



Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

# ESPON ACTAREA

## Thinking and Planning in Areas of Territorial Cooperation

Erik Gløersen  
Spatial Foresight – Paris Office

**Regional and national spatial planning:  
new challenges and new opportunities**

**ESPON Outreach event - Université Paris Diderot - 28<sup>th</sup> March 2018**

# What is soft territorial cooperation?

- Strategic medium to long term objectives
- Seeks to enhance the capacities of involved players, making them actors of their own development
- Renew relations between
  - Levels
  - Sectors
  - Types of actors
- Open and Fuzzy
  - sectoral scope
  - geographical boundaries
  - partnership

# The notion of 'communities of intent'

- Identifying issues and topics for which a 'territorially embedded consensus' may be identified
- Does not presume a pre-existing 'community'
- Does not imply that soft territorial cooperation is about promoting consensus
- Does not negate the fact that actors and territories may be in competition

# Dimensions and characteristics

	Dimension	Potential characteristics	ESPON ACTAREA Definition
Policy context	<b>Strategic ambition</b>	<ul style="list-style-type: none"> <li>- strategic long-term goals</li> <li>- Concrete implementation tasks</li> <li>- New opportunities for influence ('opening up')</li> <li>- Open-ended process vs. process with pre-defined objectives</li> </ul>	<ul style="list-style-type: none"> <li>- predominance of <b>strategic</b> integrated goals</li> <li>- not limited to implementation of particular projects</li> <li>- <b>'open-up'</b> the elaboration of strategies and plans</li> <li>- actor constellation allows involved players to enhance their capacities ('empowerment')</li> </ul>
	Degree and type of <b>formalisation</b>	<ul style="list-style-type: none"> <li>- informal vs. formal</li> <li>- own executive committee vs. no own institutionalization</li> <li>- relevance of ad-hoc activities</li> <li>- governance arrangements</li> </ul>	<ul style="list-style-type: none"> <li>- <b>given framework for bottom-up concretisation</b></li> <li>- <b>predominance of informal, semi-formal non-statutory forms of organization</b></li> <li>- different governance settings possible</li> </ul>
	<b>Resources</b>	<ul style="list-style-type: none"> <li>- juridical mandates</li> <li>- financial resources, incentives, human resources</li> <li>- discursive tools (agenda-setting, marketing...)</li> <li>- Concrete missions vs. open framework</li> </ul>	<ul style="list-style-type: none"> <li>- <b>Predominance of non-juridical instruments</b></li> <li>- no precondition as regards to budget</li> </ul>

# Dimensions and characteristics

	Dimension	Potential characteristics	ESPON ACTAREA Definition
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> <li>- amendable vs. static</li> <li>- fuzzy boundaries</li> <li>- domestic or cross-border</li> <li>- size: small – large (sub-local, local, urban, metropolitan, regional, national, macro-regional,...)</li> </ul>	<ul style="list-style-type: none"> <li>- <b>flexible perimeter</b> (bottom-up)</li> <li>- not limited to but linked with administrative spaces</li> <li>- <b>crossing borders</b> of domestic and in most cases national borders</li> <li>- ideally, the geographical scale should be <b>regional, i.e. encompassing multiple urban nodes (towns/cities) and their surrounding influence areas / commuting areas, and in some cases also other rural areas.</b></li> </ul>
	Time-frame	<ul style="list-style-type: none"> <li>- duration, open-ended vs. fixed timeframe</li> <li>- short, medium, long-term</li> <li>- defined vs. undefined</li> </ul>	<ul style="list-style-type: none"> <li>- medium to long-term perspective</li> <li>- no precondition as regards to fixed vs. open timeframe</li> </ul>
Levels & actors	Levels and actors	<ul style="list-style-type: none"> <li>- Public Stakeholder (administration, ministries)</li> <li>- NGOs or GOs</li> <li>- Private stakeholders</li> <li>- Regional to EU level</li> <li>- No. of stakeholders</li> <li>- Amendable vs. static</li> </ul>	<ul style="list-style-type: none"> <li>- <b>more than two (types of) stakeholders</b> (public/private, regional/local level, ...)</li> <li>- <b>open</b> for new membership and for exits</li> </ul>
Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> <li>- sectoral policies</li> <li>- spatial planning</li> <li>- integrative vs. sectoral approach</li> </ul>	<ul style="list-style-type: none"> <li>- <b>more than sectoral policies</b></li> <li>- however, often start with sectoral needs</li> </ul>
	Kind of activities	<ul style="list-style-type: none"> <li>- Strategy development</li> <li>- Projects</li> <li>- Roundtables</li> <li>- ....</li> </ul>	<ul style="list-style-type: none"> <li>- <b>diversity</b> of activities possible</li> <li>- not limited to a single project implementation</li> </ul>

# Frameworks of soft territorial cooperation

- Competence-building
- "Pump Priming"
- Stable funding for coordinating functions
- Incentive funding to stimulate cooperation
- Coordinate complex relations between territories and communities of intent

# Example: Swiss Action Areas

Projet de territoire  
Suisse

Conseil fédéral suisse  
Conférence des gouvernements  
cantonaux  
Conférence suisse des  
cantonaux des travaux  
publics et de l'environnement  
Union des villes suisses  
Association des Communes

Raumkonzept  
Schweiz

Schweizerischer Bundesrat  
Konferenz der Kantonsregierungen  
Schweizerische Bau-, Planungs-  
und Umweltdirektoren-Konferenz  
Schweizerischer Städteverband  
Schweizerischer Gemeindeverband

## Strategie 1

Handlungsräume bilden und das polyzentrische Netz  
von Städten und Gemeinden stärken

Für die ganze Schweiz gültige Handlungsansätze

- Polyzentrische Raumentwicklung fördern
- Stärken stärken, nicht überall alles
- In funktionalen Räumen zusammenarbeiten
- Räumliche Abstimmung mit Europa sicherstellen

räumlich differenzierte Handlungsansätze

Handlungsräume planen (innerer / erweiterter Bereich)

- Grossstädtisch geprägte Handlungsräume

Metropolitanräume

Hauptstadtreion Schweiz

- Klein- und mittelstädtisch geprägte Handlungsräume

- Alpine Handlungsräume

stehende Kooperationen

funktionale Räume ausbauen

Partnerschaften zwischen den grossstädtisch  
geprägten Handlungsräumen fördern

Partnerschaften zwischen den Städten  
/ Agglomerationen fördern

ländliche Zentren und alpine Tourismuszentren  
miteinander und mit den Städten vernetzen

Standortvorteile besser nutzen

Standortvorteile besser nutzen

Standortvorteile besser nutzen

Standortvorteile besser nutzen

Standortvorteile besser nutzen

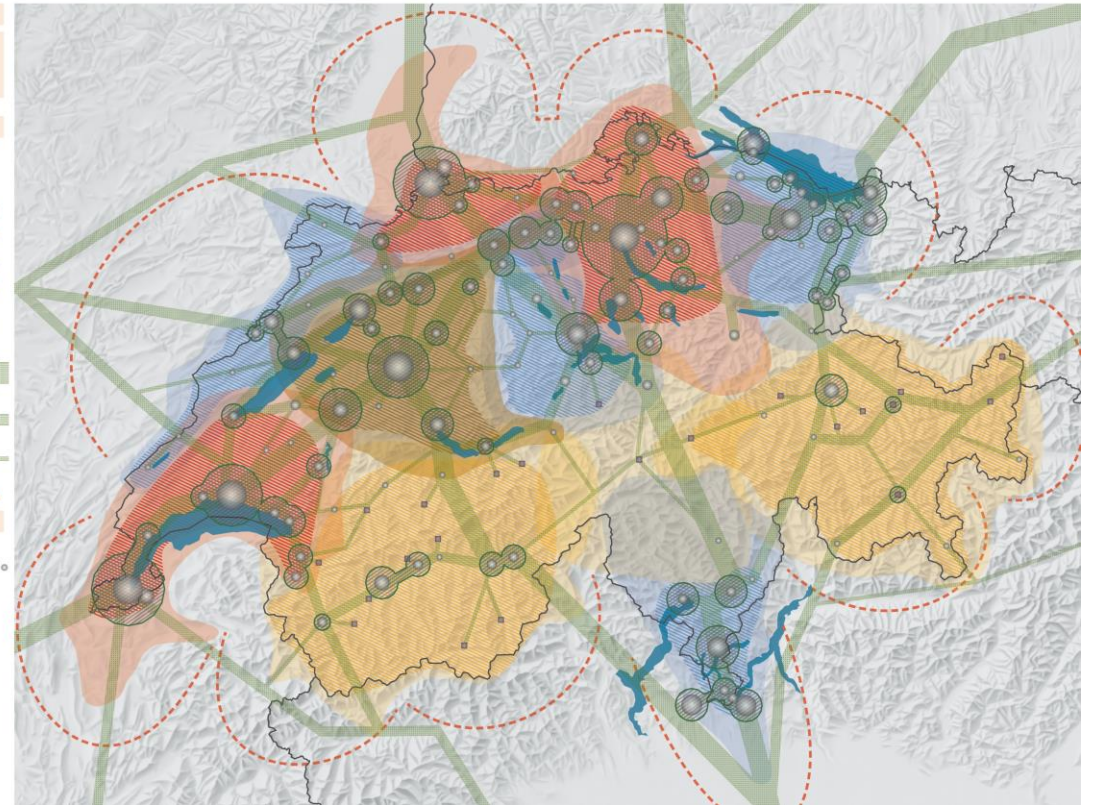
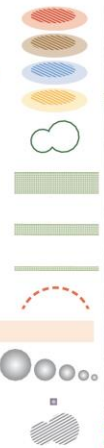
Standortvorteile besser nutzen

Standortvorteile besser nutzen

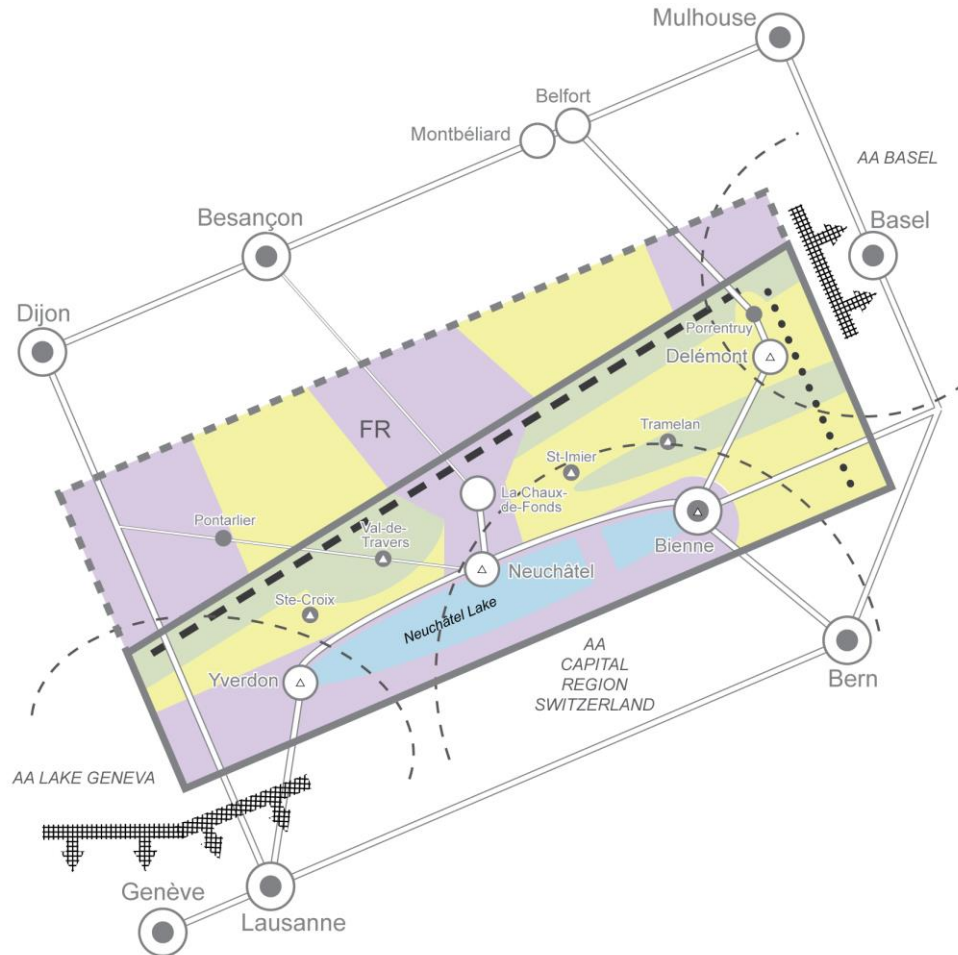
Standortvorteile besser nutzen

Standortvorteile besser nutzen

Standortvorteile besser nutzen



# Example: Jura Action Area



Urbanisation corridor,  
fastly growing



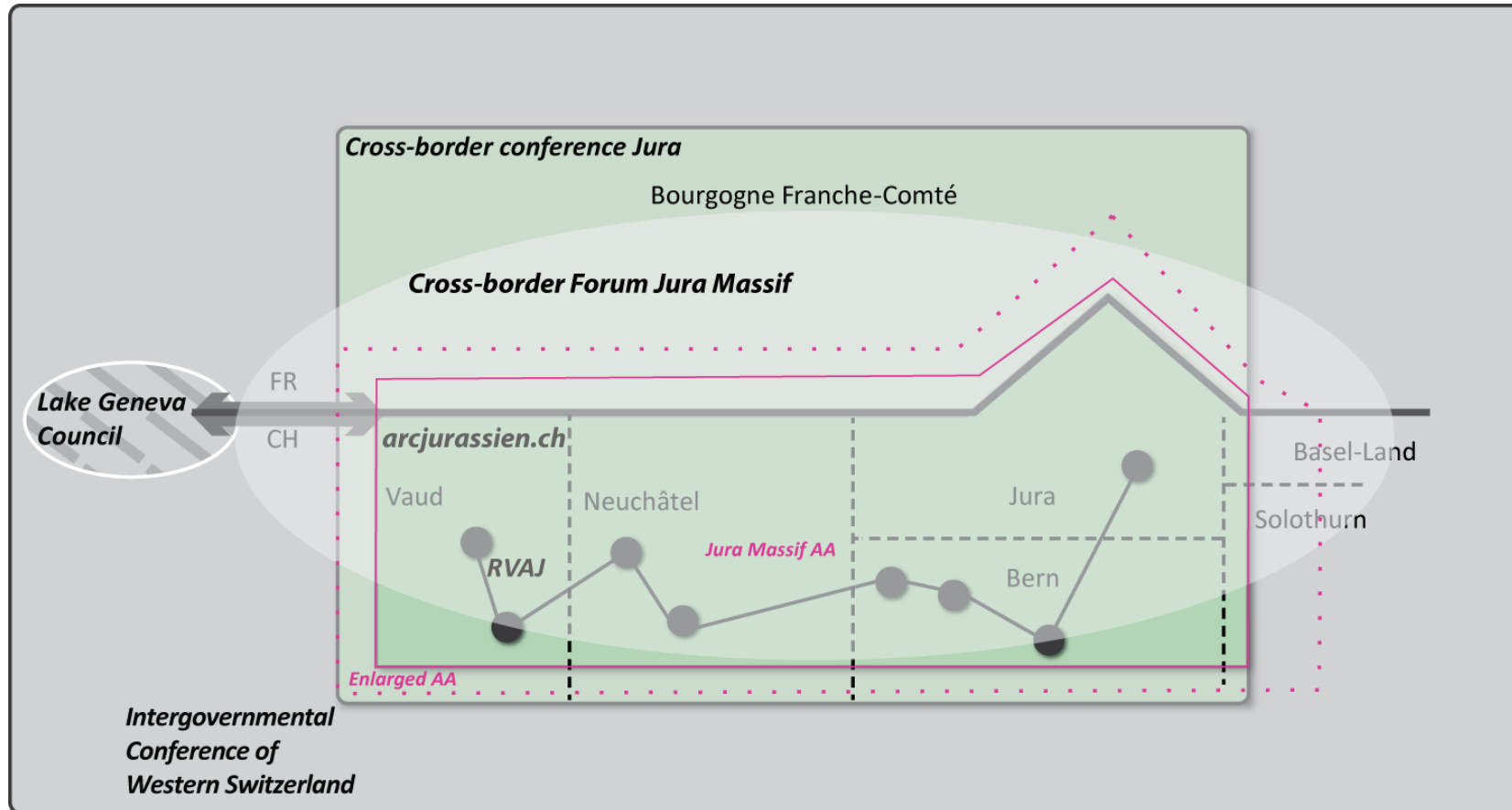
Periurban area / dense  
rural area. Industrial  
and agricultural profile  
(moderate demographic  
growth)



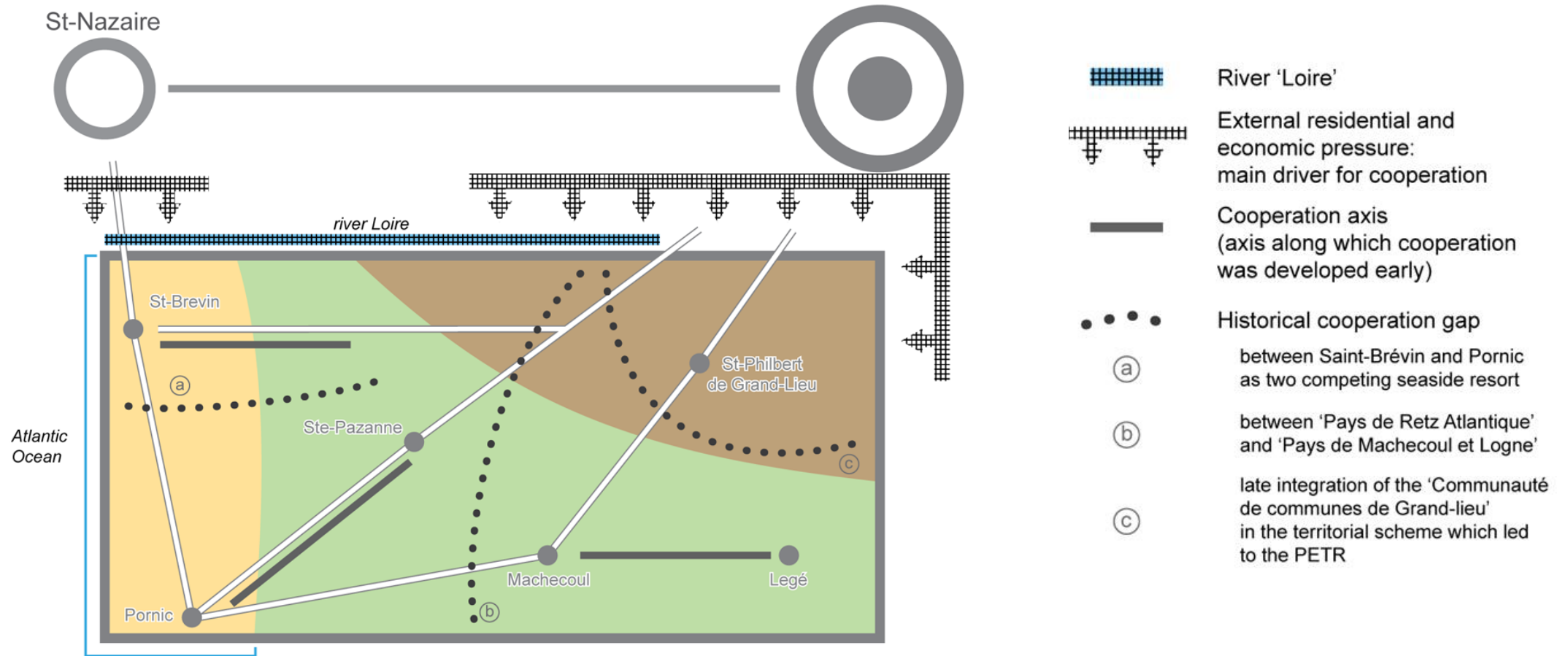
Rural area: demogra-  
phic stagnation or  
decline



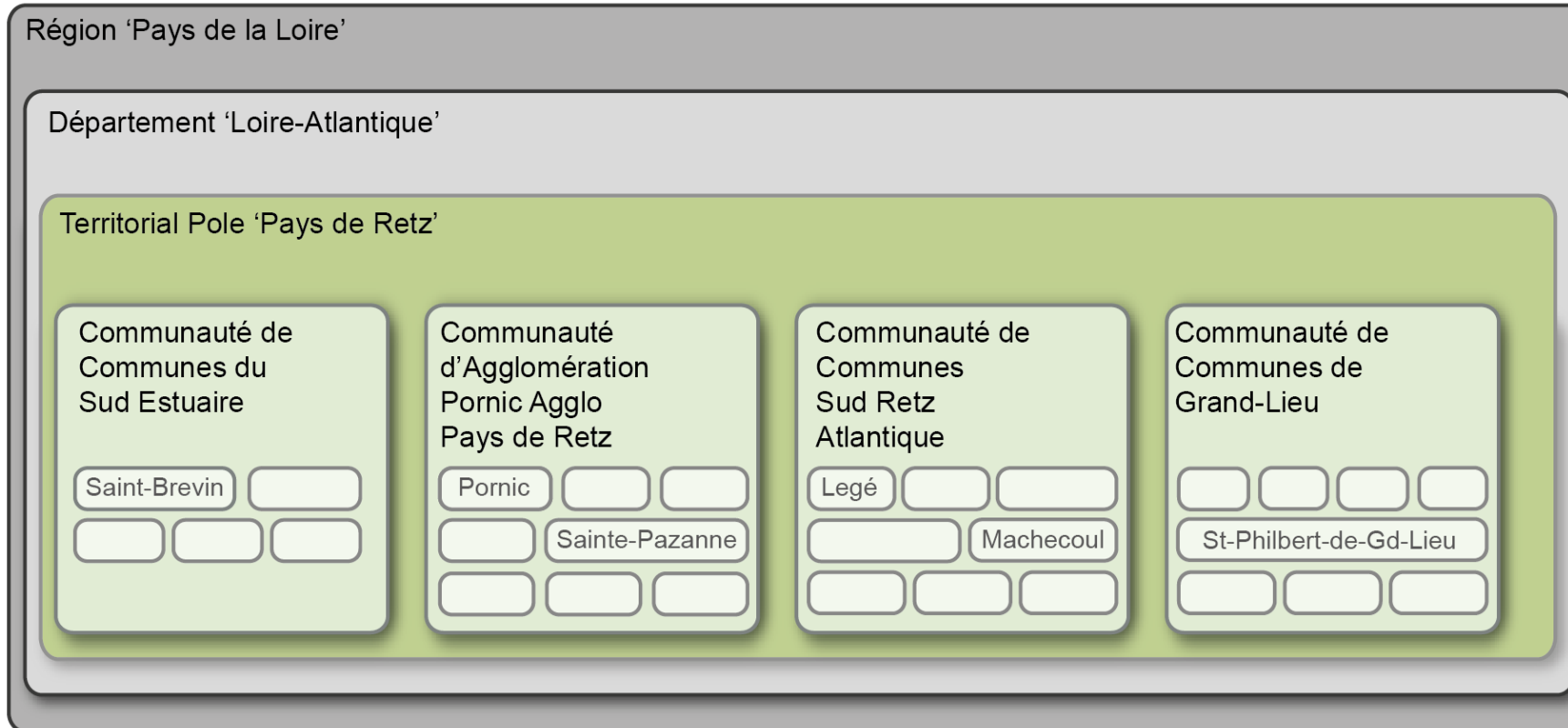
# Example: Jura Action Area



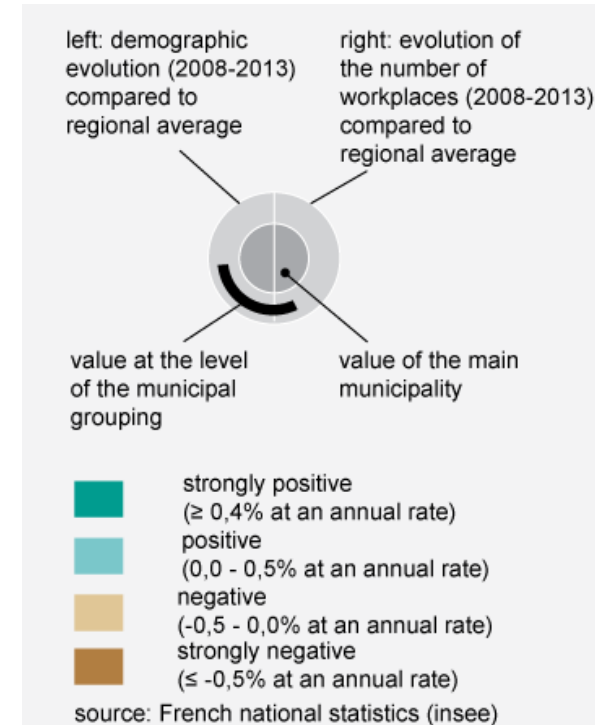
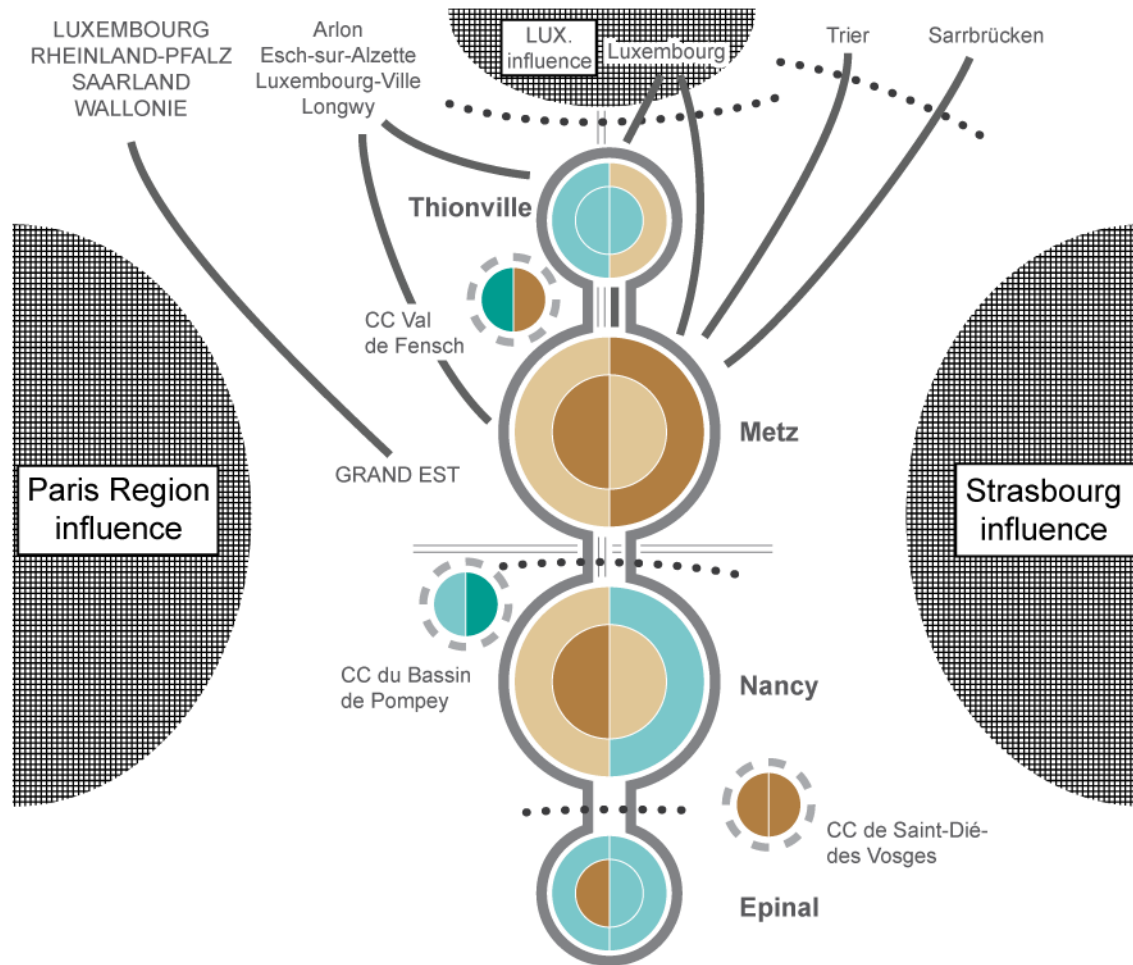
# Example: Pôle territorial du Pays de Retz



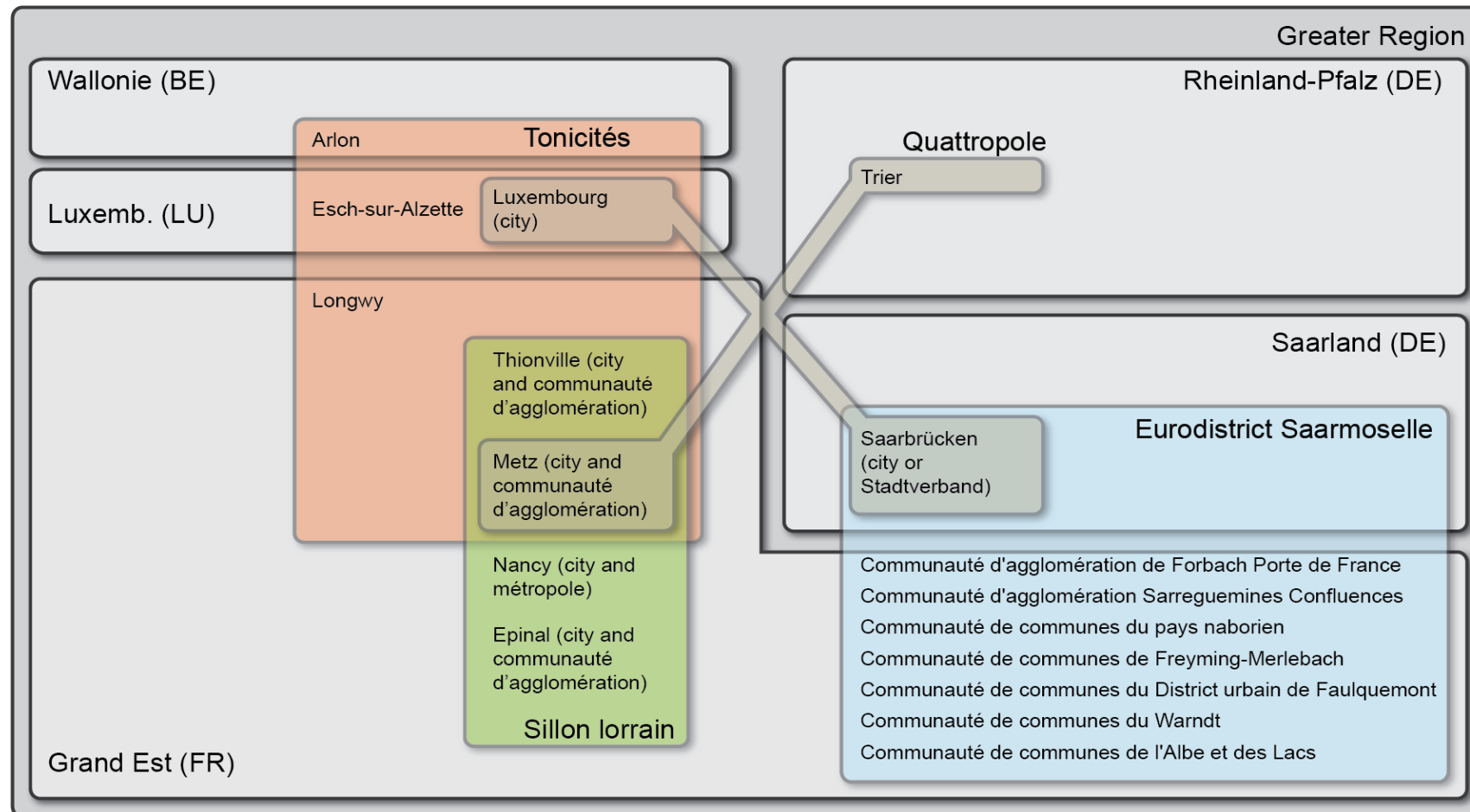
# Example: Pôle territorial du Pays de Retz



# Example: Pôle métropolitain Sillon Lorrain



# Example: Pôle métropolitain Sillon Lorrain



# Potentials

- A guiding principle in the pursuit of territorial cohesion
- Challenges the "fetishisation" of Functional Area
- Could be a central component of future cohesion policy

# Recommendations

- Many advantages associated to fuzzy approaches to cooperation
- No need for dedicated funding. However, stable resources for facilitators essential.
- Coherent multi-level governance does not emerge spontaneously



Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

# // Thank you

Erik Gløersen, Spatial Foresight

This presentation will be made available at: [www.espon.eu/paris](http://www.espon.eu/paris)