The Best Practice Model „Networkcity Glattal" in the Zurich Metropolitan Region, Switzerland

A Work-in-process report from Governance practice in Switzerland

1. Introduction

The project location of this case study is "Networkcity Glattal", a part of Zurich Metropolitan Region. This densely populated area between Zurich international Airport and the City of Zurich is one of the largest and most thriving centres in Switzerland. Changing dynamics have brought along the need for solutions for future spatial, economic and social development and the call for innovative Governance.

In the light of a Swiss-wide need for reforms in densely populated, urbanised areas, the Federal Council has passed the "Federal Agglomeration Policy" in 2001. Part of the policy package is to support "Best Practice Models" throughout Switzerland in order to develop cooperation between communities in agglomeration areas and between the federal levels of the governance System. The Best Practice Model „Networkcity Glattal" in the Zurich Metropolitan Region is one of 24 selected projects within this policy package.

The distinctive character of this Best Practice Model "Networkcity Glattal" is its dual objective: The substantial goal is, to draw up possible futures for an attractive, liveable region in this densely populated, urbanised area. At the same time, on the institutional level, the process aims to define the necessary processes and organizational structures in order to gain more capability for action.

The presentation of this case study to the international audience of ISoCaRP refers to two aspects: First, the context of the Best Practice Model, the framework for Governance in Switzerland and the current agglomeration policy, will be summarized. Second, in the main part, the paper will reflect on the specific experience from the Best Practice Model „Networkcity Glattal" in the Zurich Metropolitan Region.

2. Best Practice Models as part of the Swiss Federal Agglomeration Policy

In order to provide a better understanding of the Federal Policies in agglomeration areas, it is inevitable to note some characteristics about Switzerland and the political system.
The Swiss political system is characterized by a direct democracy with strong authorities on community level. This may be illustrated by the following figures and description: Switzerland, with a population of around 7 Million people, consists of almost 2900 communities and 26 cantons.
A look at population figures for the major cities shows that Zurich is the largest city with 342'518 inhabitants, followed by Genève (177'535), Basel (165'051) and the capital, Bern, with a population of 122'707 (Status as of 2002, Federal Bureau for Statistics 2004 http://www.statistik.admin.ch/stat_ch/ber01/bevgde/dmwb_a.htm).

Almost three thirds of the Swiss population lives in agglomeration areas, which comprise only a quarter of the total land area. The Federal Bureau for Statistics defines an agglomeration area as an aggregation of communities with a minimum of 20'000 inhabitants (Federal Bureau for Statistics 1997). Although agglomeration areas in Switzerland are relatively small in comparison to other metropolitan regions in Europe, it has become a reality that most people in Switzerland live in an urbanised setting. Despite that fact, the notion about Switzerland as a country of "mountain dwellers and farmers" who are rooted in their

autonomous community persists in the perception of a large portion of inhabitants and political actors.

The more the tasks and problems of the expanding regions have become intertwined, a growing number of levels and institutions in-between community, canton and federal levels with overlapping functional and spatial operational spheres have been established. For example planning regions and several special purpose associations for waste disposal, school districts etc.

For many observers from the European Union, the Swiss Federal system is a role model for the solution of their own development dilemma. Nevertheless, the current situation shows the fragmentation of jurisdictions and deficiencies in governance capacity for solving inter community or intercantonal problems of spatial development. This has been stated by the OECD review on Switzerland and is especially true for the complex and interconnected problems in densely populated, urbanised city regions (OECD 2002, Thierstein et al. 2003).

Comparably late, the Federation did take more account of the concerns in agglomeration areas, with the revision of the 1997 Federal Constitution. A milestone is the Federal Council's 2001 agglomeration policy. It is an effort to support the cantons and communities in their activities to improve horizontal and vertical cooperation within agglomerations. The goal is to strengthen the economic attractivity of the densely populated, urbanised regions and provide higher life quality for the inhabitants. Beginning in 2006, the Federation will distribute CHF 350 Million (Euro 230 Million) per year through its agglomeration programme for projects concerned with traffic and mobility in agglomeration areas. In order to receive federal funding, the institutional actors in the agglomeration areas are required to match the funding and develop organizational structures and interdisciplinary programmes to tackle their spatial problems.
In an initial phase, to get cooperation started and provide impulses for innovative projects in agglomeration areas within a very limited budget, the Federation technically and financially supports and encourages 24 Best Practice Models all over Switzerland. The target groups are actors of cooperative projects between community, canton and regional levels (Federal Council 2001, Federal Office for Spatial Development 2002). The project of this case study "Networkcity Glattal" is one of them.
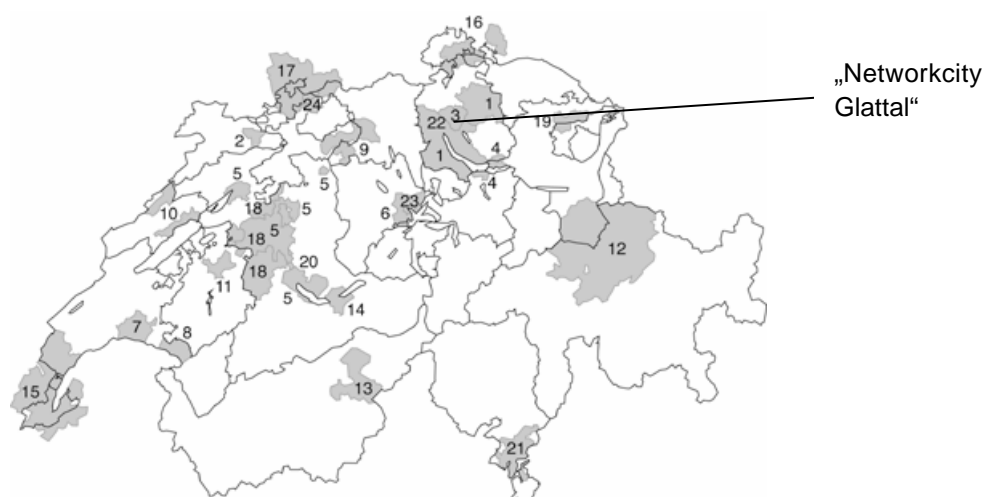

Fig. 1: Map of 24 Best Practice Models in the Swiss Agglomeration Areas (shaded grey) (Federal Office for Spatial Development 2003, www.are.admin.ch/are/de/raum/agglomerationstatistik/index.html, Adaption: L. Glanzmann)

3. The background and framework for the case study „Networkcity Glattal"

3.1 "Networkcity Glattal": spatial challenges and institutional structures

The "Networkcity Glattal" is not a regional authority with defined political boundaries. It comprises eight autonomous communities, located between the international airport and the city limits of Zurich. According to the joint Internet presence of the eight communities, the population of "Networkcity Glattal" amounts to 93'000 inhabitants as of 2003 and 95'200 working places as of 2001 (www.glow.ch). The figures, in comparison to the population size of the four largest Swiss cities listed above, thus show the importance of this region in the national context.

The shape of "Networkcity Glattal" is not the result of grandly structured urban designs or regional planning visions. It was created as a result of economic growth in the surroundings of the international airport (Loderer 2001: 14). While in the heart of its communities small-town and village structures continue to exist, the force of development in the 1990s has triggered new construction. Built-up areas have spread to the edges of their respective community boundaries, and open spaces and farmland have disappeared or shrunk. The motorway network has encouraged the establishment of large retail outlets for such things as furniture and automobiles. With Zurich International Airport as an important driving force, "Networkcity Glattal" has turned into a centre of corporate headquarters, hotels, conference facilities, logistical, service and shopping centres as well as restaurants and fitness centres.

The changing dynamics in the "Networkcity Glattal" and the Zurich Metropolitan Region call for governance capacity to handle the tasks of spatial development. It is well known to the actors from community to federal levels, that there is a need for steering spatial development on an inter community or even inter cantonal level. However, the governance bodies show problem solving deficiencies; there is a lack of vertically and horizontally coordinating cooperation of institutions towards a sustainable spatial development. A brief look at existing institutions points up to that problem.

The communities and their strong planning autonomy play a dominant role in governing spatial development. Accordingly, their perspective is community-oriented; they are competing for business developments, which will help strengthen their revenue base. The creation of attractive living space and a low tax coefficient is intended particularly to attract affluent residents.

With the instrument of the cantonal structure plan, the planning authority has laid down major areas for development as focal points for future building activities in the "Networkcity Glattal". This is intended to ensure development areas in appropriate locations from a regional perspective, at the same time as achieving the goal of an economical use of space. Sceptics, however, maintain that the major areas of development so far do not have any strong administrative effect, but merely represent planning approval of development, which will take place in any case.

As an in-between structure, the "regional planning group Glattal" has been established in order to direct cooperation with the member communities and coordination with cantonal structure planning. Hitherto, however, it has been criticised as being a committee which "in the vacuum between the community and the cantonal levels lacks any decision-making authority" (Neue Zürcher Zeitung 17.4.02).

There are two major spatial issues that illustrate the importance of horizontal and vertical cooperation within respective problem perimeters.

First, Zurich International Airport as a motor for economic development in the "Networkcity Glattal" is at the same time the cause of serious problems. The operation of the airport has negative implications for quality of life and investment values for sensitive uses. The regulation of the correlation between agglomerative and airport development has been neglected for a long time. This was due to a lack of guidelines from the Federation, but also

to the misjudgement and missing political drive of the canton as the level between the Federation, communities and the private operator of Zurich International Airport. As a result, at the community level, uses sensitive to the airport's noise pollution continue to be sited where they will be affected and quality of life in the most densely settled areas is reduced. The "battle" about the distribution of noise pollution and the consequences of mismanagement will remain a major issue in the years to come.

Second, the project of the urban light railway for the "Networkcity Glattal" is an example for successful regional cooperation. The communities in the Glattal had to deal with the problem of the accessibility of their planned development areas, including land access to the airport. In order to tackle the urgent problem of the increasingly overloaded roads, at the beginning of the 1990s the communities formed an "Interest Group for the Future of Glattal". The lines of the Glattal urban light railway are planned to be the "backbone" of "Networkcity Glattal", connecting new development areas. Part of the concept of the railway, as an "urban transport system", is to enhance the quality of the urban qualities beyond the railway route through a design, which is coordinated in master plans with the communities involved.
The interest group eventually led the canton government to mandate the Glattal transport authority to start the project of the urban light railway for the "Networkcity Glattal".

3.2 The Beginning of the association "glow.dasGlattal" and the Best Practice Model "Networkcity Glattal"

Based on the interest group that had promoted the urban light railway, eight communities founded the regional association "glow.dasGlattal" in 2001. The initiators are executive members of the Glattal communities, mostly mayors, who had the need for an informal interest platform in addition to the existing regional and canton institutions.

The association, „glow.dasGlattal" decided to participate in the Agglomeration Policy with the Best Practice Model „Networkcity Glattal", accompanied by regional actors and the University (ETH Zurich). As stated in the introduction, the actors defined the objectives of the Best Practice Model on two parallel levels of action:
On the content level, their goal is the shaping of an attractive, liveable region in the urbanised landscape.
On the process level, they aim to establish forms of cooperation such as organizational structures and roles for communication as well as a shared perception of problems and tasks.

In the initial phase of the Best Practice Model, the specific topics were not defined. The actors explicitly declared they wanted a learning project with an open process, not another planning project with a "hard" structure as a predefined product. They described the desired outcome as a „commitment package and action agreement", produced by all participants until the end of the Best Practice Model in fall 2005. The crucial point for the partners of the Best Practice Model is: developing a shared perspective of the problems at issue and creating a learning process towards their solution.
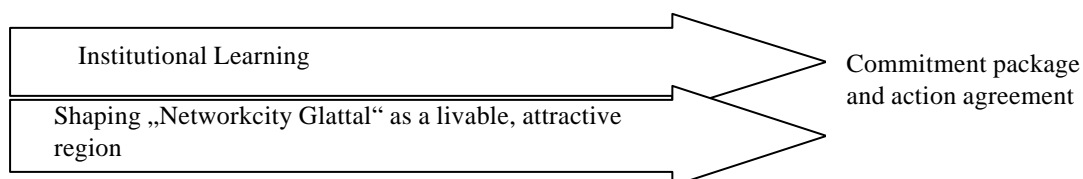


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│  Institutional Learning           ────────►    Commitment package
├──────────────────────────────────┤            and action agreement
│  Shaping „Networkcity Glattal" as a livable, attractive
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Fig. 2: Working and learning process of the Best Practice Model "Networkcity Glattal" (own figure).

3.3 Method and Structure of the Case Study

Since the Best Practice Model "Networkcity Glattal" is a learning process, all participants, including the project leaders and the process management team, are generating insights as they are going along in the process.

The "Lessons learnt" from the Best Practice Model are located on different levels of action, which are of mutual importance:

On the specific level, the partners of the Best Practice Model attempt to set up a project organization and find solutions to handle this new form of cooperation through the handling of administrative and issue-oriented tasks.

On a superior level, the project plays a new role in the existing governance system of the communities, region, canton and federal levels, which causes interfaces and the need for debate.

The Evaluation of the process has to take in account both levels. This leads to the two following questions:

How successful are the partners of the Best Practice Model "Networkcity Glattal" in achieving the dual goal they stated for the project?

How do the leaders and participants handle the organization and operative tasks of the Best Practice Model project?

What is the role of the Best Practice Model in the framework of existing institutions and processes in the "Networkcity Glattal" as part of the Zurich Metropolitan Region?

In this qualitative case study we reflect on the experiences and insights, the "lessons learnt", based on the following sources:

- The findings of the process management team. The team has knowledge about the overall process and is in touch with the actors of the steering committee as well as the members of topic related workgroups (The author of this paper is member of the mandated external process management team, the team members are listed at the bottom of this paper).
- On the analysis of an independent process observer, who generates reports about each workshop and about the meetings of the steering committee.
- On the analysis of the documentations of the Best Practice Model process.
- On a study about governance in Glattal City and the Zurich Metropolian region by authors involved in the process management team (Thierstein et al. 2003).

The process of the Best Practice Model set up for the time period from September 2003 to October 2005 has started 9 months ago. The remarks thus explicitly refer to "work-in-progress"; the paper is not a concluding ex-post analysis.

The case study is an attempt to answer the questions stated above in a verbal-descriptive way. Four aspects that characterize the procedures, issues and "lessons learnt" from the Best Practice Model "Networkcity Glattal" structure the case study.

1. The modus operandi of the Best Practice Model "Networkcity Glattal".
2. Issues selected for the Best Practice Model and their interconnections.
3. The Best Practice Model within the existing governance system: participation and sensibilization.
4. Financial and personal resources allocated to the process.

4. Procedures and "Lessons learnt" from the Best Practice Model "Networkcity Glattal"

4.3 The modus operandi of the Best Practice Model "Networkcity Glattal"

When the Federation started the selection and funding of Best Practice Models, the association "glow.dasGlattal" already had an organizational structure with a president,

secretary and plenary meetings (Regionalkonferenz), as well as a corporate identity and website. In order to apply for the Best Practice Model in 2002, the actors of "glow.dasGlattal" put the project on the basis of a wider project organization.

As the official applicant for the project and receiver of federal funds, they took on the *operative project lead* and responsibility for operative tasks. In addition, the association has mandated an external *process management team* (Team ETH Held) as part of the project lead, assigned to the task to coordinate and guide through the process. The team is developing strategies as the process evolves, in order to offer adequate working methods, set the right pace and perceive and handle problems of cooperation. The team members from ETH and a private planning agency are listed at the end of the paper.

The *steering committee*, which includes the operative project lead with the process management team, as well as partners from canton and federal levels and the director of the Glattal transport authority, is the political backbone of the project and passes decisions on further steps of the process.

The *participants* of the Best Practice Model are members of political boards and administrative units on community, regional and canton levels from the fields of environment, traffic planning, settlement development, social issues, experts and representatives of interest groups.

An independent *process observer* reports his impression of and recommendations for the process and feeds them back to the steering committee for the purpose of control of the quality of the process.

	Operative Project Lead	Financing	Steering	Consulting	Participation
Association "glow.dasGlattal" (Representatives of eight communities)	x	x	x		
Regional planning group Glattal			x		
Glattal transport authority			x		
Unique Airport AG			x		
Administrative members of the communities					x
City of Zurich, Office for urban development			x		
Canton Zurich, Offices for Transport and Spatial Development		x	x		
Federal Office for Spatial Development		x	x		
University (ETHZ)		x		x	
Independent Observer				x	

Fig 3: Actors and their status in the Best Practice Model Process (by P. Keller, member of the process management team)

The two-year process of the Best Practice Model, from September 2003 to October 2005 is structured through several "milestones". The "milestones" are plenary workshops as well as meetings of the steering committee. Each milestone is a step towards the clarification of the common goals for the region and towards a better understanding for each other and possible procedures of cooperation. The phases between these milestones allow time for activities of "self-organized workgroups". During these phases, the participants work on the issues they have selected and defined during the plenary workshops.

The alternation between plenary workshops and self-organized workgroups throughout the two year process are displayed in the following figure:
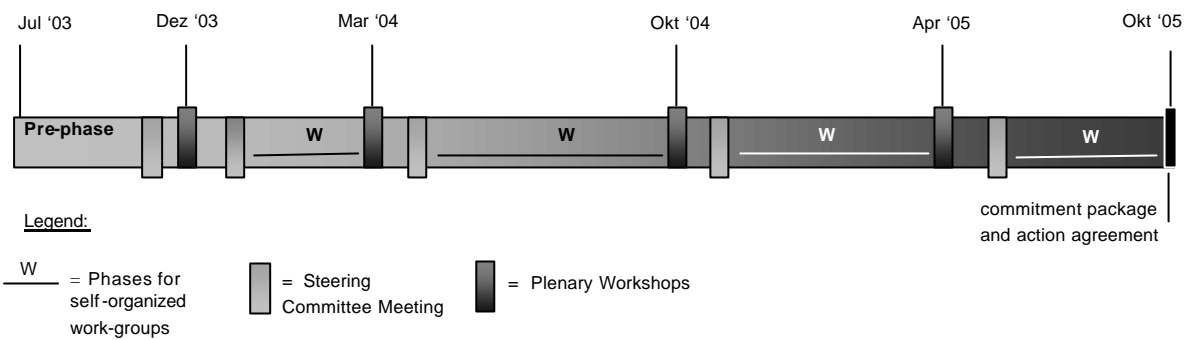
Fig. 4: Scheme of the Best Practice Model Process with milestones and phases for self-organized workgroups (internal Document of the steering committee).

The actions throughout the process are oriented towards the „commitment package and action agreement" as a common product of the participants until the end of the Best Practice Model in fall.

In order to operate the process, a range of working methods has been applied. They can be distinguished in plenary workshop methods with large groups of around 50 people on the one hand, and support tools for the self-organized workgroups on the other hand. The methods used in the plenary workshops are oriented to moderate and structure discussions, provide a creative and cooperative working atmosphere, exchange experiences, reach consensus and make agreements. For example a 25 square m walk-on aerial photo was produced as a visualization of the area at stake and as an instrument to localize and record the problems and problem areas. This visualization is used throughout the plenary workshops as a reference and identifying mark.

The workgroup support tools are checklists, objective plans, milestone plans, forms for status reports and an internet based information exchange platform. Also, the steering committee mandated a private planning agency to elaborate a „Synopsis," which lists and provides all the existing plans and documents for the Glattal region. If needed, the process management team provides attendance and support for the workgroup meetings. In cooperation with the Zurich Art school, the process management team offered the opportunity to use photographs in order to support imagination and visualize spatial problems.

"Lessons learnt" from the modus operandi

The organisation and process design for the Best Practice Model has proved to be functional for the task to manage an open result process that shall eventually result in a „commitment package and action agreement". The project organization with the steering committee, operative project lead, process management team and independent observer is flexible to reflect on and adjust the development of the process and workshop design according to the pace, needs and mindset of the participants. The operative project leaders were able to set up structures for administrative tasks.

The plenary workshops and phases with self-organized workgroups are both important elements of the process. The plenary workshops serve to create an atmosphere of cooperation and are an indicator and "control mechanism" for the commitment of all the participants. The self-organized workgroups encourage the participants to become active, organize themselves, set up an organizational form for cooperation and start working on issues they themselves have selected to be important.

The use of different workshop methods is helpful to make the plenary workshop an interesting and motivating experience. There is a high priority on making the workshop a "highlight", rather than just adding another obligation to the daily routines and meetings of the participants.

The visualization and moderation methods are helpful, but have to be used in adequate doses. Many participants are suspicious to an overload of visualization and moderation techniques that differ from regular meetings in the political and administrative routines. For example the offer of Zurich Art school to provide photographs for the process took months to be accepted even by the steering committee.

In order to provide a valuable workshop, the topics have to be major concerns and "hotspots" from the perspective of the participants. It has to be clear to the participants at all times, that they are in charge of a successful process and that the way to regional cooperation cannot be mandated to a contractor like a building project.

On the level of the technical operation most participants have accepted the workgroup support tools as helpful to get the working processes going.

4.2 Issues selected for the Best Practice Model and their interconnections

Parallel to setting up the organization and the commitment for cooperation, the first phase of the Best Practice Model was steered towards the specification of the issues that would be the subject matter of the process, according to the goal of "shaping an attractive, liveable region".

In order to identify and create common sense for the most important issues out of the whole range of problems perceived for the "Networkcity Glattal", the participants had to take several turns, assisted by process management team that set up the workshop design.

For the selection of topics, the following criteria were considered:

First, maintaining the spatial scope of the issues in reference to the perimeter of the "glow.dasGlattal" communities, rather than local or intercantonal.

Second, focusing on issues with high time priority in order to tackle regional cooperation.

Third, keeping in mind the workload of the issues in reference to available resources and capacities.

A next step for the formulation of the topics was to make sure they were interconnected among each other and oriented towards the overall goal of the Best Practice Model.

Within this framework, the steering committee and process management developed three issues for the self-organized workgroups, formulated as sets of questions.

First issue (overall topic): Integration and identification
What is the value and meaning of "integration" and "identification" within the „Networkcity Glattal" for the different population segments?
What are the resulting demands for planning and cooperation in "Networkcity Glattal"?

Second issue: Open spaces for recreation and nature
How can open spaces and public facilities in and around built-up areas be improved, connected and protected for the inhabitants living and working in the „Networkcity Glattal", in respect to the concerns of improved "integration" and "identification"?
What are the resulting demands for planning and cooperation in "Networkcity Glattal"?

Third issue: Local business districts, living and working areas and traffic
How can local business districts, living and working areas as well as traffic nodes in the "Networkcity Glattal" become more attractive, liveable and functional in respect to the concerns of improved "integration" and "identification"?
What are the resulting demands for planning and cooperation in "Networkcity Glattal", taking in account the experience from the project of the urban light railway.

(Team ETH Held 2004: Lead questions for the self-organized workgroups).

The selected issues are geared towards the declared goal of "shaping a liveable region". The participants realized, that they wanted to create a social issue oriented framework for all the issues of spatial development. They defined the issue of the "identification with and integration into the „Networkcity Glattal"" as an integrative content of the spatial oriented issues.
According to the second goal of the Best Practice Model, all three issues are strongly connected to the question, what kind of demands there will evolve for the organization and cooperation within the „Networkcity Glattal".

"Lessons learnt" from the selection of the three issues for the workgroups
With the establishment of three self-organized workgroups and the commitment of the participants to join on a voluntary basis, the participants, steering committee and process management have achieved an important in-between goal of the process.
Not only did the participants join the workgroups, within two months they set up their sub-project organization with a lead person, drafted their objective plans and assigned tasks to the workgroup members.
In order to reach this kind of motivation and identification with the issues, it was important to take the time of two workshops and the phase in-between in order to identify, discuss and combine the topics. That way, a large portion of the participants, as well as members of the steering committee came to realize that the Best Practice Model is not another "top-down" structure, superimposed on them, but a chance that may mean added value to their work. In order to emphasize this voluntary aspect, it was important to clarify, that the participants have to decide on the pace and amount of their workloads.

As this case study is written, the process of the Best Practice Model seems to go along according to the goals set by the steering committee and the participants. However, the workgroups are in an early stage, there are several challenges they will meet: The process observer (Walser 2004: second report) reminded that the tasks of the members may overburden the participants and lead to the loss of motivation and personnel.

The workgroup with the overall topic of "identification" has to manage to channel their findings and requirements into the issues of the other workgroups. They are the pivotal point to make social concerns part of the issues "open spaces for recreation and nature" and "local business districts, living and working areas and traffic".

The first results of the self-organized workgroups will show, whether the identified issues are suitable to make the Best Practice Model a comprehensive process rather than a collection of three separate projects. It will be the task of the steering committee and the process management team to monitor the direction of the self-organized workgroups, keep them updated about each other and steer towards the integration of the issues.

The issue of 'Local business districts, living and working areas and traffic" is the classic planning field on community, regional and canton levels. Accordingly there are deeply rooted routines, insider networks and notions about what should or should not be done. The integration of the workgroup issues and the members in the overall process will need a great deal of attention to the steering committee and process management.

4.4 The Best Practice Model within the existing governance system: participation and sensibilization
The association "glow.dasGlattal" carries out the project organization for the Best Practice Model. Thus, the project is in the hands of those, who actually have political power on community and regional level, which is an advantageous starting point. The members of the

steering committee make use of the opportunity to assign administrative members to join and support the Best Practice Model project. The circle of participants comprises those actors, who are somehow established and involved in the daily politics and planning of the Glattal region. Within this setting it seems, that the steering committee and process management team together with the participants have managed to set up a motivating working environment.

As the process unfolds, however, the "self-elected" constellation of "glow.dasGlattal" and the project organization generates several issues for debate about the role of the Best Practice Model within the framework of existing procedures, actors and institutions. The project observer has stated that there is an urgent need for a communication and participation concept that defines goals and target groups for the process (Walser 2004, second report).

Lessons learnt about "participation and sensibilization"

First, democratic legitimating of the association "glow.dasGlattal" and the project organization of the best-practice model will become a more and more important issue. As stated above, the members of the steering committee have not been officially elected for the task. Thus, when it comes to adopt action packages or make binding decisions, they have to refer back to existing legal institutions and procedures. The claim for democratic legitimating of their actions, based on the deeply rooted background of direct democracy, will be inevitable.

Second, the more specific the leaders and participants of the Best Practice Model define the issues of the Best Practice Model and go along in developing action packages, there is a need for cooperation with existing institutions, actors and projects. There are a number of institutions and committees in the region who are officially assigned to spatial planning tasks, traffic issues, settlement development, open space development, environmental protection and social issues. Many of the Best Practice Model actors are already involved in the same issues through different committees. Alongside a broad basis of know how, routines and existing networks, this situation causes an atmosphere of competition and the reflex to resist against new forms of cooperation and procedures, "superimposed" by the Best Practice Model. Throughout the shared learning and working process, the goals and working procedures have to be rooted in the political and administrative routine. It will be an important task within the Best Practice Model, to put the process on a broader basis. Participation of interest groups, administrative levels and the population will become more and more necessary.

Third, the perimeter, timeframe and resources of the Best Practice Model do not allow the handling of all the important issues within "Networkcity Glattal". It was pointed out in the beginning, that the most severe issue within the region is the problem of the operation of Zurich International Airport. There are uncertainties about the future operational System and the spatial impact and direction of noise pollution with all the consequences for life quality and future development of building zones. This problem overshadows almost any other issue of regional and local development. Even though the "Networkcity Glattal" is highly concerned, the actors cannot tackle this problem within the Best Practice Model without blocking any further options for action. At this point the strategic discussion has to take in account area wide structures, which extend the perimeters and the action radius of existing institutions. This shows, that the Best Practice Model and its project organization are just a small beginning of a process for adequate governance bodies.

5.4 Financial and personal resources allocated to the process

The financial framework for the Best Practice Model "Networkcity Glattal" is limited. The objective of the Federal Council is to provide funding to get cooperation processes started, distribute know how and create a platform for the exchange of ideas. The Best Practice Models are supposed to trigger horizontal and vertical cooperation; they are not designed as

large scale planning projects. This approach is reflected in a small budget, the overall sum for the 24 Best Practice Models throughout Switzerland amounts to CHF 460'000 (Euro 302'000).

The Best Practice Model "Networkcity Glattal" receives a total of CHF 40'000 (Euro 26'000) for the two year time period in federal funding. Further, the member communities of "glow.dasGlattal" as well as the project partners from Canton and University provide sponsoring. The total budget for the Best Practice Model amounts to CHF 260'000 (Euro 170'000).

This budget pays the expenses for the process management, process observer, operative and material requirements, expert mandates and public relation expenses. There are no salaries included, the time contribution of the participants and steering committee is carried out within their regular work schedules. Thus, the personnel and time budgets on community, canton and federal levels to participate in and support the Best Practice Models are limited. The steering committee and participants are already carrying a full workload entering the process, many politicians work on a voluntary basis.

Lessons learnt from financial and personal resources
The major challenges to the project are the constraints of time and financial resources. The amount of resources allocated to the Best Practice Model "Networkcity Glattal" sheds some light on the status of the project. The relatively small sponsoring from the institutions involved shows that the Best Practice Model still needs more attention to reach a higher ranking in the political priority.

The time and energy allocated by the participants of the Best Practice Model is at its upper limit. At the current, early status, the project is not yet considered a relief for the tasks at hand, but an additional workload. The danger of losing participants, or their active interest in the workshops and the self-organized workgroups is constantly present (Walser 2004,second report).

Another constraint is the relatively weak support with know-how and experiences from the Federal Office for Spatial Development. So far, in contrast to the objective of the Best Practice Models a sufficient platform for the exchange of ideas between the 24 different Best Practice Models has not been established.
This, again, is due to resource restrictions, but also to the low priority of the Best Practice Models in front of the background of priorities on the federal level. The substantial funding for the agglomeration programmes are likely to be allocated to Traffic projects, unconnected to the innovations and approaches the Best Practice Models will trigger. The missing link between Best Practice Models and the Federal agglomeration programmes with substantial funding underlines the fact, that the different phases of the Agglomeration policy do not yet form a coherent and politically accepted concept.

However, the leaders and participants of the Best Practice Model do show a considerable motivation for the Best Practice Model "Networkcity Glattal". It is likely that more resources will be allocated as the process shows results and measurable success. It is in the hand of the partners of the Best Practice Models to join their efforts on the one hand to allocate more funds from the federal and canton levels, and, on the other hand, use their community budgets to approach tasks on a more regional level. The financial structure for regional cooperation needs to be developed as well as the common sense and organizational structures.

6. Conclusions and outlook
At the beginning of the case study, three questions have been put to the evaluation:
How successful are the partners of the Best Practice Model "Networkcity Glattal" in achieving the dual goal they stated for the project?
How do the leaders and participants handle the organization and operative tasks of the Best Practice Model project?
What is the role of the Best Practice Model in the framework of existing institutions and processes in the "Networkcity Glattal" as part of the Zurich Metropolitan Region?

On the specific level of the Best Practice Model Process "Networkcity Glattal" it can be concluded from this case study, that the parallel goals of the Best Practice Model have proved to be an adequate approach. The objective "shaping of an attractive, liveable region" is reflected in the issues the participants have chosen and adapted for their self-organized workshops. The integrative approach to housing quality, mobility, working environment, recreation, environmental protection, with social issues providing the link and overall topic is a successful approach compared to traditional sector related perspectives.

The establishment of forms of cooperation is on its way as the participants are discussing existing institutions and developing hands-on ways for cooperation within and across the self-organized work-groups. There is a need and willingness on the side of most participants for regional cooperation although there are highly different points of view about issues, forms, structures and procedures for cooperation. The process observer (Walser 2004, second report) realized the notion, that the Best Practice Model is considered a chance to solve problems together, which cannot be solved by single actors or communities.

There is no doubt, however, that the Best Practice Model is a movement towards regional cooperation and new forms of governance that still has a long way to go. On the level of the existing institutional framework and situation in the "Networkcity Glattal in the Zurich Metropolitan Region pointed out in this case study, critics may question, whether the Best Practice Model is the adequate attempt for approaching the question of regional development. Principle questions of regional cooperation still need to be discussed: the future direction of how and by whom the region should be managed and the question of the adequate perimeter for governance bodies.

It is part of the nature of the model, that there is an ongoing discussion rather than a final decision on the institutionalization of regional governance. The Best Practice Model provides the opportunity to test a new setting for cooperation and a platform for the debate about the forms of regional cooperation.
It will remain a challenge for the actors and institutions involved, to put their forms of cooperation, their routines and goals up for discussion. Based on the lessons learnt from the Best Practice Model after a short time span, the process is developing towards a promising direction.

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