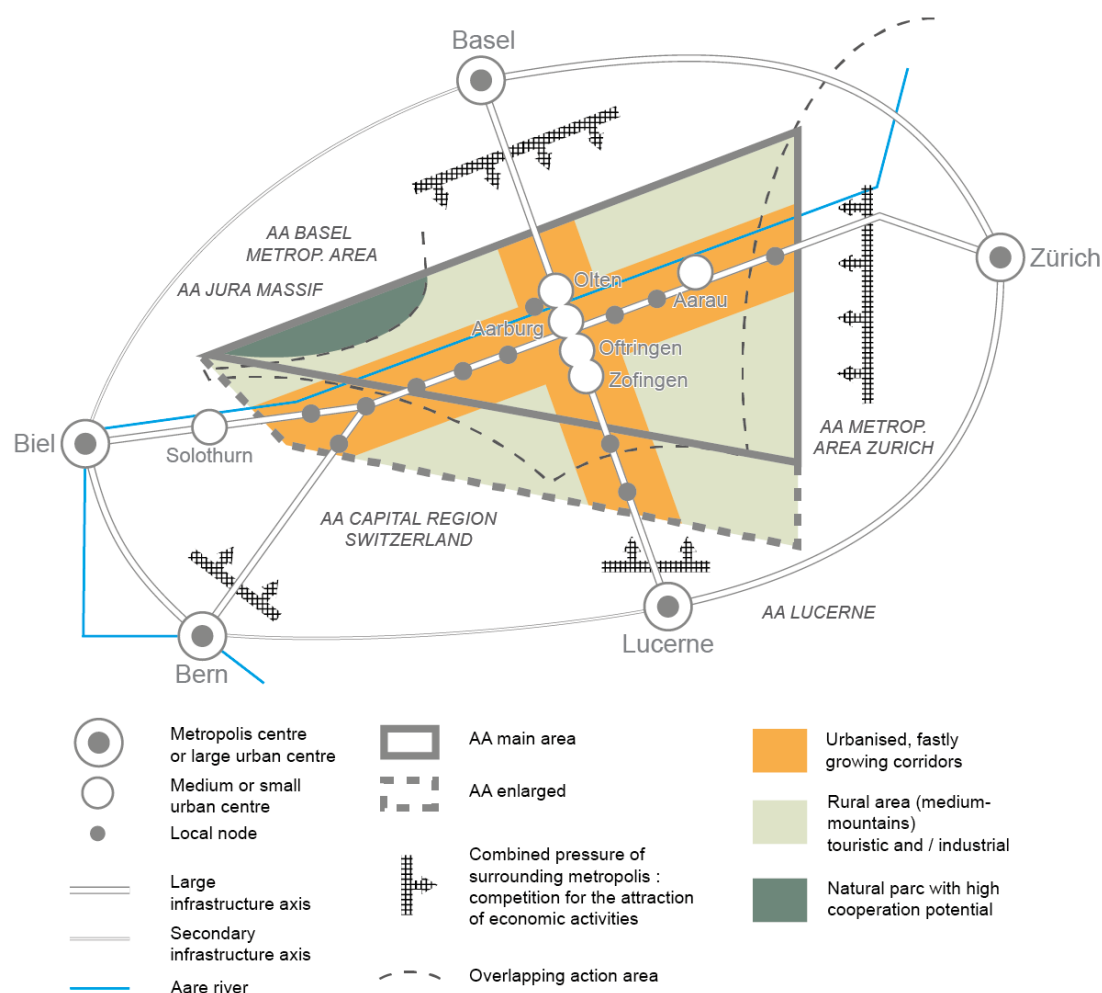
<p>Cross-border Forum Jura Massif Forum transfrontalier Jurassien</p> <p>Enlarged AA scale Citizen initiative</p>	<p>From an independent citizen movement (2007) to registered not-for-profit organisation (2010)</p> <p>It works more as a “think tank”, than a “forum” that would collect ideas among a great amount of actors. The idea is not so much to relay public opinion, than to provide a space for freedom of expression, complementary to existing institutional cooperation structures.</p>	<p>Fuzzy, open to the whole Swiss-French cross-border Jura</p> <p>Extension to the two metropolitan areas of Geneva and Basel</p>	<p>9 people in the Steering Committee</p> <p>40 members = individuals and institutions such as for example:</p> <ul style="list-style-type: none"> - Club 44 - Laboratoire ThéMA Université de Bourgogne Franche-Comté - CCI Region Franche-Comté - CCI Doubs - ISBA Institut Supérieur des Beaux-Arts de Besançon - ASHD Amicale des Suisses du Haut-Doubs - Mouvement Européen – France, Franche-Comté <p>Mailing list of 1'500 contacts (individuals and organisations)</p>	<p>2007 open-ended medium to long term undefined</p> <p>2010 Creation of the not-for-profit organisation</p> <p>2014 Membership to the MOT (Transfrontier Operational Mission) => gain in visibility</p>	<p>Very small budget (≅ 25,000 Euro) in comparison to what is achieved.</p> <p>Mix of non-profit, para-public organisations and institutional sources as for example:</p> <ul style="list-style-type: none"> - Lottery of French Switzerland - arcjurassien.ch - Foundation Ernst Göhner in Zoug - Canton of Jura - CTJ - Department of Doubs - 7 municipalities in Switzerland - 2 Agglomerations in France <p>Compensated by:</p> <ul style="list-style-type: none"> - Voluntary work - Networks - Material supports
---	---	---	---	---	---

Jura Massif area (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Arcjurassien.ch	<p>Clearly strategic long-term goals:</p> <ul style="list-style-type: none"> - Reinforce intercantonal cooperation - Reinforce cross-border cooperation - Defend regional (Jura Massif) interests by the Confederation 	<ul style="list-style-type: none"> - Project planning and development - Political positioning for the region on key issues - Conciliation to favour dialogue among cantons, Confederation and cross-border partners - Back office, coordination and animation for RVAJ (City network Jura) 	<ul style="list-style-type: none"> - Implementation of the NRP and other territorial policies - Implementation of the Swiss-French INTERREG program for the two Swiss sub-areas (Lake Geneva Basin and Jura Massif) - Representation of Swiss-Jura in the Jura Cross-border conference
City Network of Jura Massif	<p>Long term strategic:</p> <ul style="list-style-type: none"> - Support contacts among authorities, organisations and populations - Favour exchanges on city-related issues - Defend interest of the region by cantonal and federal authorities <p>Short-term objectives:</p> <ul style="list-style-type: none"> - Develop projects on issues defined by activity programming period 	<ul style="list-style-type: none"> - Lobbying - Sharing experiences and good practices - Project implementation 	<p>2016-2019 programming period:</p> <ul style="list-style-type: none"> - Residential economy - Energy - Culture - Tourism (destination "Jura & 3 Lakes" = enlarge AA) - Elderly <p>List is not limited: new projects can arise from opportunities due linked to political agenda</p>
Cross-border conference Jura	<p>To cope with the evolutions of cross-border issues.</p> <p>Currently 4 main topics are identified:</p> <ul style="list-style-type: none"> - Living together - Economic development - Mobility and exchange - Planning and natural environment 	<p>Support cross-border collaboration and projects by:</p> <ul style="list-style-type: none"> - Information - Exchange, dialogue - Governance - Consulting 	<p>Integrated thinking & planning around global strategy by:</p> <ul style="list-style-type: none"> - Intermediation - Decision making - Diagnostic - Statistical observatory - Planning - Project support - Coaching
Cross-border Forum Jura Massif	<p>Build a "common culture / a shared identity" (which is a policy gap) as a starting point for acting together in the future:</p> <ul style="list-style-type: none"> - Short term: favor a sense of belonging to cross-border Jura - Medium term: contribute to the boom & co-development of French and Swiss Jura - Long term: create the foundations of a dynamic and united cross-border area 	<p>Mostly communication and observation activities:</p> <ul style="list-style-type: none"> - Interactive web-platform - Newsletter - Documentary seasons with specific subjects - Publications - Annual congress - Representation by the MOT - Observation on cross-border initiatives - Thematic workshops - Communication by media and institutions 	<p>Support to dialogue and reflexion:</p> <ul style="list-style-type: none"> - Meetings for field actors (citizen, NGO and institutions) - Citizen debates - Analysis and perspectives on cross-border issues - Support to projects focusing on "ways of living together" - Citizen contribution to political debate - Contacts with institutional and other actors engaged in cross-border issues

5.8 Aareland Action Area

Geographical setting

Figure 1947: Mapshot Aareland AA



Source: ESPON ACTAREA (2017)

The Aareland AA, named by its dominant geographical feature of the Aare valley and its river, is an intermetropolitan area with is a string of small and medium-sized cities alongside the river valley, and the North-South corridor connecting Lucerne and Basel. The Action Area is located between the metropolitan areas of Basel, Bern and Zurich, as well as the agglomeration areas of Lucerne and Jura. The core of the AA is formed by the cantons of Aargau and Solothurn. The AA is located at a crossroads of two transport corridors alongside which urbanisation took place. Most notable by size as well as economic and political weight are the cities of Wangen, Olten, Aargau, Oftringen, Zofingen and Aargau. The Aareland AA is German-speaking, with some French influence in its wider Action Area to the east. The enlarged AA encompasses

parts of the Northern Jura, the Limmatal and the parts of Lucerne, overlapping with the surrounding AAs in its wider AA. The AA is comparatively smaller than most of the Swiss AA.

The AA is functionally linked to the surrounding metropolitan areas which at the same time puts pressures on its development. One of the most defining elements of the Action Area is that it represents a transit corridor from east to west as well as from north to south. These major transit corridors connect Lucerne-Basel (south-north) and Zurich-Biel-Bern (east-west). This leads to the AA being well connected by rail and road. The meeting point of these major transport areas represents the most urbanised area of this AA.

Topologically the AA lies in the Plateau area of Switzerland stretching alongside the river valley Aare. The AA can be broadly divided in three sub-units. First, the core of the area is the string of small and medium-sized cities alongside the main valley Aare and the Limmatt valley. The settlement structure is characterised by urban sprawl. A second important area is the natural park with a high cooperation potential, which represents as well a touristic attraction. These two different areas are surrounded by rural areas, with hilly characteristics to the south. The southern rural are subject to major demographic changes, which generate challenging situations for smaller municipalities.

Due to its role as a transit corridor the area has a high share of activities consuming high amounts of space such as logistic platforms. The AA plays an increasingly important role as a logistical hub connecting the surrounding areas as well as major transport routes abroad and has an important transport and logistics industry. Other important economic sectors are chemistry, pharmaceutical industry as well as information technology and precision industry. Knowledge economy is increasing with cooperation with the university sector having experienced considerable growth over the last years. With the nature regional park and the rural areas the AA boasts a recreational zone between the metropolitan areas.

Description of the Aareland Action Area in the SSS:

	Strategic ambition	Areas of intervention:
At AA level	<ul style="list-style-type: none"> Maintain an own profile while at the same time profit from the surrounding Action Areas steer settlement developments in an orderly manner 	<ul style="list-style-type: none"> develop a joint strategy between cantons and municipalities to deal with land-intensive and traffic-intensive industries while not suppressing other industries intensify the cooperation within representatives of the AareLandRat
At enlarged	Maintain the small-scale side-by-side of landscape and cities:	<ul style="list-style-type: none"> intensify cooperation between the Paul Scheerer Institute and the Universities in the surrounding areas.

- | | |
|---|--|
| <ul style="list-style-type: none"> • develop strategies to solve conflicts between the transit-axis, national traffic and regional traffic | |
|---|--|

Existing collaborations

The Aareland AA boasts a number of pre-existing collaboration initiatives. The level of experience of cooperation between the cantons is high despite its young history as an institutionalised cooperation. The main collaborations concerned with supra-regional collaboration are the following:

- AareLand Rat (AareLand Council): The AareLand Rat was initiated in 2012 and represents a response to the AA approach in Switzerland. It represents a political body to bring the different municipalities and stakeholders in the region together. The cooperation attempts to steer the development of projects and cooperation through the AareLand Verein (see below) and other national development programmes. The council aims to political steer a joint vision for the region. The mayors of Aarau, Olten und Zofingen were important personalities committed to the joint endeavour.
- AareLand Verein (Aareland Association): The AareLand Verein is a new cooperation that strategically aims to support cooperation in the Aareland region. It aims to support public and private stakeholders in the AA to develop joint projects in particular in support of new business developments (e.g. through the creation of the 'Learning Area Aare'). The cooperation is an institutionalised cooperation that was developed as a reaction to the model projects and the agglomeration policies of the federal level in Switzerland, and which resulted from a network platform "Mittelland". A letter of intent was initially signed in 2012 to institutionalise the formerly informal cooperation and contacts. The three cities of Aarau, Olten and Zofingen were driving forces in the cooperation. The city of Olten initially had the executive secretariat, which was later on moved to Zofingen. The particularity of the cooperation regarding their role in spatial planning coordination is that they encompass the two cantons, and cover the three planning associations ("Planungsverbände") of Aarau, Zofingen and Olten-Gösigen-Gäu.

Potentials and challenges for collaboration at supra-regional level

Challenges and opportunities for collaboration in the Aareland AA are related primarily to its location in-between metropolitan areas where major transit axis cross the AA.

With regard to the organisational-territorial structure:

- + Well-connected, the Aareland AA is attractive for settlement development. Managing urbanisation pressures and traffic issues could provide incentive for collaboration on planning matters with surrounding metropolitan AAs.
- + As result of its position, environmental protection needs supra-regional cooperation, and the support of the surrounding cantons, the expansion of which puts pressure on the development of the Aareland Area.

With regard to existing collaborations:

- + The AA is small in comparison to other AAs, with mainly the two cantons Aargau and Solothurn involved. This can facilitate cooperation across cantonal borders due the fewer number of stakeholders involved.
- + The AA can already build on existing inter-cantonal cooperation initiatives, in particular the Aareland Association. These provide an opportunity for informal coordination, joint project development and political alignment of positions.
- The location of the Aareland AA between 5 other AAs and its tiny political weight as a result of its size raise particular challenges as regards to having its voice heard.
- Cooperation across cantonal borders with the enlarged AA is mostly building on informal contacts. While this is a helpful and necessary network for coordination, the smaller AA of Aareland could potentially profit from a more formalised involvement in the coordination platforms of the surrounding AAs.
- The existing collaborations draw on limited resources, and the development and projects aim to make use of the money retrievable through the federal level.

Positioning of the Aareland AA in relation to identified cooperation potentials and challenges

The position of the Aareland AA between metropolitan areas generates the main challenges and opportunities of the AA. On the one hand, this spatial proximity brings opportunities for its development, for example in its current attempts to promote and develop itself a “learning area” for start-ups, and to support projects. On the other hand, the settlement pressures and the challenges related to national and regional transport result from this particular location as well. In short, Aareland is centrally located, but nonetheless peripheral to four metropolitan regions.

As such, it is a typical example of an inner periphery. The SSS identifies therefore inter-cantonal cooperation as a crucial element to steer sustainable spatial development in the region.

The SSS suggests an increased coordination of spatial development over cantonal borders. Such coordination can be coordinated politically by the Aareland Rat and implemented with support from the Aareland Verein. Internally, the Aareland can draw on well-established contacts and institutionalisation within the region, as the result of three well established collaboration taking place at functional level (Zofingen regio, Aarau region, Regionalverein Öltten Gössgen Gäu). An opportunity for the Aareland AA to raise its profile could be to further draw on the city networks and explore opportunities for enhanced collaboration. The Jura Region could potentially serve as an example. However, the coordination of 50-60 municipalities is in itself already a challenge. Given the resources of the coordinating bodies, the opportunities for steering are rather limited. Nevertheless, these existing bodies are an opportunity for the region to develop a more clearly defined profile, as a recreational but also economically attractive region.

With an external perspective, there are only few coordination bodies in support of supra-regional cooperation across the AAs borders. As Aareland is undergoing extreme pressure at the crossroads of two development axes, the development of inter-cantonal planning with the surrounding metropolitan areas could help solving issues it is facing. Indeed, due to its lack of political weight and its unbalanced economic development, the Aareland AA experiment difficulties to make its voice heard at that scale. The inclusion of the Aareland Rat in the surrounding metropolitan conferences could play a major role to position the region as a strategic crossroad. Indeed, until now, cantons have joined the metropolitan conferences on an individual basis, e.g. the canton of Aarau is member in the Zurich metropolitan conference.

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
Aareland Association	<ul style="list-style-type: none"> - The different Aareland collaborations have been involved in the elaboration of the SSS, in particular the Aareland Association. - The SSS has helped to position the region and bring political efforts together for a further institutionalisation. - The process of developing the AA and lobbying in the process of the SSS development helped to identify a joint name following the identification with the Aare as a connecting element. 	<ul style="list-style-type: none"> - The objectives represented in the SSS for the Aareland region have a high compatibility with the activities and goals of the Aareland Association. This relates to its development in parallel with the SSS development. - In addition to the objectives of the SSS the Aareland goals are constantly evolving with the regional needs. The 4-6 annual stakeholder meetings are part of the collaboration. - In turn, the SSS provides legitimacy at the federal level to the Aareland region as it is a recognised AA. 	<ul style="list-style-type: none"> - In the region collaboration between the major cities, the planning regions and the cantonal level is very good. - The coordination with stakeholders and initiatives across the cantonal borders and the surrounding AAs depends on individual contacts. - In the case of Aarau inter-cantonal collaboration is institutionalised, e.g. through the involvement of Aarau in the Zurich metropolitan conference. - The activities of the Aareland Association combine coordination between the different administrative levels and cooperation with private stakeholders. 	<ul style="list-style-type: none"> - The SSS has helped the Aareland region to develop its cooperation and to coordinate the proposal of joint activities. - The SSS has not changed the way the Aareland is developing. However, there was a parallelism in the process of developing the association and further institutionalising the cooperation whilst the discussion on the SSS were developing. A letter of intent has been signed in 2012, the same time the SSS was developed. However cooperation drew on the "Mittelland" cooperation which provided the framework for cooperation. - The activities carried out are influenced by the existing programmes and opportunities to apply for joint projects. - The SSS does not have an influence content-wise on the coordination between the three planning regions.

Main case study characteristics

Aareland (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
AareLand Council (AareLand Rat)	<ul style="list-style-type: none"> - Representatives of Aarau regio, Association Olten-Gösigen-Gäu, Regional Federation zofingenregio, Cantons Aargau and Solothurn, the Building Departments of Aargau and Solothurn - Regular meetings 	Cantons Aargau and Solothurn	<ul style="list-style-type: none"> - Aarau regio, Association Olten-Gösigen-Gäu, Regional Federation zofingenregio, Cantons Aargau and Solothurn, the Building Departments of Aargau and Solothurn, President Hans-Ruedi Hottiger (mayor of Zofingen) 	<ul style="list-style-type: none"> - Established in 2012 	<ul style="list-style-type: none"> - Sponsorship by, Aarau Regio, Association Olten-Gösigen-Gäu OGG, Regional Federation zofingenregio, Canton Aargau, Canton Solothurn
AareLand Association (Aareland Verein)	<ul style="list-style-type: none"> - General Meeting (the Members delegate two representatives each) - All Members have two votes, except the Cantons Aargau and Solothurn (three votes each) 	Parts of Canton Aargau and Canton Solothurn	<ul style="list-style-type: none"> - #66 cities and municipalities - #Association AareLand - Members of aaau regio - -Members of the Association Olten-Gösigen-Gäu OGG - -Members of the Regional Federation zofingenregio - Canton Aargau - Canton Solothurn 	Foundation in September 2012	<ul style="list-style-type: none"> - Sponsorship by - Aarau region - Association Olten-Gösigen-Gäu OGG - Regional Federation zofingenregio - Canton Aargau - Canton Solothurn
Agglomeration programme Aareland	<ul style="list-style-type: none"> - Federal Programme 	The Cantons Aargau and Solothurn	<ul style="list-style-type: none"> - Federal Level, communal actors 	Initiated in 2001	<ul style="list-style-type: none"> - Incentive Policies
Governmental conference of North-Western Switzerland (NWRK)	<ul style="list-style-type: none"> - Agreement of the North-Western intergovernmental conference 	Cantons Solothurn, Basel-Stadt, Basel-Landschaft, Aargau, Jura	<ul style="list-style-type: none"> - Plenary Assembly, a permanent working group, a permanent secretariat in cross-border issues cooperation with IKRB (Interkantonale Koordinationsstelle bei der Regio Basiliensis) 	Foundation in 1971	n/a
Zofingenregio	Regional Federation of Zofingen	<ul style="list-style-type: none"> - Parts of Canton Aargau and Canton Lucerne 	<ul style="list-style-type: none"> - 22 Municipalities in the Cantons Aargau and Lucerne 	<ul style="list-style-type: none"> - Foundation in 1982 (Regional Federation Wiggertal-Suhrental) - since 2006: Regional Federation zofingenregio 	n/a

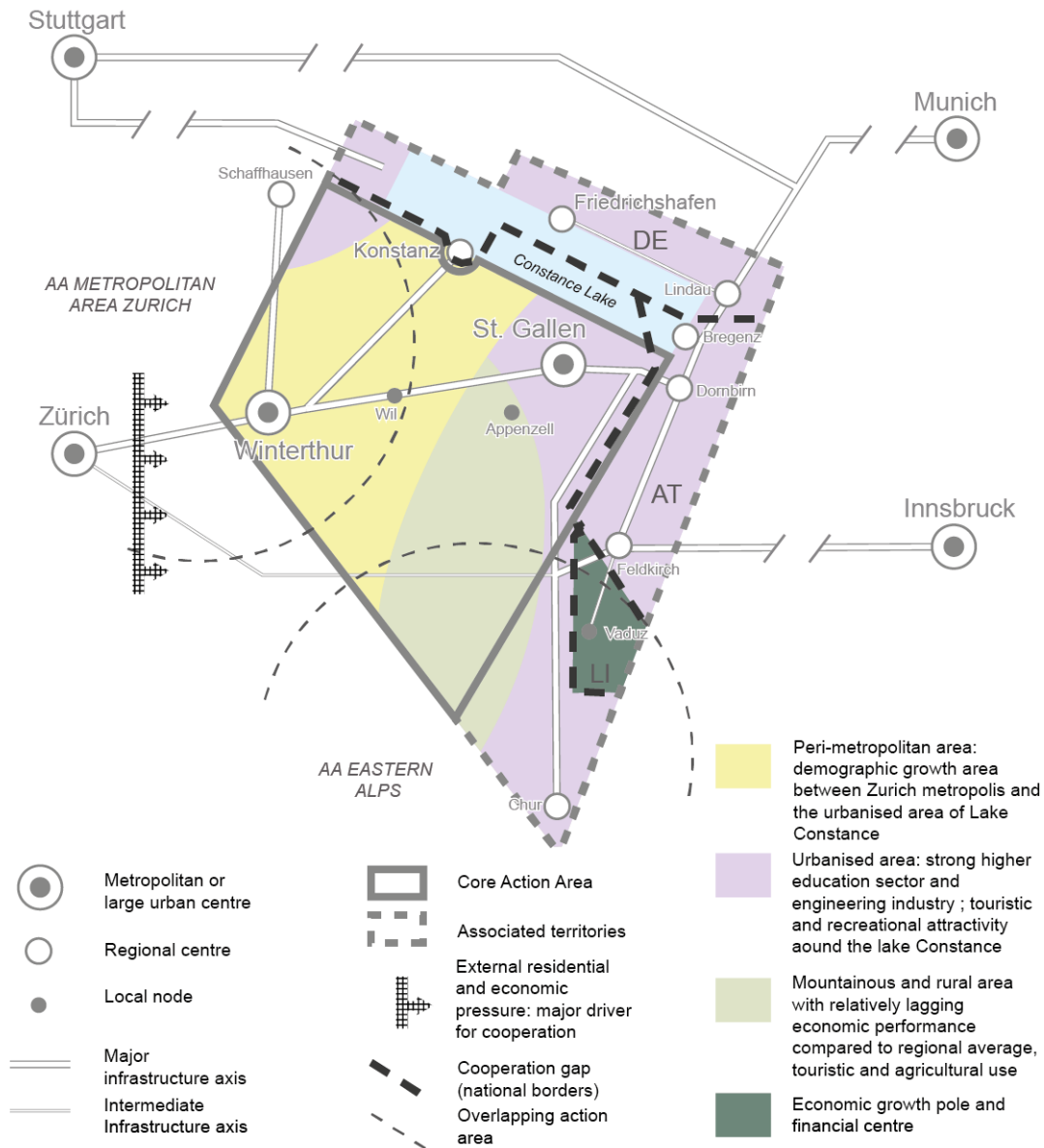
Aarau regio	Regional Federation Aarau	Canton Aargau: Municipalities Aarau, Auenstein, Biberstein, Buchs, Densbüren, Eppenberg- Wöschnau, Erlinsbach So, Erlinsbach AG, Gränichen, Gretzenbach, Kölliken, Küttigen, Muhen, Niedergösgen, Oberentfelden, Schönenwerd, Suhr, Unterentfelden	- 18 Municipalities around Aarau in the canton Aargau	- Initialisation around 1950	n/a
Regionalverein Öltten Gössgen Gäu	Regional Federation of Olten, Association	- District Olten, District Gösgen and District Gäu	- 34 Municipalities in the Districts Olten, Gössgen and Gäu - Assembly of Delegates - public and private bodies - private organisations - the canton Solothurn		Own budget
Learning area Aareland	- Offer of the Region AareLand - Framework for Innovation and Start-Up - Regional business development - cooperation	- Olten, Aargau and Zofingen	- Regional organisation in support of economic development of the Region Olten and Oftringen, Rothrist, Zofingen, City of Aargau together with the partners AareLand Association and - University of Applied Sciences Northwestern Switzerland	- Initialisation in 2011	n/a

Aareland (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
AareLand Council (AareLand Rat)	<ul style="list-style-type: none"> - Periodic networking in meetings issued with development potentials in the AareLand-Region 	<ul style="list-style-type: none"> - Project 'Impact of demographic change on the municipalities of the Aareland' - Agglomeration programme Aareland 	<ul style="list-style-type: none"> - Exchange of experience - Support of the municipalities with the implementation of projects
AareLand Association (Aareland Verein)	<ul style="list-style-type: none"> - 'Region of short distances between urban and rural' → Conservation of the small-scale parallel existence of countryside and cities - Networking with Zurich, Basel, Bern and Lucerne 	<ul style="list-style-type: none"> - AareLandWeg: cultural path through three Cantons - Relocation of the railway station Küngoldingen - Public participation in the Agglomeration Program AareLand 3rd Generation 	<ul style="list-style-type: none"> - Agglomeration of settlement and traffic - Demographic change - Partnerships - Representation of interests and cooperation - Open space development
Agglomeration programme Aareland	<ul style="list-style-type: none"> - Concentrated action of the Federal Government, cantons and communities in the transport and settlement development 	<ul style="list-style-type: none"> - Coordination of settlement and traffic - Protection of the landscape values - Spatially differentiated design of the overall transport system - Expansion of another intermodal public transport hubs - Additions to the foot - and bicycle transport network 	<ul style="list-style-type: none"> - Settlement and Traffic - Mobility
Governmental conference of North-Western Switzerland (NWRK)	<ul style="list-style-type: none"> - Mutual information and coordination among the Cantons 	<ul style="list-style-type: none"> - STEP Expansion 2030/35 (railway traffic) - Development of a process scheme for the joint implementation of federal requirements - Development of uniform criteria for the evaluation of the potential of cooperation 	<ul style="list-style-type: none"> - Federal Policy - Regional Cooperation - Intercantonal Cooperation - Cross-border Cooperation
Zofingenregio	<ul style="list-style-type: none"> - Maintain an active cooperation with the neighbouring regions and cantons - Represent the interests of the region 	<ul style="list-style-type: none"> - Convey day families - Provide services in the mother- and father advice - Regional Planning 	<ul style="list-style-type: none"> - Social Issues - Regional Planning
Aarau regio	<ul style="list-style-type: none"> - Planning votes among the communities 	<ul style="list-style-type: none"> - Strengthening inter-authority cooperation - Advice of municipalities in various subject areas 	<ul style="list-style-type: none"> - Regional Development
Regionalverein Öltten Gössgen Gäu	<ul style="list-style-type: none"> - Support maintaining public interest 	<ul style="list-style-type: none"> - Regional Planning - Drafting of solutions of regional and sub regional importance - Coordination among members and with other organisations of equal interests 	<ul style="list-style-type: none"> - Regional Development
Learning area Aareland	<ul style="list-style-type: none"> - Melting pot for new and existing businesses 	<ul style="list-style-type: none"> - The three projects implemented at this time are: - 'plug & start' - 'all in one' - 'CoWorking Space' 	<ul style="list-style-type: none"> - Education - Development - Innovation - Start-Up

5.9 Northeast Switzerland Action Area

Geographical setting

Figure 2149: Mapshot North East Switzerland AA



Source: ESPON ACTAREA (2017)

The AA Northeast Switzerland involves four Swiss cantons: Thurgau, St. Gallen as well as Appenzell Inner Rhodes (Innerrhoden) and Appenzell Outer Rhodes (Ausserrhoden). The whole area is German-speaking. Topologically, the core area of the AA lies in the Swiss Plateau, while southern parts of St. Gallen canton showing Alpine characteristics.

It is characterised by a polycentric cross-border city network around the Lake Constance with the prospering cities of Constance in Germany, St. Gallen in Switzerland on the Southern side of the lake, and the cities of Friedrichshafen (DE), Lindau (DE) and Bregenz (AT) on the northern shore of the lake.

With regard to the cross-border dimension, the AA covers parts of Germany to the North, Austria to the East and Liechtenstein to the Southeast. Cross-border interrelations are dense and intense in the region.

The whole area is part of the larger cross-border cooperation "Internationale Bodenseekonferenz" (IBK, International Conference for Lake Constance) and the "Raumordnungskonferenz Bodensee" (For a detailed description, see ESPON ACTAREA – European Atlas of soft Territorial Cooperation).

The AA can broadly be described as being composed of 4 diverse and interconnected areas:

1. An urbanised area of closely connected cities around Lake Constance;
2. A growth area around Winterthur connecting the Lake Constance area with the Zurich metropolitan area;
3. The southern, mountainous part of St. Gallen canton along with the two Appenzell cantons;
4. The Principality of Liechtenstein.

The Northeast Switzerland AA, with St. Gallen as its largest agglomeration on the Swiss side, is a region connecting the main surrounding metropolitan areas of Zurich, Innsbruck and Munich. Internally, the AA is characterised by distinctive rural-urban relationships with many small and medium-sized cities involved into Agglomeration projects and located in between tourist and agricultural areas. In between urban centres, the region is characterised by hilly landscapes with well-developed agricultural activities. The area between the Lake Constance, St. Gallen and the metropolis of Zurich is a peri-urban region with Winterthur serving as the connecting and growing node between the two regions.

The part around Lake Constance is the core of the recreational area, which attracts tourists from across Europe and beyond. The regional centres of Constance, Friedrichshafen, Lindau in Germany, Bregenz and Dornbirn in Austria are important touristic hotspots. At the same time, they are also home to companies of growth industries such as aeronautical engineering or nanotechnology and important specialised congress centres. These combined strengths generate particularly high levels of economic prosperity. Moreover, the region is characterised by a high density of universities and innovation centres (30 universities from the four countries are connected as an institutionalised network since 2000).

From a functional point of view, the city of St Gallen, with an economy dominated by the service and a strong higher education sector, is chiefly oriented towards the metropolitan area of Zurich. The Southern parts of St. Gallen canton show rural characteristics, with extensive rural areas and a mountainous landscape. The two half-cantons of Appenzell (Inner and Outer Rhodes) are located within the canton of St. Gallen with which they are fully integrated in term of functional dimension. The GDP growth is lower here than in the northern parts of the AA, However, there is a growing tourism sector, while the agrarian orientation is stable.

The Principality of Liechtenstein is separated from Switzerland by the Rhine Valley, though it is politically closely interconnected (e.g. via the currency of the Swiss Franc). It shows high levels of economic performance in particular due to the strong orientation towards the service sector including insurances, banks and foundations. Liechtenstein's main functional connection on the regional level is to the city of Feldkirch in Austria.

Synthesis of the case study

	Strategic ambition	Areas of intervention:
At AA level	<p>Make better use of the border potentials and the economic development</p> <ul style="list-style-type: none"> • Strengthen the characteristic of the AA with its diverse identities in the lake and mountainous areas • Make better use of the potentials of the border regions • Make use of the quality of the knowledge- and research institutions in the region • Further develop the tourist sector whilst taking care of the landscape quality. 	<ul style="list-style-type: none"> • make better use of the opportunities and chances arising from the border area • intensify cross-border cooperation • optimise the existing cooperation formats in the Lake Constance region
At enlarged AA level	<ul style="list-style-type: none"> • Strengthen the regional node of St. Gallen as the most important urban agglomeration in the AA on the Swiss side • Strengthen the higher education sector and foster better coordination with the enlarged AA education sector and with the Zurich ETC and economic sector • Intensify theme-centred cooperation, and each agglomeration individual strength and particularities • Make use of the touristic potential in the Alpine, lake area, and the hilly areas • Improve the transport connections towards Zurich and within the international Lake Constance Region, in particular the East-West-tangent • Preserve and sustain the natural resources and ecosystem services, both in the agricultural parts river landscapes and the Alpine areas. 	<ul style="list-style-type: none"> • Tackle new joint challenges, such as flood protection. • Make use of the potential of the cross-border city networks • Develop a cross-border strategy for the settlement, transport and landscape development.

Existing collaborations

A number of pre-existing collaboration initiatives have demonstrated that border effects can be overcome:

- Internationale Bodenseekonferenz (IBK, International Conference for the Lake Constance): The IBK is an international cooperation between Baden-Württemberg and Bavaria in Germany, the Swiss cantons of Schaffhausen, Zurich, Thurgau, St. Gallen, Appenzell Inner and Outer Rhodes, the principality of Liechtenstein, and the Austrian Vorarlberg region. The Bodenseekonferenz is an important player in connecting the lake region itself with the wider metropolitan areas. The IBK is instrumental in supporting cultural and social events and cooperation in the area, as well as providing an institutional setting to identify and overcome regulatory obstacles in this international area.
- ROK-B: The Spatial Development Commission Lake Constance aims to steer and accompany the spatial development of the Lake Constance region. The added-value of this cooperation is to explicitly take into account a spatial view, and potentially a vision (for a detailed description, see ESPON ACTAREA – European Atlas of soft Territorial Cooperation)
- Linthwerk: The cantons Glarus, Schwyz, St. Gallen and Zurich have developed a cooperation initiative in order to jointly develop flood protection programmes in the Linth plains. The cooperation between the cantons and the flood protection is an important element of supra-regional cooperation to overcome essential spatial conflicts.
- Tourism regions: The canton of St. Gallen is involved in five different supra-regional tourism regions identified as destinations: Heidiland in the Sarganserregion, the Lake Zurich region including St. Gallen, Schwyz and Zurich and the St. Gallen Lake Constance Region incl. St. Gallen and Rorschach as well as Toggenburg. Each of these regions has their own web presentation and office for the strategy development. The tourism development is of utmost importance for the region and a driving force.
- Bodenseehochschule: The cross-border network of universities in the region was founded in 2000 and aims to increase cooperation and exchange between the universities in the region. Through the cooperation the higher education sector in the whole region can be better integrated and thereby develop spill-over effects. 30 universities are currently part of the network.
- International Commission for the protection of the water quality of the Lake Constance (IGKB): The IGKB was founded in 1959 and aims to preserve the lake Constance as one of the most important drinking water reservoirs and to preserve the ecosystem. The Lake Constance, which on the one hand is the largest drinking water reservoirs and very fragile ecosystem with the economic growth centres and touristic activities, needs a careful spatial development.

Potentials and challenges for collaboration at supra-regional level

In general, the Northeast Switzerland AA is characterised by its strong cross-border interrelations around the international lake, which can draw on long-lasting cooperation networks and a good interlocal

connectivity. Nevertheless, there are several obstacles deriving from geographical features, the international contexts as well as from the influence of surrounding metropolises.

With regard to the territorial structure:

- + The region is successful in socio-economic terms with an internationally embedded, knowledge and innovation driven economy – with the shortage of qualified staff as main bottleneck. Collaboration can take place in a favourable environment.
- + Cross-border integration with regard to labour market, retail, recreation and tourism is advanced, in spite of uncertainty about toll on the German side.
- + There are no language barriers to collaboration.
- Several important transport issues are unsolved despite a long lasting debate (e.g. embedding in high speed train network, sea crossing) show limit to joint planning.
- Pressure on landscape quality due to settlement growth, transport development and energy questions (wind turbines) highlight the difficulties to reach consensus on different sides of the borders.

With regard to existing collaboration initiatives:

- + Existing high institutional thickness, i.e. many cooperation formats and long-lasting experience is a good basis for further cooperation development.
- + Currently openness of ROK-B and IBK for further development is a favourable environment for the implementation of the SSS.
- The intense cross-border cooperation in the framework of the IBK has to be taken into account when developing the AA – there is a certain risk of developing redundant structures.
- Regional development on the Swiss side is currently very much driven via the agglomeration programmes, as they have the most promising resources. How to link the agglomeration programs and the AA is an open question in this context.
- Complexity in cross-border institutional structure ('multi-level-mismatch') is difficult to overpass: mandates in German Länder are organised in a very different way than in Austrian Vorarlberg and in Switzerland.

As a result of cooperation around Lake Constance, and the many attempts to overcome institutional and regulatory obstacles, regions bordering the lake tend to focus on their internal interaction and integration. The synthetic map illustrates the complementarity of these areas with the rest of the Northeast Switzerland AA, and the potential benefits of a wider functional integration perspective within the AA. This particularly concerns relations with the Southern parts, which is more mountainous and less interconnected by transport infrastructure. The wider Action Area could also benefit from a closer connection with the area of Liechtenstein.

From an institutional, regulatory and economical point of view, St. Gallen is closely oriented towards Zurich. The regional nodes and centres are well-integrated with bigger agglomerations such as

Innsbruck or Zurich, in terms of transport connections, but also in institutional and political terms. The lake itself is an obstacle for cooperation and better integration with for example the area around Friedrichshafen. However, the map shot suggests the regions potential to identify itself as the connecting area between these surrounding metropolises.

Positioning of the Northeast Switzerland AA in relation to identified cooperation potentials and challenges

The Northeast Switzerland AA comprises a territory characterised by an already existing rich network of stakeholders and activities that aims to strengthen the cooperation. The number and experience of identified cross-border collaborations is impressive. The format of the Action Area, however, has not yet triggered concrete activities or made a difference with regard to the functioning of the cooperations modes. This has to be seen against the background that there certainly is a high compatibility between the objectives of the ROK-B (and IBK) collaboration and the objectives of the SSS for NE Switzerland, even if involved stakeholders do not explicitly refer to it (or, in many cases, are not aware of its existence).

With regard to the spatial perimeters, the AA does not fully respond to the existing cooperation formats: The AA perimeter is more focussed around the Lake Constance and positions Zürich outside the region. It is not easy for an AA which is *smaller* than the most prominent existing cross-border cooperation (IBK/ROK-B) to take over and further develop the existing cooperation activities. One has to add that the existing territorial collaboration initiatives are cooperating constructively without having fundamental shortcomings. The only urgent bottleneck might be seen in shortcomings of long term resources, and the SSS cannot provide a solution in this regard.

If the Action Areas Northeast Switzerland wants to gain momentum, the following questions are high on the agenda:

- How to include the important link towards the metropolitan space of Zürich?
- How to avoid redundant structures and to create an added value?
- How to avoid the impression that cross-border cooperation is put under a Swiss umbrella?
- How to support the need for cooperation activities beyond project funding?

There have been some intense attempts to develop joint spatial visions through the DACH+ projects and the ROK-B Conference. These are building blocks for the elaboration of a wider spatial vision for the region.

The Agglomeration projects play an important role in this region. Crossing cantonal and national boundaries, the Agglomeration projects are well positioned to support and initiate further supra-regional cooperation. By regrouping them into a city-network (comparable to the Jura City-network initiative), the agglomeration projects could help fulfilling the objectives of thinking and planning together.

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
IBK and ROK-B experts	With regard to the spatial perimeters, the AA does not fully respond the existing cooperation formats: The IBK perimeter is more focussed around the Lake Constance, and positioning Zürich to be outside the region is not automatically evident	There is a high compatibility between the objectives of the IBK/ROK-B collaborations and the objectives of the SSS for NE Switzerland	<ul style="list-style-type: none"> - All territorial collaboration initiatives are cooperating constructively with each-other - These Interrelations are tight, multi-level and multi-directional. - There is an ongoing discussion on the institutional alignment of ROK-B and IBK 	The SSS has not yet changed the way the collaboration initiatives are functioning.

Main case study characteristics

Northeast Switzerland (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels actors and	Historicity	Resources
Internationale Bodenseekonferenz	<ul style="list-style-type: none"> - Foundation (1972) - Agreement on new mission statement (Strategy) - Action Plan <p>Well formalized with:</p> <ul style="list-style-type: none"> - Conference of heads of government) - Standing Committee - Commissions - Chairmanship - Head Office 	<ul style="list-style-type: none"> - Southern Germany, Northern Swiss cantons, Liechtenstein and the Western Austrian Vorarlberg - Area of 12.000 km² 	Baden-Württemberg and Bayern in Germany, Swiss cantons (Schaffhausen, Zurich, Thurgau, St. Gallen, Appenzell Outer and Inner Rhodes), Liechtenstein, and the Austrian Vorarlberg	since 1972	Funding by members; no information about concrete amount of the budget
ROK-Bodensee	<ul style="list-style-type: none"> - works in close cooperation with the IBK without being formally part of it - weak instrumental setting - organised in an open way 	Lake Constance Region including Ravensburg in Southern Germany ,Zurich and St. Gallen in North Eastern Switzerland and Vaduz in Liechtenstein	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.	Initiated in 2001	The ROK-B has no legal mandates and not a 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 .
Linthwerk	<p>Formalized with:</p> <ul style="list-style-type: none"> - Executive Committee - Linthcommission (representatives of the member cantons and of 	<p>Swiss cantons:</p> <ul style="list-style-type: none"> -Glarus - Schwyz - St. Gallen - Zurich 	The four Swiss cantons and the Federal Government of	The Linthcommission started in 1998 to plan the restauration of the	Funding by members: St. Gallen 50%, Glarus 25%, Schwyz 15%, 10% Zurich

	the Bundesamt für Umwelt BAFU) - Linth supervisors - Linth administration		Switzerland with an advisory role.	Linthwerk. The Planning and construction phase took until 2013. The first initiative in the Linth area dates back to initiatives by Hans Konrad Escher between 1807 and 1823.	
Tourismusregionen	Five different supraregional tourism regions - Heililand in the Sarganserregion - the Zurichlake region - the St. Gallen Lake Constance Region - Toggenburg	Area between the Zurich-Toggenburg-Heidiland- Line and the Southern borders of the Lake Constance	The five tourism regions are organised in small offices	The tourism regions in St Gallen were developed to strengthen the tourism in the St. Gallen Canton.	No information on the webpages
Bodenseehochschule	- no legal personality - cooperation of 30 higher education institutions - Cooperation Council	fuzzy	Cooperation of 30 higher education institutions in Germany, Liechtenstein, Austria and Switzerland	Initialization by the IBK and the Commission "Bildung, Wissenschaft und Forschung" in 1998	-Financial funding by the IBK -IBH Projects are funded by Interreg- "Alpenrhein-Bodensee-Hochrhein"
International Commission for the protection of the water quality of the Lake Constance	- yearly meeting of the Commission - strategic expert groups with different departments - project groups if required	Lake Constance Region	- Liechtenstein and the neighbouring states of the Lake - Germany, Switzerland, Austria Actors: - the State of Baden-Württemberg - the State of Bavaria - the Swiss cantons	Foundation and inaugural meeting in 1959 in St. Gallen	

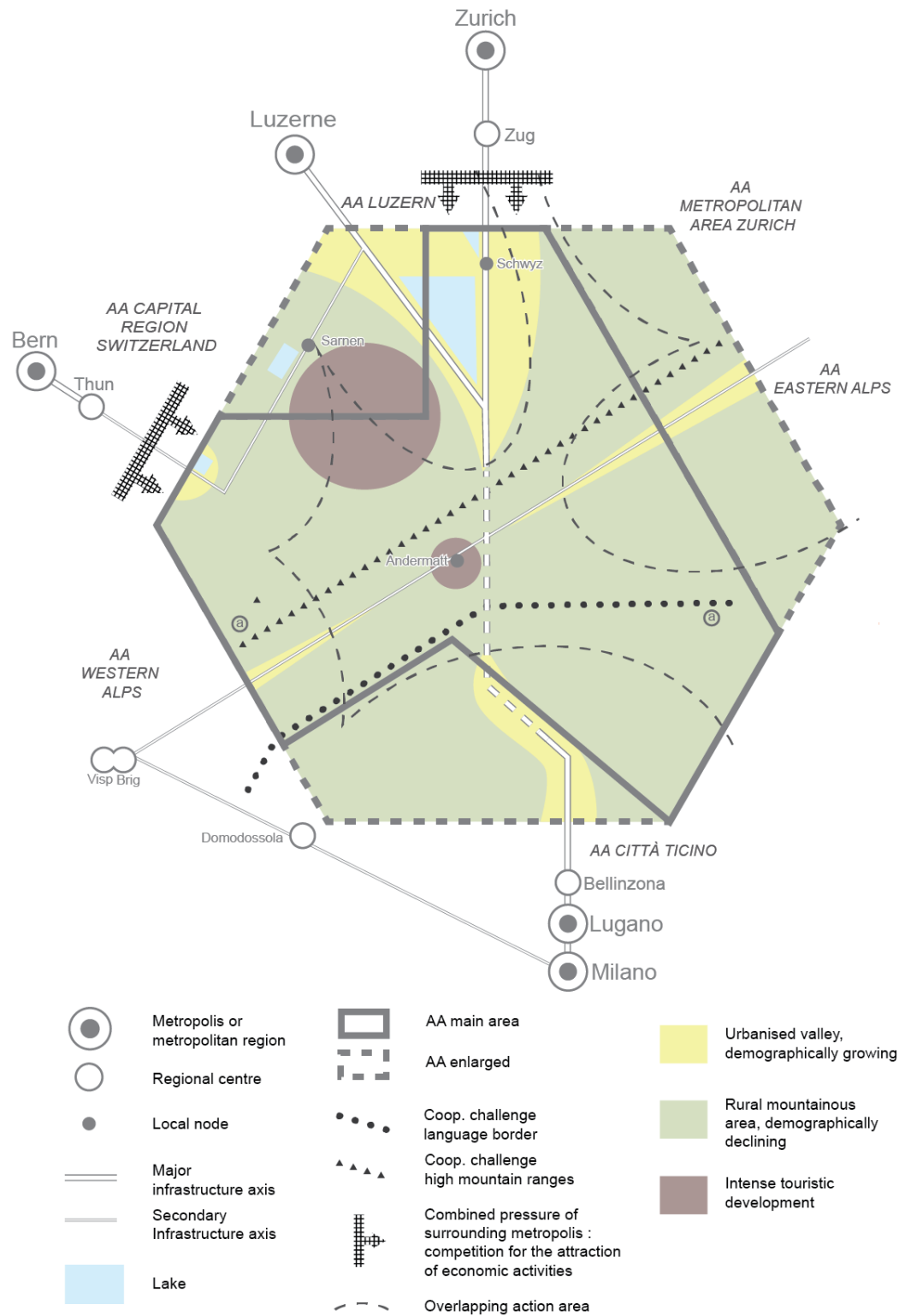
			Thurgau, St. Gallen, Grisons, Appenzell Ausser- and Innerrhoden - Liechtenstein		
--	--	--	---	--	--

Northeast Switzerland (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Internationale Bodenseekonferenz	<ul style="list-style-type: none"> - Cross-border joint policies and projects - Overcome borders - Preservation and support of the Lake Constance region 	<ul style="list-style-type: none"> - Coordinate on environmental and water protection - Projects to increase the competitiveness of the area and maintain a high standard of living and remove cross-border barriers 	<ul style="list-style-type: none"> - Education - Culture - Environment, Nature, Energy - Transport - Economy, Employment, Tourism - Health and social affairs - (Spatial Development via ROK-B)
ROK Bodensee	International cooperation focused on water management along the Rhine River and the Lake Constance	<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. 	<p>Focus on</p> <ul 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+) <p>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).</p>
Linthwerk	flood protection	Development of new area for flood protection.	Flood protection and restauration and preservation of the Linthwerk.
Tourismusregionen	Increase Tourism in the St. Gallen Canton	Develop 5 tourism regions and market their particular assets, such as the Heidiland	Provide a webpage with additional information
Bodenseehochschule	<ul style="list-style-type: none"> - Expansion of cross-border mobility in teaching and further education - Joint promotion of young scientists 	<ul style="list-style-type: none"> - Interdisciplinary collaboration in teaching and research as well as in higher education services - Projects focused on the economic and social issues that are particularly relevant to the region 	<ul style="list-style-type: none"> - Energy - Environment and Mobility - Education, Social issues and Health - Demographic Change
International Commission for the protection of the water quality of the Lake Constance	Joint and coordinated efforts of the neighbouring countries of the Lake Constance to keep it clean	<ul style="list-style-type: none"> - Monitoring of the Lake condition - Determination of pollution causes - Damage prevention - Recommendation of coordinated remedial actions - Recommendation of preventive measures 	Nature conservation

5.10 Gotthard Action Area

Geographical setting

Figure 2220: Mapshot Gotthard AA



Source: ESPON ACTAREA (2017)

The Gotthard Action Area is nested in the core of the Swiss Alps at the crossroads of north-south and east-west Alpine corridors. It is characterised by small and scattered settlement structures within high mountain environment. The core of the AA is composed by canton Uri and remote valleys of cantons Grisons, Ticino and Valais. Looking at the wider definition of the AA, it encompasses parts of cantons Obwald, Nidwald and Bern.

The region therefore has no major urban centre, but is exposed to numerous influences. While it belongs to three linguistic regions and spans over Alpine passes, the region holds its rationale primarily to a development project called Program San Gottardo. The question whether a policy program is sufficient to “make a region” is however still open. Indeed, Gotthard AA is characterised by extensive overlaps with the neighbouring AAs: Città Ticino, Western Alps, Capital Region Switzerland, Luzern, Metropolitan Area Zurich and Western Alps. In such a territorial context, intercantonal cooperation is aimed to play a strategic role for the development of the region. Further, it is the last rural area in the country that is located outside of direct influence of urban centres, sharing in that way many similarities with the concept of an inner-periphery.

Traditional economic activities such as the ones related to agriculture and forestry are declining progressively, because of global changes affecting the economies of Western European countries. There are also fewer employment opportunities within the military. As a result of its geographical and economic situation, the Gotthard AA faces the same demographic challenges as most other remote Alpine valleys. Selective in and outmigration lead to a negative migratory balance, resulting in population decline and pronounced ageing. In that sense, the maintenance of existing employment opportunities and the creation of new possibilities is a necessity to retain population in the region. However, remoteness creates a situation that is *a priori* not favourable for investments.

The local economy can seek to capitalise on the relative accessibility of the AA. The transport axis hosts some of the most intense tourist flows in Switzerland. The East-West Matterhorn-Gotthard panoramic train that links the hotspots of the Eastern Alps AA to the ones of Western Alps AA transports 2.5 million passengers per year. A panoramic road makes it possible to do the same journey by car from spring to fall. The north-south axis of Gotthard is part of a major European road and rail axis (TEN-T). In 2014¹⁹ more than 6 million vehicles crossed the tunnel and 579'000 took the road via the pass, making an estimate of 14 million travellers per year. Besides employment opportunities linked to the maintenance of these infrastructures in a high mountain environment, the flows that cross the region offer opportunities for reinforcing the tourist industry. Besides traditional ski destinations in the winter, the region has to capitalise on

¹⁹<https://www.astra.admin.ch/astra/fr/home/themen/nationalstrassen/sanierung-gotthard/verkehrsentwicklung.html>

its outstanding natural, rural and cultural heritage to foster tourist development and reinforce local economy.

In any case, as a result of the geographical delineation of the Gotthard AA, implementing planning and development initiatives will require inter-cantonal collaboration.

Description of the Gotthard AA in the SSS:

	Strategic ambition	Areas of intervention:
At AA level	<ul style="list-style-type: none"> • Develop existing inter-cantonal cooperation • Promote tourist regions and resorts • Promote territorial branding under a unique label • Reinforce mountain agriculture • Preserve high altitude mountain landscapes • Preserve and take advantage of natural and cultural heritage 	<ul style="list-style-type: none"> • Ensure inter-cantonal implementation program for the regional policy (NRP) • Adapt tourist centres to structural evolution of winter tourism and develop alternative forms of tourism to support summer tourism • Implement label "San Gottardo" • Coordinate measures in agriculture with tourism and labelling • Plan cautiously the development of major (renewable) energy projects within a supra-regional strategy • Cultural heritage should be used for developing local economy. Regional nature parks can play a significant role to achieve this objective.
At enlarged AA level	<ul style="list-style-type: none"> • Develop cooperation with other AAs (Città Ticino, Lucerne, Western & Eastern Alps) • Integrate transit infrastructures • Mitigate the effects of the new Gotthard basis tunnel (Ten-T) • Elaborate a supra-regional strategy for renewable energies 	<ul style="list-style-type: none"> • Take the opportunity to enhance planning, landscape and ecology of the region when renovating transport infrastructures • Maintain the historic Gotthard train tunnel as the main line for regional and tourist transport.

Existing collaborations

The Gotthard AA is supported by a dedicated intercantonal initiative by means of which the cantons of Uri, Ticino, Grisons and Valais have joined their efforts into thinking, planning and acting together. Supraregional collaboration started in the years 2007 under the former Swiss

regional policy²⁰ and passed into the New Regional Policy (NRP) in 2008. It has since led to an intercantonal NRP implementation programme called San Gottardo 2020 that supports the Gotthard AA to create its own identity. The programme was developed as a second layer to the NRP strategy developed in each canton. It is now in its third phase. Among other reasons the leaving of the army in the Gotthard area was an important impetus to identify early counter measures to prevent economic decline. The implementation program aims at strengthening specific potentials of the region, fostering innovation for the creation of added-value and support cooperation in the perspective of sustainable development. As a result of regional characteristics, emphasis is put on tourism, marketing/branding, and collaboration with accent set on both, “hardware” (tourist infrastructures with related actions in industry, agriculture and commerce) and “software” (cooperation capability, products development, marketing, and tasks coordination). Following an initially broader focus, the Gotthard program mainly concentrates on projects supporting the touristic development and developing a brand for the Gotthard region.

The implementation is the responsibility of four sub-AA entities in their respective cantons, each of them being in charge of developing their own strategy in compatibility with the inter-cantonal implementation programme:

- Region Surselva is a public-law association responsible for regional development in an area located at the higher part of the Rhine River in the canton of Grisons. It hosts about 26,000 Romans-speaking inhabitants in a region where the economy is mainly oriented toward tourism and agriculture.
- Regional centre for development of Bellinzona and the valleys is a public-law association responsible for regional development in the north-eastern part of the canton of Ticino. It covers the South Slope of the Gotthard, stretching from Bellinzone (capital city of the canton of Ticino) to the pass. It has around 76'000 Italian-speaking population, out of which more than 40,000 live in Bellinzone.
- Competence centre for regional development in German-speaking part of canton Valais is a public-law association responsible for regional development in the German-speaking part of the canton of Valais. The area concerned with the San Gottardo 2020 is however limited to the upper part the Rhone River valley, called Goms, where the economy is mainly oriented toward tourism and agriculture. Population of Goms is made of 5,500 German-speaking inhabitants.
- The Department of economic affairs of canton Uri is in charge of the North Slope of the Gotthard where the whole canton is concerned with the program San Gottardo 2020. The canton is made of 20 municipalities, accounting for about 36,000 inhabitant out of them 9,000 are living in the capital (Altdorf). Unlike in the three sub-regional entities

²⁰ Support to investments in the mountain regions (RS 901.1; LIM/IHG)

where a public-law association is responsible of the development program, the coordination in Uri is the role of the cantonal administration.

In the Gotthard area, there is a high congruence between the SSS strategy to set up an AA and the co-existing intercantonal project in the framework of the Swiss regional policy.

Potentials and challenges for collaboration at supra-regional level

With regard to the territorial structure:

- + Transport corridors and related coordination issues have for a long time been acting as “connectors”. The inherited habit of working together on infrastructures and trade can act as a basis upon which more comprehensive and integrated initiatives such as San Gottardo can count on.
- + Mountain environment provides a common referential for population that share a ‘way of life’. The joint cultural heritage of mountainous life can facilitate the development of an increasing cooperation between the different regional stakeholders and valleys. On the basis of a common ‘way of life’ the cooperation and development initiatives may target touristic initiatives.
- The lack of urban and other regional or touristic centralities creates a situation where decision-making centres are *de facto* located outside the AA.
- Natural barriers are reinforced by linguistic and administrative ones. The issue is particularly relevant with canton of Ticino that is the sole Italian-speaking partner in the AA.

With regard to existing collaboration initiatives:

- + The San Gottardo program established since 2007 results in well-developed cantonal cooperation that facilitates planning at the scale of the AA with, for example, an intercantonal NRP implementation program. The constant exchange facilitated through the program is an advantage.
- The implementation of the San Gottardo 2020 program faces administrative complexity due to being based on four different cantonal regulations. As projects necessarily involve a supra-cantonal consortia and cofinancing of the project partners, barriers for project development are considered relatively high by the regional stakeholders.
- Conflicts in territorial branding: the label St. Gotthard comes in conflict with pre-existing branding initiatives at all levels. In the canton of Valais for example, there are pre-existing labels at cantonal level (Valais/Wallis) and at local level (Goms). At the same time the touristic brand “St. Gotthard” targets a rather large region that is not identifiable as a unit for tourists.

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

The SSS main objective in the Gotthard AA is the promotion of inter-cantonal cooperation, as an umbrella under which a variety of action and projects would be implemented. Lasting for over a decade in the framework of the regional policy, the existing cooperation is now bearing fruits. Projects are mainly addressing a variety of tourism-related issues, as for example branding & marketing, housing, transports, sport activities, heritage valorisation, but not only. Energy, agriculture and coordination are also currently targeted.

Emphasis of planning and development initiatives is presently laid on branding initiatives like the label St. Gotthard for tourist activities or agricultural activities and products. These are necessary for the region to stand out and access/retain parts of the (tourist) flows that crosses it. Indeed, the idea is to encourage a larger proportion of tourists to stay overnight in the region, instead of just travelling through it.

Historicity explains partly the high level of compatibility between the objectives of the inter-cantonal strategy and the SSS as a result of a tautological process. Indeed, the objectives of a common strategy for the inter-cantonal Gotthard project signed in 2007 have been substantially transferred into the SSS. Whilst the program managers itself were not involved in the making of the SSS, the cantonal representatives have used the strategy making progress to embed the regional strategy for the Gotthard area into the SS.

The Gotthard AA provides an interesting example on how the SSS and regional policy have crossed-fertilised. Through the development of the SSS the St. Gotthard area received an additional recognition as an area for joint activities. Whilst the program initially positioned the region as an implementation programme of a dedicated policy, the recognition of the Gotthard area as an AA supports the wider development of identifying the Gotthard area as a joint area. The development of the St. Gotthard strategy documents is in line with the SSS, as it reflects the priorities of the cantons for their joint activities, in particular the development of touristic products. The regional stakeholders implementing projects under this framework, however, are not necessarily aware of this policy framework.

Nonetheless, due to the quite restricted economical focus of the NRP (limited on supporting export activities, entrepreneurship and innovation), a mountain AA such as Gotthard needs to mobilise other sectoral policies that would help achieving a more comprehensive and sustainable development as promoted by the SSS. In general, fostering regional development through economic projects, even more so with the concept of co-financed projects in contrast to investments, can only target particular aspects of regional development. In order for the programme to contribute to a wider development, a more coherent embedding in regional and in particular sectoral policies would be needed. Whilst the programme can only contribute to a limited extend to the development, some dynamics in the region cannot be taken up by the programme due to administrative challenges. This might include the missing capacity of co-financing and the need for investment in the region as much as the administrative challenges of respecting four cantonal regulations. The potential for intercantonal cooperation also with

neighbouring AAs is slowly developing, as e.g. cooperation with the canton of Berne around a project to build a tunnel under the Grimsel Pass is supported through the programme.

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
RW Oberwallis Competence centre for regional development in German-speaking part of canton Valais	<ul style="list-style-type: none"> - It took part in the elaboration of the SSS, but not with regard to the Western Alps AA it belongs to or the Gotthard AA it overlaps with, but with the Capital Region AA it has strong functional links with (e.g. Lötschberg corridor, economy, culture, Jungfrau-Aletsch UNESCO). - Little attention is given to SSS principles as they are thought to be too theoretical. - In order to mobilize existing human resources toward AA implementation, financial support and projects in the framework of the SSS would be welcome 	<ul style="list-style-type: none"> - There is no dedicated attention to the objectives of the SSS. - Motivation could come from project and exchange platforms to be set up by ARE. - Compatibility between the objectives is a result of the tautological process. - Indeed, the objectives of common strategy for intercantonal Gotthard project in 2007 have been transferred into SSS. - These objectives are now part of the intercantonal NRP implementation program for the Region St.Gotthard 	<p>Collaboration over Gotthard AA are happening at two levels:</p> <ul style="list-style-type: none"> - Political: ministers in charge of territorial development of the 4 cantons meet once a year - Administrative: 2 representatives per canton meet 4 times a year 	<ul style="list-style-type: none"> - The SSS is said to have changed nothing in the pre-existing collaboration processes. - No activity that could not be achieved without the framework of the SSS has been identified.
Program San Gottardo 2020	<ul style="list-style-type: none"> - The SSS provides a background to the discussion - The development of the San Gottardo program has been discussed largely without reference to the SSS - The existence of the program led to the recognition as an AA 	<ul style="list-style-type: none"> - The objectives of the program and the SSS are coherent. - The objectives have been transferred into the SSS - 	<ul style="list-style-type: none"> - Cantonal political representatives meet regularly, and provide the guidelines for the project implementation. - A further alignment of the four NRPs with the San Gottardo program could support the development of coherent projects. - There is little cooperation with other cantons. However, exemplary projects have been developed where projects are support by the NRP of surrounding areas. 	<ul style="list-style-type: none"> - The regional objectives have existed beforehand. The SSS is not particularly known in the region. However, the political recognition of the area, helps the promotion of the brand. - The SSS is a more static document, whereas the program continuously adjust the concretisation of its objectives with every period.

Main case study characteristics

Gotthard area (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
San Gottardo Programme 2020 (http://www.gottardo.ch/de/programm-san-gottardo-2020)	San Gottardo Implementation program 2016-2019	Cantons Uri, Tessin, Wallis and Graubünden	<ul style="list-style-type: none"> - Cantons Uri, Ticino, Wallis and Graubünden - State Secretary for Economy SECO - Part of the New Regional Policies of the Federal State of Switzerland (NRP) 		Subsidies in the course of NRP
Regiun Surselva (http://www.regiun-surselva.ch/instituziuns/home/)	Public-law association with its own legal personality	Anterior Rhine valley between Laax and the source of the Rhine With side valleys Lumnezia, Safien, Medel, Vals and Val Sumvitg	<ul style="list-style-type: none"> - Region Surselva with 17 participating municipalities - Institutions: Recicladi Surselva (waste disposal), Formaziun Surselva (Education), Curatella Surselva (occupation), Uffeci da Stadi Civil Serselva (Registry Office), Stumadira e concuors Surselva (Debt Enforcement and Bankruptcy) 	Foundation in 1977	NRP Investment assistance credit of the Federal State of Switzerland
Ente Regionale Per Lo Sviluppo Bellinzonese e Valli The Regional Development Agency of the Bellinzona and Valleys (ERS-BV) (http://www.ers-bv.ch/)	<ul style="list-style-type: none"> - Regional Development Agency born under the New Regional Policy (NRP) - A private law association 	The area of the Regional Authority for the Development of Bellinzonese and Valli includes 4 districts (Bellinzonese, Riviera, Leventina and Blenio)	<ul style="list-style-type: none"> - The municipalities of the districts of Bellinzona, Blenio, Leventina, and Riviera - Assembly of delegates - Board of directors of 7 members - Advisory Committees 	Established in 2010	

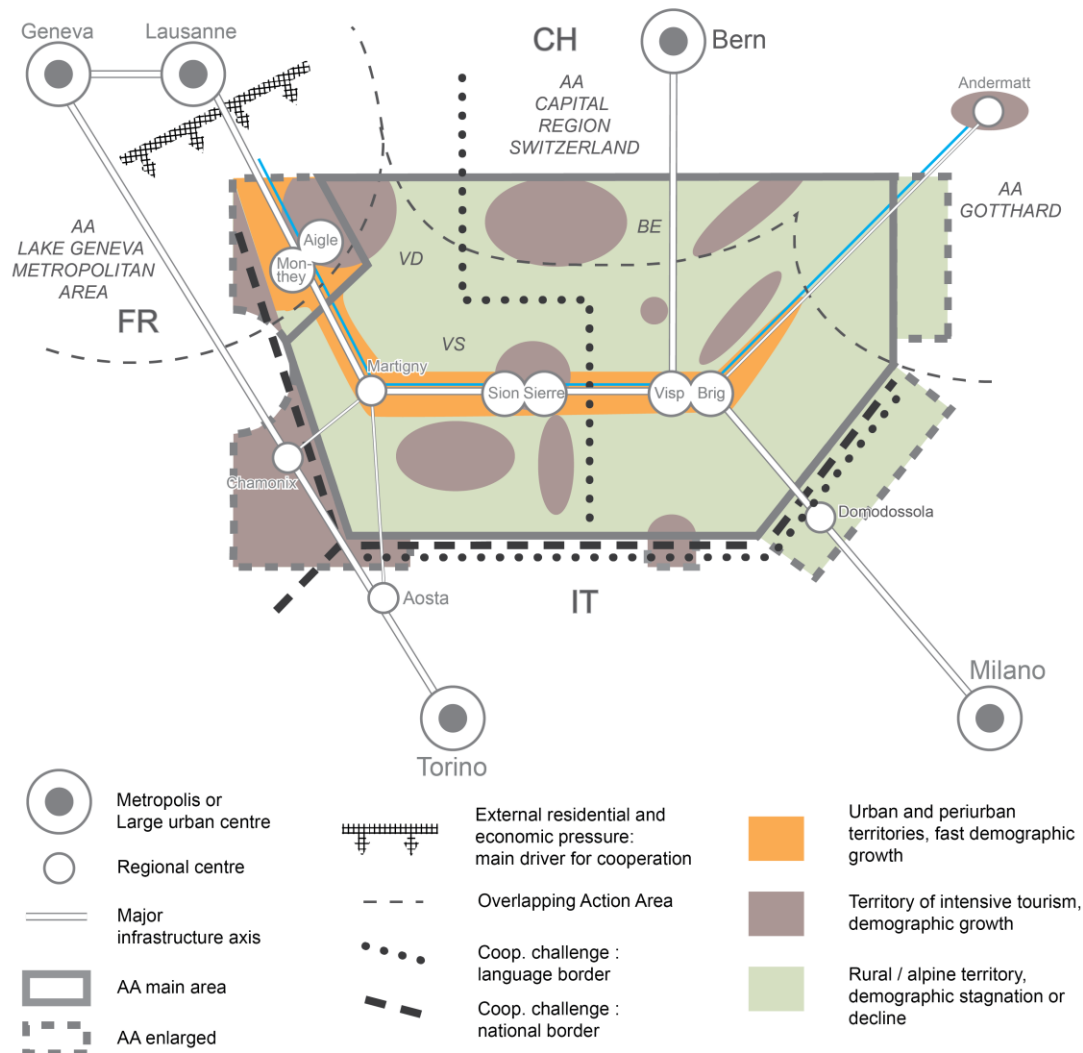
RW Oberwallis Competence centre for regional development in German-speaking part of canton Valais (https://www.rw-oberwallis.ch/allgemein/home)	<p>The RWO AG is owned:</p> <ul style="list-style-type: none"> - 1/3 by the canton of Valais - the association Wirtschaftsforum Oberwallis - and the association Oberwallis <p>Cooperation over Gotthard AA:</p> <ul style="list-style-type: none"> - Is formalised by a contract between the 4 cantons (GR, TI, UR, VS) - There is a common implementation program for Gotthard (subsidiarity with the program for Valais and the other cantons) - RWO has a service agreement with Canton Valais for the Gotthard 	<p>Covers the German-speaking part of Canton Valais</p> <p>Gotthard AA is made of the district "Goms" and 4 additional municipalities from district "Östlich-Raron"</p>	<ul style="list-style-type: none"> - Canton Wallis - Association Oberwallis - Administrative Board RW Oberwallis AG - Involved municipalities - Private actors such as for example Matterhorn-Gotthard Train company, hotels, tourist associations. 	<p>RWO was established in 2008 with the implementation of the new regional policy</p> <p>The common strategy for intercantonal Gotthard project was developed in the early 2000's and published in 2007</p>	<ul style="list-style-type: none"> - Canton - Federal policies (mainly NRP) - Municipalities (not anymore in the case of Gotthard AA since 2015 as result of canton Ticino request to stop municipal per inhabitant municipal contribution)
---	---	---	--	---	--

Gotthard area (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Program San Gottardo 2020	Political instrument for regional development in the Gotthard area	Initialisation, coordination and facilitation of projects	<ul style="list-style-type: none"> - Exploiting one's own potential - Innovation and value-creation orientation - Cross-border cooperation and sustainability
Regiun Surselva	Promoting regional economic development in the region, in cooperation with the cantonal and federal authorities	<ul style="list-style-type: none"> - Elaboration of new tourism products - Support of enterprise - Environmentally friendly waste management - Offering attractive educational, cultural and therapeutic services 	<ul style="list-style-type: none"> - Tourism infrastructure development - Entrepreneurship - Waste disposal - Education
Ente Regionale Per Lo Sviluppo Bellinzonese e Valli	Promoting regional economic development, in cooperation with the cantonal and federal authorities and the actors present in the territory	<ul style="list-style-type: none"> - Carrying out the functions assigned by the regional policy laws - Platform for exchanging experiences - Promoting collaboration between the actors present on their territory - Promotion of regional interest and regional development activities 	<ul style="list-style-type: none"> - Information and support in the area of regional policy - Economic promotion
RW Oberwallis	Initiate, implement and support projects aimed at increasing the competitiveness of the Oberwallis business and life space	<ul style="list-style-type: none"> - Regional Management - Transfer of Knowledge - Business development 	<ul style="list-style-type: none"> - Tourism (infrastructures, cable transports, railroads, Nordic and Alpine ski, artificial snow, golf) - Agriculture (based mostly on dairy products: branding under St. Gotthard and international marketing) - Miscellaneous actions

5.11 Western Alps Action Area

Geographical setting

Figure 2324: Mapshot Western Alps Action Area



Source: ESPON ACTAREA (2017)

The Western Alps are a bilingual area that consists of canton Valais and the Alpine parts of cantons Vaud and Bern. It is divided functionally and culturally, as the French-speaking part is part of the influence areas of metropolitan regions around the Lake Geneva, while the German-speaking part is rather oriented toward Bern, Zurich and Basel. These external influences are all the more significant considering the absence of metropolitan regions within the area.

The area can also be considered as a component of a wider transnational mountain region that includes the valley of Chamonix in France and the autonomous region of Aosta in Italy.

Its core area is composed of a string of dynamic regional centres and their hinterlands that stretch along the Rhône river valley. In the north-western part – so-called Chablais – commuting to Lake Geneva metropolitan regions is a major and increasing aspect of local development, particularly with regard to mobility and housing. In mountain parts, tourist centres play an important role for service provision and employment. They function as secondary growth poles for surrounding rural areas, some of which experience economic and demographic decline.

Within the Western Alps, transport infrastructures follow the Rhône river valley, while the extended area also includes the Arve Valley. The third major north-south axis is organised around the Lötschberg and Simplon tunnels. These corridors are all of European significance. They facilitate access to neighbouring metropolitan regions.

Description the Western Alps AA in the SSS

	Strategic ambition	Areas of intervention:
At AA level	<p>Develop cooperation and integrated planning:</p> <ul style="list-style-type: none"> • Among the string of regional centres that sprawl along the Rhône River valley (sound repartition of services & activities) • For a global approach of tourism and tourist destinations • Ensuring a decentralised development (population, services and jobs) in mountain areas • To come up with a strategy for the use of renewable energies 	<ul style="list-style-type: none"> • Adapt tourism to climate change and the renewed expectations of tourists • Take profit the project "reshaping Rhône Riverbed" to foster sound planning of the Rhône valley (urbanisation, nature, agriculture, natural risks, leisure) • Preserve high-mountain heritage • Ensure accessibility to mountain settlement (transport chain from metropolitan areas) • Create value for agriculture and forestry (incentives, branding) • Goods and services provision • Higher education & innovation • Parks and nature • Energy
At enlarged AA level	<p>Reinforce strategic collaboration:</p> <ul style="list-style-type: none"> • French-speaking part: with Lake Geneva metropolitan area • German-speaking part: with Bern, Zürich and Basel metropolitan areas • Cross-border cooperation programs (Mont-Blanc, Aosta & Domodossola) 	Not mentioned

Existing collaborations

A number of pre-existing collaboration initiatives have demonstrated that the above-mentioned barriers can be overcome:

- Chablais Région (overlap with Lake Geneva 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 intercantonal agglomeration strategy has been adopted, and joint hospital and infrastructure projects have been implemented.
- 3 Chablais (overlap with Lake Geneva AA) can be seen as a spin-off effect 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”)
- Swiss Alps Jungfrau-Aletsch UNESCO : this collaboration is a success-story with regards to collaboration on nature protection, ecosystem services and tourism development across a high mountain ridge. It shows that “watershed mind” can be overcome.
- Espace Mont-Blanc has been supported by the EU as a transnational laboratory for sustainable development in mountain regions. It involves 35 municipalities in 3 countries that share the same history and culture and face similar issues (tourism, traffic, mountain environment).

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 towards 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 in the Swiss Capital case study.

On top of these, one has to mention collaboration that is taking place in the context of Lake Geneva Council and the Gotthard Area. These will be investigated within their respective (main) AA.

Potentials and challenges for collaboration at supra-regional level:

With regard to the territorial structure:

- + Mountain environment provides a common referential for population that share a common “way of life”, which in turns can be translated into a shared identity.
- + Mountain massifs can provide spatial referential and a scale for local actors to shared their visions.
- + Alpine transport corridors and related coordination issues have for a long time been acting as “connectors”. The inherited habit of working together on some issues like

common infrastructures and trade may serve as a basis for more comprehensive visions and integrated planning practices.

- High morphological fragmentation is the main obstacle for joint planning. Continuous high altitude mountain ridges strongly limit interactions outside of the above-mentioned transport corridors.
- Natural barriers have often been reinforced by cultural, linguistic and/or administrative and national ones, which has reinforced ‘watershed’ thinking.

With regard to existing collaboration initiatives:

- + Existing collaboration provide examples on how to overcome morphological and politico-cultural fragmentation in terms of both, corridor and massif situations.
- + These collaboration initiatives open the path to a possible future bridging AA strategy, in multiscalar perspective.
- The relatively limited number of supra-regional collaboration initiatives and their scattered pattern does not cover the AA. In that sense there is a need to think how supra-regional planning could be articulated with collaboration taking place at functional level.
- Cultural, in particular linguistic barriers, orient collaboration in a way that tears the Western Alps AA into two parts: French part and German part.

Positioning of the Western Alps AA in relation to identified cooperation challenges and opportunities

In its description of the Western Alps AA, the SSS focuses on cooperation opportunities rather than challenges. This implies that natural, cultural, linguistic and administrative/national barriers described in the synthetic map are not addressed in detail. The Regional Centre for Regional development in Oberwallis (German –speaking part of Canton Valais; RWO) for instance has not been collaborating with the Western Alps AA for the elaboration of the SSS, but with Capital City AA. This is explained by the fact that natural relationships (cultural, economic, higher education for example) are happening along the Lötschberg corridor and the relations with the French part of the Western Alps AA are less relevant, especially with it comes to concerns with links to the Lake Geneva AA.

Field actors have an established record of accomplishment when it comes to overcoming these barriers when needed, i.e. when this was required to address issues of strategic importance. Therefore, existing cooperation initiatives are not only a set of networks around which the AA could be built on; they have elaborated series of good practices from which actors across the AA can draw inspiration:

- Collaborations over mountain ridges (also called ‘massif planning’) is particularly could help to fill identified policy gaps in adjacent areas to the highest mountain ridges North

and South of the Rhône river valley. In these territorial settings, tourism, renewable energies, ecosystem services and parks could act as drivers for collaboration.

- Bilateral collaboration, such as the ones developed for the management of vital transport axis with Lötschberg, Domodossola and Aosta could become the drivers of a more global and strategic approach in cooperation and planning territorial development. Transports in relation with environmental issues were indeed one of the drivers for starting an integrative and strategic collaboration around the Mont-Blanc.
- Similarly, modelled on the history of collaboration from “les Portes du Soleil” to “3 Chablais”, bilateral collaboration initially set up for cross-border ski resorts could play a similar role in the area of Zermatt – Saas – Breuil – Macugnaga.

An ‘AA dynamic’ in the Western Alps would hence result from efforts to bridge different forms of collaboration within the area. Interviews and document reviews suggest that most actors working within existing initiatives are not aware that their activities are in line with the goals of the SSS. A first priority is therefore to enhance communication efforts on the principles of AAs, and on the objectives pursued within this framework in the Western Alps. Competence centres and other organisations set up in the framework of the New regional policy (NRP) and the Agglomeration policy, mainly active at functional level, hold necessary human resources. These competencies could be involved in the AA implementation by thinking from a multilevel functioning. In order to mobilise existing human resources toward AA implementation, financial support and project implementation by ARE in the framework of the SSS would be welcome. Second, the Western Alps AA could be more explicitly presented as an initiative seeking to capitalise on past and current good practices by promoting their application across the area.

Main case study characteristics

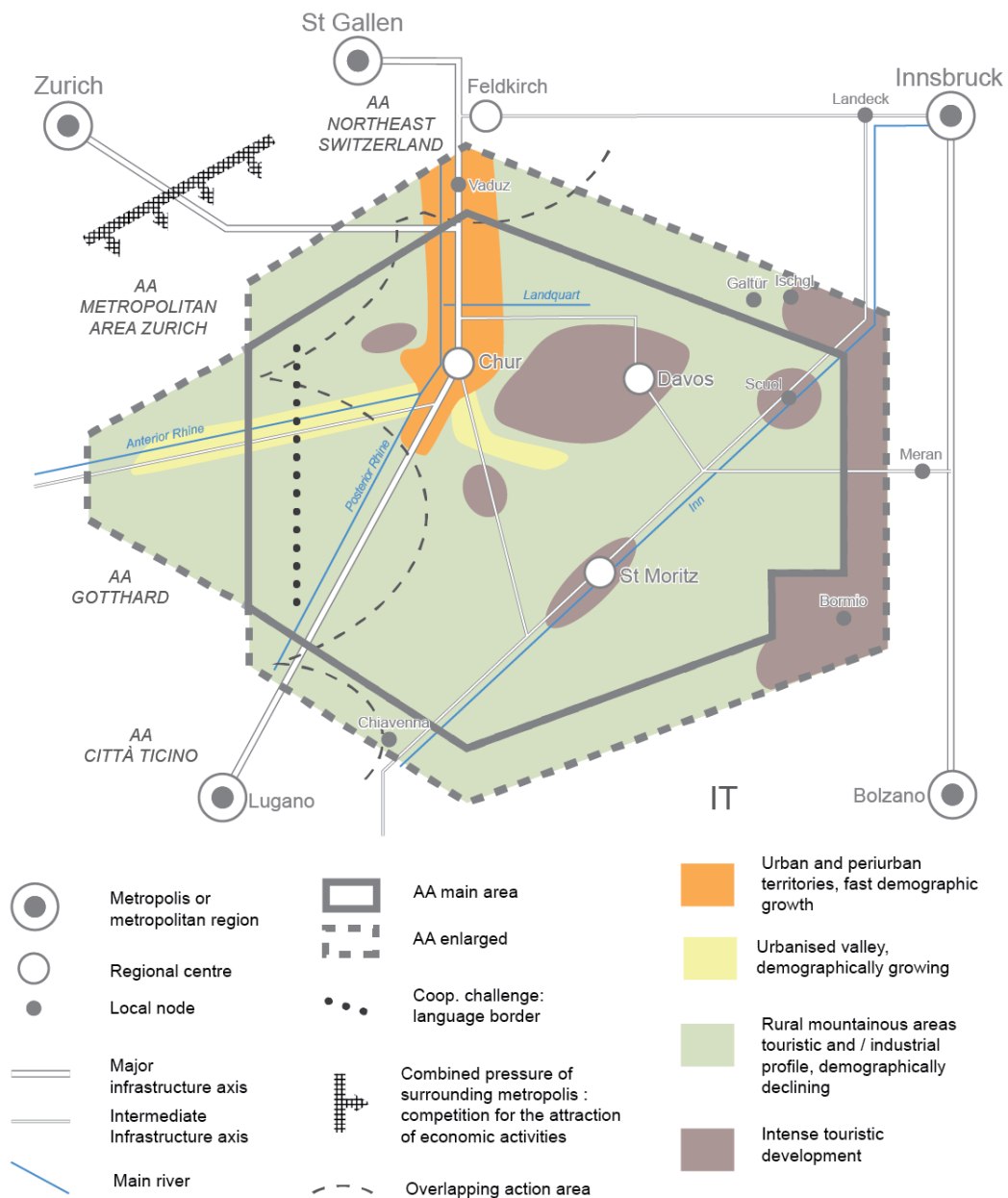
Western Alps area (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Chablais Région AA scale Intercantonal	Formalised cooperation with permanent secretary	Swiss Chablais: <ul style="list-style-type: none"> - North-western part of canton Valais - 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
Swiss Alps Jungfrau-Aletsch UNESCO AA scale Intercantonal	Well formalised with: <ul style="list-style-type: none"> - Foundation (permanent) - Steering committee - Advisory board 	Area of 1748 km ² of high mountain, spanning over the cantons of Bern and Valais	<ul style="list-style-type: none"> - The Swiss Confederation - Cantons of BE and VS - 23 municipalities 	2001: signature of the Charter for core area 2005: municipalities of the extended perimeter	<ul style="list-style-type: none"> - The Swiss Confederation - Cantons of BE and VS - Partnerships
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 & 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
Espace Mt-Blanc Enlarged AA scale Cross-border Institutional	Relatively well formalized: <ul style="list-style-type: none"> - Mont-Blanc Cross-border Conference (CTMB: Conférence Transfrontalière Mont-Blanc) - Committee - General Secretary In fact, flexible governance; No juridical structure, but the will to create EGTC since 2010.	Vaste trinational area around the Mont-Blanc (2800 km ² = historical study area) with possible expansion: <ul style="list-style-type: none"> - Western part of Valais - Upper part of valley d'Aosta - Chamonix and surrounding areas 	Founding members: municipalities around Mont-Blanc massif Other members: Canton du Valais, Région Autonome de la Vallée d'Aoste (RAVA), Assemblée des Pays de Savoie (APS)	The Mont-Blanc Transboundary Conference (CTMB) created in 1991 2006 Sustainable Development Schema 2009-2013 Cross-border Integrated Plan	Interreg Switzerland-France and Interreg Alcotra) Co-financed by APS, Canton VS, RAVA
Conseil du Léman	Cf. Lake Geneva Metropolis				

Gotthard Area	Cf. Gotthard Area		
Western Alps area (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Chablais Région	Long term goals with concrete implementation since 35 years The objective is to develop intercantonal vision/coordination/synergies on: <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 intercantonal issues & projects- Project support and design	Integrative approach of sectoral issues: <ul style="list-style-type: none">- Chablais Agglomeration- Industry- Tourism- Energy- Sport events- Economic forum- Branding- Neighbourhood events
Swiss Alps Jungfrau-Aletsch UNESCO	Core area: protect outstanding characteristic of the natural World Heritage site Enlarged area: linking the conservation to sustainable socioeconomic development	<ul style="list-style-type: none">- Information & discovering activities- Protection/restoration (natural & cultural)- Learning & education- Development- Research	<ul style="list-style-type: none">- Website/brochures and information centres- Products design (hiking & excursion)- Branding- Management of landscapes/habitats- Congress and seminars- Research, monitoring, databases- Teaching material for education- Support to innovative economic projects- Energy & Mobility
3 Chablais	The main ambition is to legitimate and sustain cross-border cooperation Short term objectives: to implement an action plan Long term objectives: encourage the dialogue between three parts	<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	Integrative approach of sectoral issues: <ul style="list-style-type: none">- Tourism- Culture- Heritage- Mobility- Living together
Espace Mt-Blanc	Long-term goals are: <ul style="list-style-type: none">- To set the Mt-Blanc area as a laboratory to experiment sustainable mountain development- To combine protection and development- To implement the Strategy for the Future	<ul style="list-style-type: none">- Elaboration of a cross-border vision- Coordination of cross-border activities- Project support and design (Interreg projects)- Partnerships building with local/regional associations	<ul style="list-style-type: none">- Integrative approach:- Vision for the future- Mountain (hiking, huts, natural areas, natural risks)- Landscape and related resources valorisation (tastes & flavours, agropastoralism)- Energy and transportation (air quality, transports and energy)- Environmental education
Conseil du Léman	Cf. Lake Geneva Metropolis		
Gotthard Area	Cf. Gotthard Area		

5.12 Eastern Alps Action Area

Geographical setting

Figure 2422: Mapshot Eastern Alps AA



Source: ESPON ACTAREA (2017)

The Eastern Alps AA is comparatively large to the other AAs. It extends over the south-eastern part of Switzerland. The enlarged AA includes Lichtenstein to the North, parts of Austria to the East and parts of Italy to the South. The AA is largely congruent with the canton of Grisons and overlaps with the AAs Gotthard, Zurich, North Eastern Alps and Città Ticino.

The core of the AA is principally made of rural mountain areas with rivers, valleys, pastures, high peaks and glaciers which provide the region its attractive touristic profile. The main valleys alongside the rivers are at the same time the main transport connections²¹. In particular the highway A13 connecting St. Gallen and Zurich with Milano via²² Chur is the main transport infrastructure axis.

The city of Chur and the tourist centres of Davos and St. Moritz are the three most important agglomerations in the AA, whereas most of the AA is rather characterised by scattered rural settlements. Chur is by size, location on transport axis, economic, educational and administrative functions, the centre of the AA. The valley bottom between Vaduz and Chur is experiencing an intensive development pressure. The side-valleys extending from Chur to the south are rather urbanised areas on their lower parts where they enjoy demographic growth.

In the south of the AA, high mountain ranges separate the Inn valley from the rest of the Action Area. In the touristic valley of Engadin, St. Moritz is the major touristic place, with an emphasis on winter sports that have been invented there in 1864. Davos is the other historical tourist intensive area. It has more recently gained an international reputation due to hosting the World Economic Forum annually. Davos and St. Moritz also play a role as regional centres for good and service provision to neighbouring municipalities. Besides these major touristic hotspots, numerous smaller tourist destinations are spread all over the Eastern Alps AA. In most cases touristic offers focus on winter activities. In other parts of the Eastern Alps the rural mountain context leads to decline in industry and breeding, and services struggle to develop. This often leads to out-migration and population decline.

As a result of the divisions induced by the mountain ranges, the Eastern Alps AA is one of the most fragmented Action Areas. This may explain why its inhabitants still speak three different languages. While German is the predominant language, Romansh is spoken by a large share of the population in Engadin and Lower Engadin, Surselva valley and elsewhere to a lesser extent. Italian is predominantly spoken in the valleys opening to the south of Alpine massif: Poschiavo, Bregaglia and Mesolcina.

Description of the Eastern Alps AA in the SSS:

Developing complementarities between rural areas, middle and top size destinations is an objective of the SSS for the Eastern Alps AA to develop synergies and reinforce the economy of the AA as a whole.

²¹ Val Surselva on Anterior Rhine, Engadina and Lower Engadina on the Inn River

²² Valleys of Rheinwald, Schams and Domleschg on the Posterior Rhine in the North, Val Mesolcina in the South

	Strategic ambition	Areas of intervention:
At AA level	<p>Develop towards a qualitative-oriented autonomous area as a basis for a long-term regional development.</p> <ul style="list-style-type: none"> • Create favourable framework conditions for employment • Further develop and maintain an international competitive alpine tourism • Do not endanger the quality of the surrounding landscapes and the many mountainous landscapes 	<ul style="list-style-type: none"> • Strengthen the functional linkage in e.g. energy and tourism between the Eastern Alps and Zurich Area • Develop complementarity between the smaller and bigger touristic centres • Evaluate the chances and risks of new big projects while integrating them into existing structures • Promote sustainable development in the three tributary valleys and maintain the traditional cultural landscapes • Make wise use of hydropower • Strengthen agriculture and forestry • Steer the change of agriculturally used areas in mountainous areas • Develop cultural heritage as part of the living and economic space
At enlarged AA level	<p>Increase cooperation with other AAs and across national borders</p> <ul style="list-style-type: none"> • Improve the connectivity with the metropolitan area Zurich, the Lake Constance area, Veneto, Lombardy, Liechtenstein and Vorarlberg • Further develop cooperation with the neighbouring AAs of Zurich metropolitan area, Città Ticino and Gotthard 	<ul style="list-style-type: none"> • Improve interconnectivity of the region with Zurich airport and major European railroad network • Improve road connection with neighbouring regions • Increase cross-border cooperation

Existing collaborations

The cooperation in the Grisons area depends to a large extent on the existing governmental supported programmes and conferences. The two main supra-regional cooperation initiatives identified are the following:

- Governmental Conference of Eastern Switzerland (ORK): The Governmental Conference of Eastern Switzerland is one of six governmental conferences to support the development of a joint strategic spatial vision and to act as a spokes organisation towards the state level.
- Region Surselva: a functional scale association that has developed a supra-regional collaboration taking place in the context of the San Gottardo 2020 program. It is investigated within Gotthard AA.

In comparison to other AAs the institutional thickness and the outreach and scope of the institutionalised supra-regional cooperation is limited. However one has to mention that there are many cooperation and networks that are active at functional scale, such as regional associations or agglomeration projects.

Regional cooperation is not only becoming vivid through cooperation between public stakeholders, but also through cooperation and coordination between private stakeholders who collaborate across cantons and national borders. In Eastern Alps AA, the cooperation of private stakeholders is of importance, in particular in tourist and in nature protection contexts. One example is the crossborder ski resort of Samnaun-Ischgl. Another is the cooperation which is more or less institutionalised among areas of nature protection, where umbrella organisations such as Alparc could play a welcome role to develop cooperation and synergies.

Potentials and obstacles for collaboration at supra-regional level

With regard to the territorial structure:

- + Due to its historical role in mountain tourism development, the AA has a high touristic and recreational economy enjoying worldwide recognition. World top destinations standing alongside with a variety of smaller places scattered all over the AA generate a feeling of community within the AA. Supra-regional collaboration could benefit from it.
- + Alpine transport corridors and related coordination issues have for long time being acting as “connectors”. The inherited habit of working together on some issues like infrastructures and trade can act on a basis upon which more comprehensive and integrated visions and planning can be initiated.
- + Mountain massifs can provide spatial referential and a scale for local actors to shared their visions.

- The AA is in itself functionally divided and border areas are highly peripheral in their national contexts. As a result, the potential for thinking and planning at supra-regional scale is not yet fully exploited.
- The region is culturally diverse in terms of languages and cultural practices. These can present an obstacle for collaboration, as they have often been reinforced by natural ones, , which have reinforced 'watershed' thinking.

With regard to existing collaboration initiatives:

- + The existing federal policies and programmes in the region are often used for strategic projects spread across the canton (i.e. more or less equivalent to the AA). While these remain territorially bounded to a single canton, they could become part of a wider AA strategy in a multi-level perspective.
- The cross-border component is only partly reflected in the cooperation and through projects implemented under the NRP policy. This could however be more exploited, in particular as it is a defining element of the AA.
- A broader institutional network is lacking in the Eastern Alps. Partly due to linguistic and cultural diversity and territorial fragmentation, sub-regional development perspectives prevail. A joint spatial vision for the AA and the enlarged area could be of interest.
- Cooperation with the cross-border municipalities lacks of a wider network.

Positioning of the Eastern Alps AA in relation to identified cooperation challenges and opportunities:

The SSS identifies a number of challenges and opportunities for Eastern Alps AA. Under the umbrella goal to improve its autonomy, largely linked with accessibility and sustainability of its tourist industry, a number of objectives are considered for internal as well as external collaboration. The SSS identifies accessibility, tourism, cultural diversity, energy, environmental issues and agricultural practices as thematic fields within which collaboration could help to overcome the challenges rural and other parts of the AA are confronted to.

Within the AA, the supra-regional cooperation capacity appears still weak. This must be linked to the fact that the delineation of the Eastern Alps AA corresponds roughly to the administrative limits of the canton of Grisons. As a result, one mainly observes cooperation between cantonal administration and inter-municipal groupings that is, in most cases, taking place at functional level. A further support to higher-level, softer forms of collaboration would therefore be welcome. While regional diversity is an opportunity, the fragmentation that results from topography, time-distances and cultural particularities makes supra-regional cooperation challenging. In such a territorial setting, the inclusion of local stakeholders in the process and the interconnection of the different sub-regions is a challenge that remains at the time being a

crucial element for further coordination. Territorially, collaborations over mountain ridges (also called 'massif planning') could help overcome the fragmentation. In such a territorial settings, tourism, renewable energies, ecosystem services and nature parks could act as drivers. Similarly, transport corridors could play a significant role in supra-regional collaboration at both scales, inside and outside the Eastern Alps AA. From a primary focus on managing transport infrastructures and environmental issues, corridor collaboration could evolve to much more integrated development issues.

With an outer perspective, the supra-regional collaboration should help strengthening the links of the Eastern Alps AA with neighbouring AAs and, further, with the Alpine piedmont metropolitan areas of Zurich and Milano, notably for tourist, energy and transport related issues.

- To the North, the Governmental Conference of Eastern Switzerland (ORK) could play a role as a political body where discussions could ease the emergence of softer forms of collaboration on shared issues.
- To the West, the supra-regional collaboration taking place around the Gotthard AA is a significant achievement, which can serve as a useful example for the Eastern Alps AA.
- To the East and South collaboration must still be developed over Alpine ranges, giving special attention to cross-border contexts. Collaboration could take place on environmental issues between the various protected areas both, in the canton of Grisons and in the neighbouring countries. Similarly, collaboration around cross-border tourist destinations could be developed into more integrated territorial development initiatives. Secondary transport axes²³ could also be mobilised to develop other instances of cross-border cooperation promoting integrated planning and development.

In general, the Eastern Alps face a coordination challenge, where cross-border cooperation with three different countries relies strongly on municipal initiatives due to their peripheral situation in the national context. In comparison to other AAs the cross-border cooperation is less institutionalised. The potential gateway role of this area could be strengthened.

²³ Val Bregaglia, Val Poschiavo, Val Müstair and Lower Engadine

Main case study characteristics

Eater Alps (part 1)					
Existing collaboration	Formalisation	Territorial coverage	Levels and actors	Historicity	Resources
Governmental Conference of Eastern Switzerland (ORK)	Governmental Conference <ul style="list-style-type: none"> - Plenary Assembly - President - Preparatory Commission - Working Committees - Secretary - Network Office Eastern Switzerland 	Eastern part of Switzerland from (included) the Canton of Schaffhausen to the canton of Grisons	Partner cantons: <ul style="list-style-type: none"> - Glarus - Schaffhausen - Appenzell Ausser rhoden - Appenzell Innerrhoden - St. Gallen - Grisons - Thurgau Canton Zurich as an associated member	Foundation in 1964	Joint financing of the Secretariat All other costs are borne by each canton
Region Surselva	Public-law association with its own legal personality	Anterior Rhine valley between Laax and the source of the Rhine With side valleys Lumnezia, Safien, Medel, Vals and Val Sumvitg	<ul style="list-style-type: none"> - Region Surselva with 17 participating municipalities - Institutions: Recicladi Surselva (waste disposal), Formaziun Surselva (Education), Curatella Surselva (occupation), Uffeci da Stadi Civil Serselva (Registry Office), Stumadira e concuors Surselva (Debt Enforcement and Bankruptcy) 	Foundation in 1977	NRP Investment assistance credit of the Federal State of Switzerland

Estern Alps (part 2)			
Existing collaboration	Strategic ambition	Kind of activities	Areas of intervention
Governmental Conference of Eastern Switzerland (ORK)	Mutual comprehensive information and coordination among the cantons of Eastern Switzerland in the fulfilment of their state tasks	<ul style="list-style-type: none"> - Effective representation of interests in Eastern Switzerland against the Confederation and other cantons - Joint presentation of East-Swiss issues and positions in the media - Promotion of collegiality among the members of the Eastern Swiss governments 	<ul style="list-style-type: none"> - Encouraging Advocacy
Region Surselva	Promoting regional economic development in the region, in cooperation with the cantonal and federal authorities	<ul style="list-style-type: none"> - Elaboration of new tourism products - Support of enterprise - Environmentally friendly waste management - Offering attractive educational, cultural and therapeutic services 	<ul style="list-style-type: none"> - Tourism infrastructure development - Entrepreneurship - Waste disposal - Education

6 Annexes

6.1 Mapshots creation process

Mapshots can serve several purposes when planners, policy-makers (including facilitators of cooperation initiatives) and local stakeholders collectively explore territorial cooperation options.











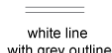




















- For planners and policy makers, mapshots are an analytical tool that helps to understand and synthesise the spatial configurations of a given cooperation area.
- For stakeholders, mapshots suggest an interpretation of economic, demographic and political forces that drive the territorial cooperation process. It may help to trigger a dialogue between stakeholders, policy makers and planners.

For external observers, a mapshot provides an overview of the territory, as well as guidance throughout a case study.

Each set of mapshots is based on a specific language with its vocabulary (a thematic dictionary) and grammar (overlying rules). The project team developed a language adapted to the issues of inter-territorial cooperation. The thematic dictionary (see [Figure 25](#)~~Figure 23~~) presents basic signifiers. Three core dimensions of territorial cooperation are represented: geographic features, cooperation issues and socio-economic structures (or dynamics). The identification and joint representation of these three dimensions in a given cooperation area is an **analytical process**, of which the resulting mapshot provides a synthesis. The mapping process involves a variety of identified sources: national or regional statistics, legal documents, grey literature and interviews. As such, the mapshot synthesises an expert interpretation of main patterns in thematic maps, but also incorporates other, more qualitative types of evidence. It makes it possible to gather inputs from disparate sources, focusing on the production of policy-relevant analytical outputs rather than on resource-intensive processes of data homogenisation. In many cases, the different components of the mapshot may be represented separately, and then joined together in a combined map. This improves readability and makes it possible to graphically represent a 'cooperation storyline'.

[Figure 25](#)~~Figure 23~~ presents the main symbols used. 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 its spatial configuration are kept. Similarly, shown metropolitan areas and cities are structuring elements of the urban hierarchy around which the rest of the territory is organised, 'structuring infrastructure axis' is a set of road and/or railway lines which orients flows of people, goods and information in space, and 'structuring natural features' are linear feature that significantly influence the cooperation area's spatial configuration.

Figure 2523: Dictionary of ideas/concepts and symbols for mapshots

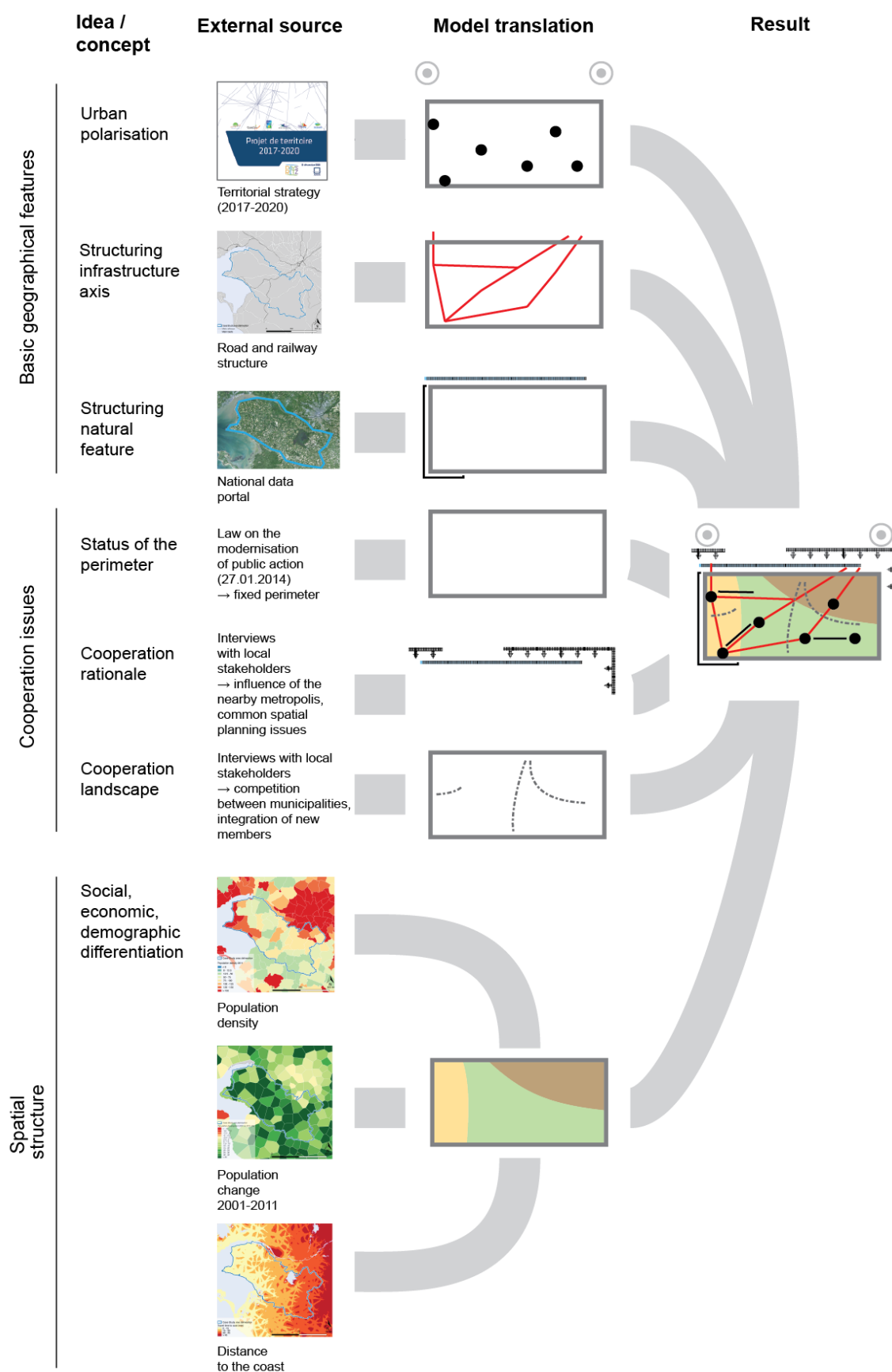
Dimension	Idea / concept	Basic sign	Potential declination	Comments
Basic geographical features	Simplified shape of the cooperation instance	 geometric shape	 square  hexagon  circle  triangle  other	
	Urban hierarchy	 a circle	 metropolis  regional centre  local node	
	Structuring infrastructure axis	 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)

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. Each concept is translated into a set of symbols which are then overlaid and result in the mapshot. As such, the mapshot is an expert interpretation of main patterns in thematic maps. It makes it possible to synthesise inputs from disparate sources, focusing on the production of policy-relevant analytical outputs rather than on resource-intensive processes of data homogenisation. Underlying data and maps can be provided in parallel, as background information to the mapshot.

Figure 2624: Sources and elaboration of mapshots (based on the example of Pays de Retz)



Source: ESPON ACTAREA (2017)

Figure 26Figure 24 gives an overview of the process, based on the example of the Pays de Retz (further described in the ACTAREA project final report). The representation does not imply a deterministic relation between geographical features, spatial structures and cooperation issues. The integration of a physical axis or a cooperation challenge in the diagram should not be interpreted as an objective hierarchy (e.g. reflecting ‘most important’ roads or rivers) or as an automatic relation (e.g. ‘administrative borders imply cooperation challenge’). Elements are included based on tangible influences on cooperation itself, as they are perceived by stakeholders. In most cases, this implies that they have been explicitly mentioned in strategic documents or during interviews with stakeholders. By way of consequence, mapshots can only be elaborated upon a thorough analysis of local and regional development issues and a compilation of insights from policy makers and stakeholders.

Swiss ‘action areas’ are at an early stage of development. Only few concrete actions have yet been launched under this banner. Mapshots may therefore function as tools for dialogue with local stakeholders, in order to better identify measures that could be implemented at the scale of AAs. As highlighted in Table 4 below, mapshots can be useful here as a transcription of the open framework provided by the SSS. It is composed of core elements mentioned in the SSS, as well as other elements from desk research. This results in a series of mapshots (12 – one for each AA) which all have a similar look with almost standardised legends. The main inputs originate from the soft cooperation framework (the Swiss Spatial Strategy). The 12 mapshots are presented in chapter 4.

Table 4: Mapshot sources for ‘Swiss Action Areas’

Viewpoint provider	Element	Source	relative contribution to the definition of what is ‘relevant’
the soft cooperation authority (ARE)	-main infrastructure corridors, the shape of the cooperation instance -cooperation potentials, -cooperation rationale, -cooperation landscape: overlapping action areas	Swiss spatial strategy (2012)	high
local stakeholders	-cooperation gaps (obstacles)	interviews	low
the planner	-relevant spatial structures, -cooperation landscape: other overlapping cooperation initiatives	-statistical and land use data (classification at LAU2 level by the SSO), openstreetmap -desk research	medium

Source: ESPON ACTAREA (2017)

6.2 Dimensions and characteristics of soft territorial cooperation instances

Soft territorial cooperation areas/ action areas are both complex and abstract objects of study, which are difficult to pinpoint. At the same time, there is growing literature and debate about soft planning, flexible geographies and networked forms of territorial governance, functional regions and place-based policy-making. For the study to build on sound conceptual and methodological underpinnings, it started with a thorough review of recent literature and policy developments in the field of territorial governance and territorial cooperation.

The **aim of this first key implementation step** was to:

- Narrow down and operationalise the study object “soft territorial cooperation areas/ action areas”
- Develop a methodological framework for the classification and, later, selection of case studies of soft territorial cooperation areas.

Desk research included the review of academic literature as well as policy documents; in particular policy-documents and previous studies related to the Swiss Spatial Strategy and Action Area strategy were thoroughly studied. In addition to desk research, the project team entered into a dialogue with the stakeholders and the ESPON EGTC to better pinpoint what makes a territorial cooperation instance a soft territorial cooperation instance. Exchange with the Swiss stakeholders was used to clarify the context within which Swiss AAs may be understood and analysed, e.g. the relation between the ‘regional’ and ‘supra-regional’ scale, and to shape the focus of the empirical work.

This step led to the development of a working definition of “soft territorial cooperation areas” and to the operationalisation of the study object “soft territorial cooperation areas” by means the eight dimensions characterising soft territorial cooperation instances and their possible manifestations (see). Serving as the project’s shared analytical matrix and framing the entire study, these dimensions were used for the selection of case studies, the development of the survey questions and case study guidance, the comparative analysis and the presentation of both case study as well as overall study results. The analytical matrix was also applied to identifying existing Swiss supra-regional cooperation initiatives that could take forward the implementation of the Action Areas defined in the Swiss Spatial Strategy.

Table 5: Dimensions and characteristics of soft territorial cooperation instances

	Dimension	Potential characteristics	ESPON ACTAREA Definition
Policy context	Strategic ambition	<ul style="list-style-type: none"> - strategic long-term goals - Concrete implementation tasks - New opportunities for influence ('opening up') - Open-ended process vs. process with pre-defined objectives 	<ul style="list-style-type: none"> - predominance of strategic integrated goals - not limited to implementation of particular projects - 'open-up' the elaboration of strategies and plans - actor constellation allows involved players to enhance their capacities ('empowerment')
	Degree and type of formalisation	<ul style="list-style-type: none"> - informal vs. formal - own executive committee vs. no own institutionalization - relevance of ad-hoc activities - governance arrangements 	<ul style="list-style-type: none"> - given framework for bottom-up concretisation - predominance of informal, semi-formal non-statutory forms of organization - different governance settings possible
	Resources	<ul style="list-style-type: none"> - juridical mandates - financial resources, incentives, human resources - discursive tools (agenda-setting, marketing...) - Concrete missions vs. open framework 	<ul style="list-style-type: none"> - Predominance of non-juridical instruments - no precondition as regards to budget
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - amendable vs. static - fuzzy boundaries - domestic or cross-border - size: small – large (sub-local, local, urban, metropolitan, regional, national, macro-regional,...) 	<ul style="list-style-type: none"> - flexible perimeter (bottom-up) - not limited to but linked with administrative spaces - crossing borders of domestic and in most cases national borders - ideally, the geographical scale should be regional, i.e. encompassing multiple urban nodes (towns/cities) and their surrounding influence areas / commuting areas, and in some cases also other rural areas.
Time-frame	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - duration, open-ended vs. fixed timeframe - short, medium, long-term - defined vs. undefined 	<ul style="list-style-type: none"> - medium to long-term perspective - no precondition as regards to fixed vs. open timeframe
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - Public Stakeholder (administration, ministries) - NGOs or GOs - Private stakeholders - Regional to EU level - No. of stakeholders - Amendable vs. static 	<ul style="list-style-type: none"> - more than two (types of) stakeholders (public/private, regional/local level, ...) - open for new membership and for exits
Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> - sectoral policies - spatial planning - integrative vs. sectoral approach 	<ul style="list-style-type: none"> - more than sectoral policies - however, often start with sectoral needs
	Kind of activities	<ul style="list-style-type: none"> - Strategy development - Projects - Roundtables - 	<ul style="list-style-type: none"> - diversity of activities possible - not limited to a single project implementation

Source: ESPON ACTAREA (2017)

6.3 Institutional maps creation process

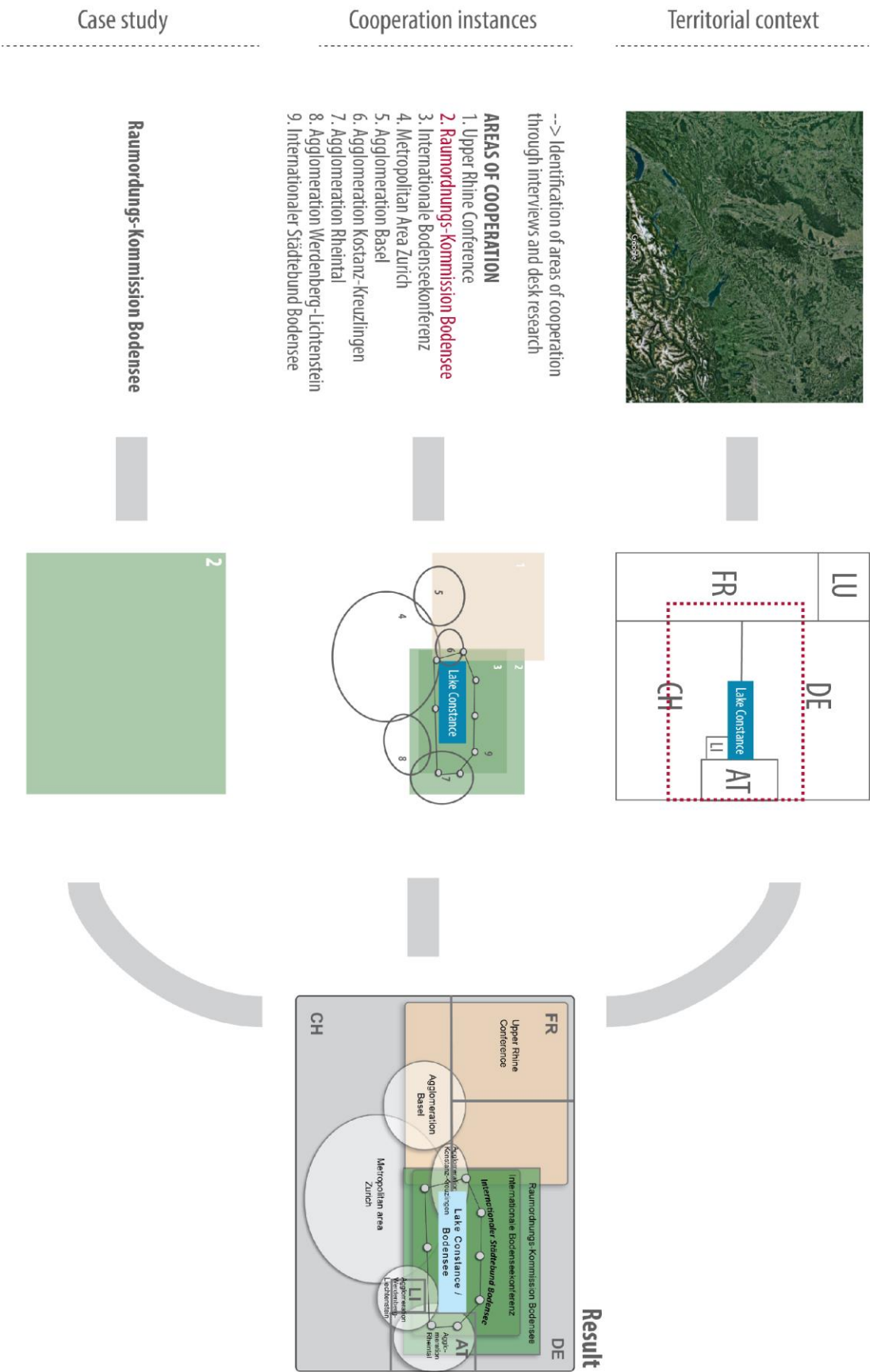
Institutional mappings synthesise geographic overlaps of administrative units and cooperation areas of relevance for the targeted cooperation instance (see [Figure 27](#)~~Figure 25~~). They are an important element of the case study analysis and a tool for stakeholders to capitalize on existing cooperation. They help to understand the institutional context and cooperation setting that have been established so far and synthesises how cooperation instances may overlap (in geographic terms), are implemented in parallel in adjacent areas or are embedded in each other at different scales. Cooperation mapping considers the following aspects:

- The selection of cooperation instances is based on information from interviews, document analyses and desk research. Criteria to include cooperation areas is their spatial proximity to the case study and the similarities in terms of targeted issues.
- The representation of each cooperation instance focuses on the size of its perimeter. It is not important to show the precise site location, but the scale and the general positioning.
- The mapping shows cooperation perimeters. In a few cases, this is not identical with the perimeter of the cooperation partner. For example, in the case of the Spatial Development Conference Lake Constance, the '*Planungsregion Allgäu*' is the partner, but only some of its districts are part of 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*') are within the perimeter.

The outcome of the cooperation perimeter helps to identify the overall structure.

- The mappings can indicate the degree of the 'Institutional thickness', i.e. the number of the respective cooperation initiatives.
- The mappings visualise multi-level governance. Some cooperation instances operate in a context with multiple relevant bodies at 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, identical perimeters form congruent perimeters, and this can lead to identify 'gaps'
- Moreover, in some cases, a spatial concentration of cooperation instances can be observed, for example in metropolitan core areas or around specific geographical features.
- 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.
- Institutional mappings make it possible to take stock of existing cooperation instances which are relevant for the promotion of the soft cooperation area.

Figure 2725: Sources and elaboration of institutional maps (example of Lake Constance)



Source: ESPON ACTAREA (2017)

7 References

7.1 Metropolitan Action Area Zurich

<http://www.ebp.ch/de/projekte/gesamtkoordination-agglomerations-programme-kanton-zuerich-3-generation>

https://www.ag.ch/media/kanton_aargau/bvu/dokumente_2/raumentwicklung/projekte_5/agglomerationsprogramme_verkehr_und_siedlung_1/Limmattal_Massnahmenband.pdf

<https://www.greaterzuricharea.com/en/about-us/greater-zurich-area-ag/>

<http://www.metropolitanraum-zuerich.ch/home.html>

<https://regionale2025.ch/>

<http://www.tak-cta.ch/de/tripartite-agglomerationskonferenz/themen/agglomerationsstrategien.html>

7.2 Trinational Metropolitan Action Area Basel

Interview with Silvio Tondi and Michael van Passavant, specialist department for trinational cooperation at the Presidential Department of the canton Basel-city, 24 July 2017

<http://www.agglobasel.org/einleitung-51.html>

<http://www.nwrk.ch/organisation/>

<http://www.metropolitankonferenz-basel.ch/>

<http://www.eurodistrictbasel.eu/de/>

<http://www.regbas.ch/de/>

<http://www.regiotrirrhena.org/>

7.3 Lake Geneva Metropolitan Action Area

Interview with Ingrid Carini, Project manager urbanism, 27 July 2017

Interview with Enrico Bolzani, General Manager, external affairs, canton of Geneva, 27 June 2017

Interview with Brice Fusaro, General Secretary of LGCC, 11 July 2017

Interview with Christine Ricci, Joint Secretary, external affairs, canton of Geneva, 20 June 2017

Interview with Georges Mariétan, General secretary Chablais Region, 8 August 2017

Interview with Norbert Zufferey, Delegate to European and cross-border affairs, canton of Vaud, 10 July 2017

<http://crfginfo.org/qui-sommes-nous/presentation-du-crfg>

<http://www.metropolelemanique.ch/>

<http://www.conseilduleman.org/>

<http://www.grand-geneve.org/>

<http://www.ulam.info/>

<http://www.conseilduleman.org/partenaires/union-lemanique-des-chambres-dagriculture-ulca-0>

<http://www.espaces-transfrontaliers.org/bdd-territoires/territories/territory/show/grand-geneve/>

<http://www.arcdugenevois.fr/gouvernance/grand-geneve>

7.4 Swiss Capital Region Action Area

Interview with Georg Tobler, managing director of the Swiss Capital Region Association, 21 June 2017

Interview with Thomas Berz, managing director the Seeland-Biel-Bienne Association, 20 June 2017

<https://www.hauptstadtregion.ch/>

<https://www.seeland-biel-bienne.ch>
<http://www.coreb.ch/>
<http://www.juratroislacs.ch/>
<https://www.atlas.bfs.admin.ch>

7.5 Lucerne Action Area

Barsuglia M and Lamla R (2012) Das Modell der Regionalen Entwicklungsträger im Kanton Luzern. In: Growe A, Heider K, Lamker C, et al. (eds), *Polyzentrale Stadtregionen – Die Region als planerischer Handlungsraum*, Dortmund: Akademie für Raumforschung und Landesplanung (ARL), Leibniz-Forum für Raumwissenschaften, pp. 56–62.

Zentralschweizer Regierungskonferenz (2016) *Gemeinsam stark. 50 Jahre Zusammenarbeit in der Zentralschweiz*. Stans: Zentralschweizer Regierungskonferenz. Available from: https://www.zrk.ch/fileadmin/dateien/dokumente/Jubil%C3%A4umsbuch/ZRK_Inhalt_2016.pdf (accessed 15 June 2017).

<http://www.zrk.ch/Home.6.0.html>
<http://www.luzernplus.ch/home/>
<http://www.sursee-mittelland.ch/ret-sursee-mittelland/kommunikation/aktuelles/>
<http://www.regionwest.ch/>
<http://www.idee-seetal.ch/>
<https://www.atlas.bfs.admin.ch>

7.6 Città Ticino Action Area

<http://www.regioinsubrica.org/>
<http://www.gottardo.ch/>

7.7 Jura Massif Action Area

Interview with Norbert Zufferey, Delegate to European and cross-border affairs, canton of Vaud, 10 July 2017

Interview with Céline Frutiger, Project manager arcjurassien.ch, 11 July 2017

Interview with Alexandre Moine, President of Cross-border Forum Jura Massif, 12 July 2017

Interview with Marcel Schiess, General secretary of the Cross-border Forum Jura Massif, 12 July 2017

<http://www.arcjurassien.ch/presentation/>
<http://www.arcjurassien.ch/reseau-des-villes-de-larc-jurassien-rvaj/>
<http://www.arcjurassien.ch/quicklinks/arc-jurassien-franco-suisse/>
<http://www.conference-transjurassienne.org/>
<http://www.forum-transfrontalier.org/forum-transfrontalier/historique/>

7.8 Aareland Action Area

Interview with Rainer Frösch, office of the AareLand Association, 20 June 2017

http://www.aareland.ch/de/ueber-uns-_content---1--1005.html
https://www.ag.ch/media/kanton_aargau/bvu/dokumente_2/raumentwicklung/projekte_5/agglomerationsprogramme_verkehr_und_siedlung_1/Das_Wichtigste_in_Kuerze~1.pdf
https://www.ag.ch/de/bvu/raumentwicklung/projekte_4/agglomerationsprogramme_verkehr_und_siedlung/aareland/aareland_1.jsp
<http://zofingenregio.ch/?rub=8>

<http://www.aarau-regio.ch/aktuell/>
<http://www.regionolten.ch/de/regionoltenfs/vereinogg/vereinsportrait/>
<http://learningarea.ch/kompetenz/index.php>

7.9 Northeast Switzerland Action Area

http://www.bodenseekonferenz.org/23031/Home/index_v2.aspx (+ Cooperation Fiche)
<http://www.linthwerk.ch>
<http://www.heidiland.com/de/>
<http://www.bodensee.eu/en/where-to-travel/st.-gallen-lake-constance>
<http://www.toggenburg.org/de/>
http://www.bbsr.bund.de/BBSR/DE/FP/MORO/moro_node.html
<http://www.bodenseehochschule.org>
<http://www.igkb.org/start/>
<https://www.euregiokarte.com>

7.10 Gotthard Action Area

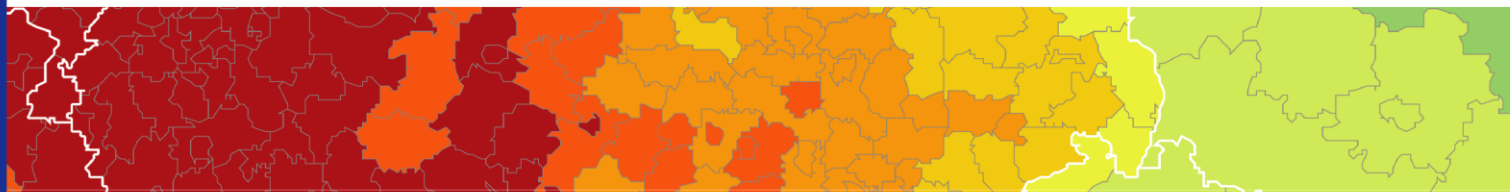
Interview with Roger Michlig, Director RW Oberwallis, 26 July 2017
Interview with Dieter Bogner and Simon Gorei, Programme Gotthardo 2020, 10 August 2017
<http://www.gottardo.ch/de/programm-san-gottardo-2020>
<http://www.regiun-surselva.ch/instituziuns/home/>
<http://www.ers-bv.ch/index.php?node=289&lng=1&rif=a04d901710>
<https://www.rw-oberwallis.ch/allgemein/home>
<https://www.agglo-oberwallis.ch/about-us/>

7.11 Western Alps Action Area

<http://www.chablais.ch/accueil/>
<https://www.jungfraualetsch.ch/en/>
<http://www.chablais.ch/region-a-vivre/les-3-chablais/>
<http://www.123chablais.com/>
<http://www.espace-mont-blanc.com/>
<http://www.espaces-transfrontaliers.org/bdd-territoires/territories/territory/show/espace-mont-blanc/>

7.12 Eastern Alps Action Area

https://www.gr.ch/DE/institutionen/verwaltung/dvs/awt/tourismus/Regionen/Seiten/Neue_Regionalpolitik.aspx
Kantonales NRP-Pilotprogramm Graubünden
<http://www.ork-ostschweiz.ch> (19.05.2017)
http://www.puntobregaglia.ch/documenti/progetto_d.pdf
<http://www.regionen-ch.ch/Via-Mala.440.0.html?&L=2>
<https://www.gr.ch/DE/institutionen/verwaltung/ekud/ahb/bks/ausbildung/hms/yes/Seiten/default.aspx>
<http://www.young-enterprise.ch/ueber-uns/verein>
<https://www.gr.ch/DE/institutionen/verwaltung/dvs/awt/ueberuns/wirtschaftsleitbild/Seiten/default.aspx>



ESPON 2020 – More information

ESPON EGTC

4 rue Erasme, L-1468 Luxembourg - Grand Duchy of Luxembourg

Phone: +352 20 600 280

Email: info@espon.eu

www.espon.eu, [Twitter](#), [LinkedIn](#), [YouTube](#)

The ESPON EGTC is the Single Beneficiary of the ESPON 2020 Cooperation Programme. The Single Operation within the programme is implemented by the ESPON EGTC and co-financed by the European Regional Development Fund, the EU Member States and the Partner States, Iceland, Liechtenstein, Norway and Switzerland.